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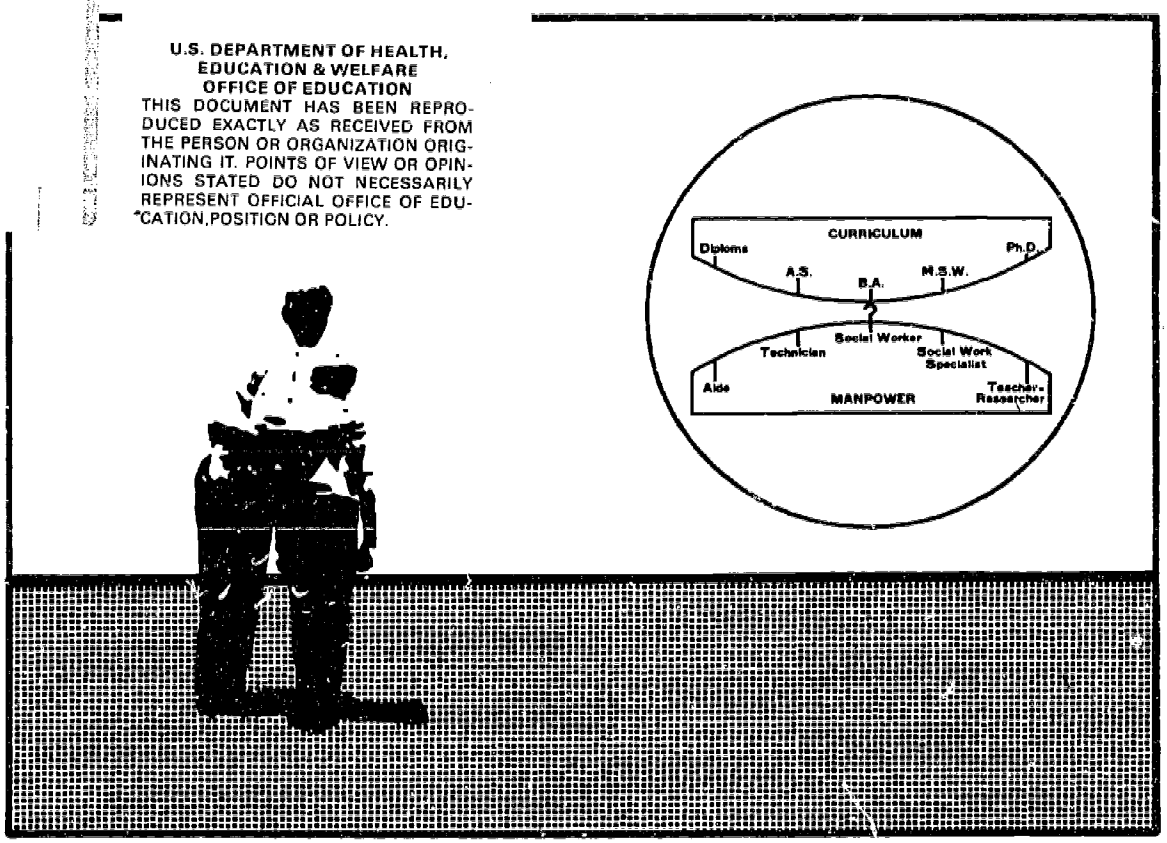
ABSTRACT

This document comprises papers presented at a workshop designed to disseminate information concerning the developmental trends in the field of social work to the 450 persons titled Visiting Teacher/School Social Worker (VT/SSW) in Florida. The content of the workshop was developed with a continuing education focus with presentations and discussions of the following: (1) implications of differential manpower utilization for the VT/SSW program; (2) developing new service delivery models; (3) implications for curricular changes in graduate and undergraduate education; and (4) the importance of program accountability. In addition to these themes, recurring program and practice problems were discussed: (1) administrative problems and program operation; (2) certification issues; (3) public/community relations issues; (4) problems of client accountability; and (5) community social problems and their effect on programming. (HS)

Continuing Education in Social Welfare: School Social Work and the Effective Use of Manpower



Collaborative Planning in Higher Education for the Professions- Monograph Series Number 1

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State University System of Florida
and
Division of Community Colleges

CONTINUING EDUCATION IN SOCIAL WELFARE:

SCHOOL SOCIAL WORK AND THE EFFECTIVE USE OF MANPOWER

Edited by

Michael J. Austin, Ph.D.
Director
Social Work Education Project

Jeffrey Lickson, M.S.W.
Assistant Professor of Social Work
Florida State University

Philip L. Smith, M.S.W.
Manpower Coordinator
Social Work Education Project

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FROM THE EDITORIAL BOARD

The need for cooperative planning among public and private universities, colleges, community-junior colleges and vocational-technical educational centers has long been recognized. In recent years the increasing complexity of educational problems and the limited fiscal and human resources available to meet them has made such planning on a statewide basis even more essential. The studies, recommendations and final report (*Florida Post-High School Education: A Comprehensive Plan for the 70's*) of the Select Council on Post-High School Education constitute a major contribution in this direction. Two educational conferences called by Governor Reubin O'D. Askew during the past year have provided additional support for cooperative interinstitutional planning at the post-high school level. The first, *An Invitational Conference on Post-Secondary Educational Opportunities for the Disadvantaged*, held at the University of Florida, March 24-25, 1971, was attended by approximately nine hundred educators, agency representatives, legislators and concerned citizens. The Governor's Conference on Post-High School Education, held at the University of South Florida, December 6-7, 1971, was attended by a vast majority of the presidents of public and private universities, colleges and community-junior colleges and the directors of area vocational-technical education centers. It should be noted that each of the above cooperative educational planning endeavors has had the support of the Commissioner of Education, the Chancellor of the State University System, the Director of the Division of Community Colleges, the Director of the Division of Vocational-Technical Education and the heads of most public and private institutions of higher education in the State of Florida.

In order to capitalize on the growing interest in collaborative planning the State University System and the Division of Community Colleges, with the assistance of a federal grant available through the Division of Family Services of the Department of Health and Rehabilitative Services, initiated in 1970 a statewide Social Work Education Planning Project. This project, which is reported to be the first of its kind in the nation, has a number of noteworthy features. It is designed to determine as accurately as possible the current and projected manpower needs for professional and paraprofessional social work personnel and to assess the extent to which the institutions of higher education in the state are preparing graduates to meet these needs. In order to assist the project staff, two advisory committees were selected. One consists of representatives of public and private universities, colleges and community-junior colleges; the other is composed of representatives of agencies which employ social work and other human service personnel. Both committees are involved with the

pre-service and in-service training requirements necessary to produce qualified manpower for the future.

This volume is the first in a series of publications designed to highlight some of the significant findings generated by the Social Work Education Planning Project. The monograph series also serves as a vehicle to communicate the findings of other research efforts which result from collaborative planning in higher education for other professions. This series, begun with issues relevant to Social Work Education, will be important for Florida and will provide directions for other educational and manpower planning endeavors.

PREFACE

School social work in Florida and elsewhere is presently engaged in a struggle for survival the implications of which spread far beyond this generation of children. In the midst of the present political attacks against public education, our clients face a desperate need for real help from a relevant school program which is already overextended. The social problems of housing, employment, poverty, child care, drug abuse, delinquency and emotional and physical illness and the school problems of curricular relevance, self-determination, and self-concept all demand sensitive, well-trained personnel to develop programs geared to children of all levels of functioning. School social work has a vital role to play in saving our educational system from irrelevance. To do so, its specific functions from casework to major policy revision, must be recognized by the apathetic public. Then adequate manpower must be available to do the job.

It is essential that all social workers have knowledge of developmental trends within the profession. This is especially true when social work is not a primary activity as in the case of school social work. In Florida there are approximately 450 persons titled Visiting Teacher/School Social Worker (VT/SSW). Of this number approximately 45 hold Master of Social Work degrees. The profession and the school social work program look toward this group for leadership.

In order to broaden Florida's VT/SSW program across the state and solidify and expand services in existing programs, it was recognized that leadership must come through MSW's in the field. For this leadership to develop, school social workers must be more knowledgeable about differential manpower utilization. They must be more knowledgeable about program planning and development. They must be aware of the necessity for accountability through sound research and program evaluation. They must be able to discuss curricular needs with social work educators. Finally, they must be able to prepare and present their opinions in a manner which guarantees an audience.

In order to develop and carry out a workshop to discuss the above issues, a Workshop Advisory Committee which included statewide representation and graduate and undergraduate school social work students was formed. To maximize activities of the Workshop a questionnaire was sent for completion by the participants in preparation for the Workshop.

The content of the Workshop was developed with a continuing education focus with presentations and discussions of the following:

1) Implications of differential manpower utilization for the VT/SSW program
2) Developing new service delivery models

3) Implications for curricular changes in graduate and undergraduate education
4) The importance of program accountability

In addition to these themes, recurring program and practice problems were discussed:

1) Administrative problems and program operation
2) Certification issues
3) Public/community relations issues
4) Problems of client accountability
5) Community social problems and their effect on programming

The Workshop Advisory Committee attempted to raise several difficult questions for possible discussion and resolution during the Workshop:

1) Should certification be based on social work credentials or teacher education credentials?
2) Is there a justification for the majority of MSW's in the VT/SSW Program to be primarily involved in direct services or would the program be better served if more MSW's were utilized in program training and administration?
3) To what extent should the MSW be involved in program research . . . and to what purpose?
4) Should the MSW be utilized to offer consultation to adjoining or nearby counties that have underdeveloped or non-existent VT/SSW Programs?
5) What is the role of the MSW in continuing education for other VT/SSW personnel (teaching extension courses, etc.) and what should be communicated from the field to social work educators (at all levels) regarding curricular changes?
6) What is the responsibility of the MSW regarding interpretation back and forth between community and school?
7) Should there be a statewide organization for MSW school social workers for the purpose of providing leadership in the field?

The Workshop was designed for candid discussion and participation by those present, who are among the experts in School Social Work in Florida, and who must come to terms with the healthy development of the VT/SSW program for the future. Where we are now, what our direction is, and how we get where we believe the service should go

were questions posed to measure the Workshop's relevance. The Workshop Advisory Committee asked that a Resolutions Committee be formed to turn these efforts into specific action.

The Invitational Workshop for School Social Workers, held at the Coral Reef in St. Petersburg, Florida, May 13-14, 1971 was an important step towards informing practitioners of developmental trends and as social workers in the State of Florida, we are most appreciative of the support of the Board of Regents and Division of Community Colleges. It is hoped that these efforts will stimulate progress in the continuing education process for all involved.

Jeffrey Lickson, M.S.W.
WORKSHOP COORDINATOR

FORWARD

Continuing education today has come to mean many things to many people. From the perspective of our university campuses, continuing education has been the arms and legs of off-campus instruction. From the perspective of our social agencies, continuing education has taken on the flavor of skill development as a part of an agency's in-service training program. This monograph is part of a growing trend, especially among the human service professions, to redefine continuing education as perceived from the campus and the agency. In this case, continuing education is defined as leadership development through the dissemination of new knowledge.

When we talk about leadership development in the broad field of social welfare we mean the task of training social workers and other personnel to: 1) add sufficiently to their conceptual and knowledge base in order to enhance their effectiveness as leaders in their respective fields; and 2) to achieve an attitudinal shift by which the individual begins to view himself in a leadership role.* Such an effort in continuing education is based on the perception that social work responsibilities ought to undergo radical change and that new role identities are to be developed. This means that social work personnel need to assume active and aggressive leadership in the planning and administration of their respective programs. In the case of social work in the public schools, social workers need to assume an active role in influencing programs developed at the level of school principals as well as county superintendents. In addition, we believe that social workers should assume major leadership responsibilities in school systems and suggest that the following question needs an answer in the 1970s: Why aren't there more social workers serving in the capacity of school superintendents in this country?

The Professional Association—N.A.S.W.

The National Association of Social Workers has been concerned with the development of continuing education programs for social work personnel across the country.* The concern of the professional association has been in the area of promoting the continuing education process as part of an adult education development. The profession has many views on the issue of continuing education. Some professionals view continuing education as encompassing in-service training while others advocate the position that continuing education should be separate from in-service training. In this case, in-service training is

*George Magner and Thomas Briggs, (eds.), *Leadership Training in Mental Health*, National Association of Social Workers, New York, 1970.

*Margaret H. Jacks, "The Development of Programs of Continuing Education for Social Welfare Personnel," *N.A.S.W.*, New York, April, 1969.

perceived as a series of educational opportunities offered by an agency or organization to enhance the competence of its own personnel in carrying out the agency function. Those who see continuing education as primarily an academic program define it as an effort to enhance the competence of groups of social welfare personnel in general, while in-service training is seen as highly specific agency-oriented educational programming. For many in the profession of social work, continuing education is seen as "following upon an initial educational program adequate for entry into employment in the social welfare field at a specified level." The National Association of Social Workers has agreed upon the following description of continuing education.

> "Continuing education for social welfare personnel provides planned, informal educational programs (those which do not lead to an academic or professional degree but might lead to a certificate) whose immediate and primary purpose is the enhancement of the individual's competence in the performance of social welfare tasks. These programs follow upon, modify, and augment what has been learned in the initial education required for employment at a given point of entry in a specified career line. The programs are desired and sought out by the individual whose *self-assessment and aspirations* indicate to him a need for educational opportunities that will be immediately responsive to new demands upon his knowledge and skills." (p. 7, emphasis added)

It becomes quite apparent, then, that continuing education as perceived from the professional association is primarily an individual effort by each practitioner to assess his own needs and interests. As a result, this type of individual self-assessment requires educational programs with sufficient breadth to encompass a wide range of professional needs.

Schools of social work across the country have been developing continuing education programs which range from summer workshops or institutes to broad, year-round programs addressed to social work personnel employed at all levels.* A careful review of social work continuing education programs reveals two types of efforts: 1) curriculum which deals with the upgrading of social work skills, and 2) curriculum which is concerned with specific problem areas (i.e., alcoholism, drug abuse, child abuse, etc.). The role of leadership development in the continuing education efforts is not clear. It is also not clear as to how much new knowledge is being disseminated through these efforts in contrast to simply teaching new federal or state program directions or more refined social work practice methodologies.

*C.S.W.E., "Schools of Social Work Increase Continuing Education Activities," *Social Work Education Reporter*, Vol., XVI, No. 3, September, 1968.

The Role of Higher Education

The role of higher education in the United States is receiving renewed attention through the well known work of Malcolm Knowles.* While many university programs have had poor linkage between the campus and the community, social work education has been less active in providing formalized short-term on-going continuing education programs for practitioners in the field on a year-round basis. On the university and college campuses there is still considerable confusion about the meaning of higher adult education: Is it education, service, or public relations? There has been relatively little application of adult learning theory to the problems of a profession like social work and there has been even less study of higher adult education program planning in relation to the community needs. These issues are compounded as we look at the structure of university continuing education programs in which some programs are operated by a division of continuing education while others are operated by a school of social work or department of social welfare. In addition to such organizational dilemmas the question of financing higher adult education is still unresolved. There has been a general absence of any standard budgetary procedures since it is customary for general extension services to pay their own way as a continuing education effort.

As Knowles points out, the concept of life-long learning is taking on new meaning in which education must develop in each individual the capacity to learn, to change, and to create a new culture throughout his life span. Linked to a broadened concept of life-long learning, as Knowles points out, is the wider acceptance of continuing education as a necessary component in a total educational design and not merely as an afterthought when the needs of the young have been served. Adult education has emerged as an identifiable social force for almost fifty years. However, the ultimate issue still confronting higher adult education is that of survival; survival as a viable function of a university. The demands of practitioners in fields like social work will play an exceedingly important role in the future in determining the viability and continuation of adult higher education on our campuses.

Continuing Education—School Social Work

This monograph represents the results of an experiment in continuing education for public school social workers in the State of Florida. The following chapters grew out of a workshop which was designed: 1) to gather data about the current job situations facing school social workers around the state by means of a questionnaire, 2) to disseminate new knowledge about manpower utilization and 3) to provide a basis

*Malcolm S. Knowles, *Higher Adult Education in the United States*, American Council on Education, Washington, D.C., 1969.

for developing school social work leadership in the 67 Florida counties. This volume includes the presentations made by social work educators and practitioners as well as the findings of the pre-workshop and post-workshop questionnaires.

Continuing education programs ought to have a research component in which the participants of the workshop have input into the program planning effort, as well as input into the evaluation of such a workshop. The research component is believed to be crucial in continuing education efforts since it represents a documentation of expectations on the part of the participants as well as feedback as to the success and relevance of the contents presented. It is this research component which is often lacking in continuing education efforts.

This monograph represents the combined efforts of the Graduate School of Social Work at Florida State University and the Social Work — Social Welfare Education Project which is sponsored by the Florida Division of Universities (Board of Regents) and the Division of Community Colleges. A great deal of appreciation goes to Dean Bernhard Scher, Dr. Diane Bernard, and Professor Jeffrey Lickson, who provided leadership for this workshop. In addition, the Management Committee of the project which includes Dr. Travis Northcutt, Dr. G. Emerson Tully, Dr. Harold Kastner, and Dr. William Gager deserve the thanks of the social work community in Florida for their farsightedness in supporting this experimental effort in continuing education.

This monograph represents a "first" in a series of monographs designed to highlight current issues arising from the need to coordinate higher education among the professions. Such monographs symbolize the important link between the Division of Universities (Board of Regents) and the Division of Community Colleges in the State of Florida. In addition, the linking of higher education to the manpower needs of our social agencies represents one of the key missions of the Social Work — Social Welfare Education Project.

Michael J. Austin, Ph.D.
Director
Social Work Education Project

PART I

A LOOK TO THE FUTURE WITH LESSONS FROM THE PAST

School Social Work Leadership In The 1970s

Charles Guzzetta

School social work is one branch of the profession for which a most compelling rationale exists. It is simply this: children are obliged to do all that is reasonable and proper to help them to succeed there.

It was this rationale, among others, which led to the association of social work and education about the turn of the century (Ferguson 1963). Indeed, the greatest pioneers of each profession at this time were close in their philosophies concerning the human condition. John Dewey was a frequent guest at Hull House. He named his daughter Jane in honor of his friend, the founder of that venerable social work institution.

However, the deep, integrated involvement of social work in the schools came about during the celebrated 1921-1930 Commonwealth Fund experiment in preventing juvenile delinquency (Bruno 1957). Many present programs date from this study. In fact, the delinquency-prevention rationale for school social work persists to this day.

Because of the long and honorable history of association between school and social work, one might reasonably expect that the functions of the two fields would be clearly differentiated. This does not seem to be the case. Since the Commonwealth study, a variety of special services in schools has developed, with overlapping functions: testing, educational planning, counseling, and so on. Problems develop in these overlap areas, such as the proper treatment of school nonattendance.

At the time of this presentation, Charles Guzzetta, Ed.D., was Associate Dean of the School of Social Welfare at the State University of New York at Stoneybrook. He is currently a professor at Hunter College in New York.

That the role and function of the school social worker is not clear to others has been known for some time. O'Shea and Lee (1964) examined the opinions of California school superintendents and found that none had a "specific understanding of what school social workers do." They found understanding to be no clearer among those who employed social workers than among those who did not. The same lack of understanding seems to be true about social work methods. It was recently noted by Wadsworth (1970) that traditional social work methods tend to confuse, frustrate, and antagonize educators.

In order to learn more about the place of social work in the schools, a modest survey was conducted during the 1964-65 year, of school social work organization in a few representative places in the United States. School districts were selected in order to produce a balanced, although limited group of large and small, city and county districts (population range from 40,000 to 1,000,000) from widely scattered areas. Of the eighteen selected, twelve responded: San Francisco and Salinas, California; Twin Falls, Idaho; Sioux Falls, South Dakota; Casper, Wyoming; Anchorage, Alaska; Providence, Rhode Island; Milwaukee, Wisconsin; Houston, Texas; Dade County, Florida; Buffalo, New York; and the Commonwealth of Puerto Rico.

Information was sought about six separate, but related factors:

1. specific duties and responsibilities of guidance workers;
2. organization and administrative pattern of pupil personnel services;
3. educational and credential requirements, including education and social work preparation and experience, supervision, and consultation;
4. pay, compared with other services;
5. separation of facilities, such as clinics or field offices; and,
6. distinctive program features.

The lack of a coherent pattern of services was startling even though somewhat expected (see Table 1). The title of the official in charge of the program of school social work and/or guidance was found to range from "Director of Guidance" and "Coordinator of Child Welfare" to "Supervisor of Placement" and a whole series of others which revealed little about the job. So little an indicator of the service was the title of the official that, in one city, the "Director of Guidance" was responsible for direction of the health program, programs for exceptional children, speech correction, psychological services, counseling, and school social work; while in another city, the same title referred to the head counselor of each high school.

Similarly, persons who functioned under the title of "school social worker" were found to have responsibility for casework, administrative work, and work ordinarily identified with the psychologist (see Table 2). School social workers were expected to consult with teachers,

investigate attendance difficulties, administer tests and/or interpret and disseminate test information, work in programs for the culturally deprived, involve themselves in educational and/or vocational planning, aid in curriculum development, conduct in-service training sessions for other guidance personnel, meet individuals or groups of students for various reasons, or any combination of these tasks.

TABLE I

Chief Officers: Titles and Duties

	TITLE	REPORT TO	PROGRAM DUTIES
1.	Coordinator, Child Welfare	Superintendent	Supervisors; programs in mental retardation and physically handicapped; court schools, child guidance clinic; four centers.
2.	Director of Guidance	Superintendent	Guidance Program.
3.	Director of Pupil Personnel Services	Superintendent	Guidance and testing; health care; speech; exceptional children; psychologists; home school counseling.
4.	Assistant Superintendent of Secondary Education	Superintendent	School counselors, some psychologists and nurses.
5.	Coordinator of Guidance Services	Superintendent and school principals	Counselors
6.	Secondary Curriculum Director	Not reported	Supervisors, psychologists, counselors, guidance council.
7.	Director, Educational and Vocational Guidance Division	Not reported	Supervisors.
8.	Assistant Superintendent for Pupil Personnel Services	Superintendent	Attendance teachers, school psychologists, visiting teachers, guidance counselors.
9.	Supervisor of Guidance and Placement	Assistant Superintendent of Secondary Schools	Supervisors, Guidance and placement program
10.	Director of Guidance Services	Not reported	School psychologists, Counselors.

	TITLE	REPORT TO	PROGRAM DUTIES
11.	Director, Department of Pupil Personnel Services	Assistant Superintendent	Child welfare services, guidance services, psychological services, special services.
12.	City Director of Counseling and Guidance	Deputy Superintendent	Supervisors, counselors.

TABLE 2

Guidance/Social Workers: Prerequisites, Duties, Pay

	Educational Experience	Duties	Pay Differential
1.	M.S.W., P.P.S. credentials, in-service training	Supervision of elementary guidance, work with teachers, administrators, "sometimes" students, culturally deprived	$490 more than teachers
2.	M.S. in guidance or related field	Dissemination of test and educational information; counsel students on personal problems	$600 more
3.	M.S.W. or M.S. in Ed. Psychology	Home-school counseling; casework; attendance, referral; in-service training; counsel with personal problems	11% more
4.	M.S. with 10 credits in psychology; 2 yrs. teaching	Counseling, testing, interpretation of tests of administrators	None
5.	P.P.S. credential	Direct services to children and parents: placement counseling; staff training	None
6.	One year of non-education work; 9 units in guidance	Counseling and in-service teaching; planning; administration	None
7.	Teaching and experience; 6 units of guidance	Counseling dropouts; in-service training; curriculum planning	$280 more
8.	Teaching plus social work experience	Attendance; testing; casework; referrals; case conferences	None noted

	Educational Experience	Duties	Pay Differential
9.	Teaching and experience; one year of work outside of education; guidance courses.	Testing; counseling; placement; attendance; personality and social problem counseling	None noted
10.	Not noted	Casework, Counseling; testing	Not noted
11.	Teaching, plus graduate work; or M.S., plus experience	Pupil Accounting; transfer; testing; attendance; casework; referral; consultation.	None
12.	Teaching, plus M.S.W. or one year graduate social work; or M.S. in guidance	Individual and group counseling; faculty consultation; testing; referral	$54 more plus $225 car allowance

The functions assigned to the school social worker roughly indicated the level of professional preparation expected by the district. Almost always, the standard teaching credential was required. Additional requirements included teaching experience, or work experience as anything except an educator, a few courses in guidance, completion of a year in a school of social work, a master's degree in education or guidance or psychology or social work.

In the educational system, as in others, prestige seems to be reflected in salary differential. It seemed reasonable to assume that one indicator of value placed on advanced training required of school social workers would be some sort of pay increment. Some of the reporting districts did indicate a differential, but there was great variation in amount, ranging from none at all to about $600. per annum. One large district paid a substantial car allowance, plus $54. for each year of training experience. In one case, M.S.W.s were assigned to the same pay scale as instructors at the City College, or $490. more than classroom teachers. But head counselors with less education were paid $140. more than either the social workers or the college teachers. A final example of the variation in remuneration was a district which paid social workers the same as teachers, while psychologists performing similar tasks in the same division received from 10% to 40% more pay.

Administrative direction and supervision of the social worker varied from a loose, general outline used in many districts to a monthly calendar of responsibilities, with each specific duty to be performed carefully factored out.

Few districts noted separation of services or particularly distinctive features. Those reported were limited to special clinics for emotionally disturbed children, child study centers, and similar programs.

Many of the findings of the survey were somewhat expected. Good evidence existed to predict the pattern, or more appropriately, the non-pattern of supervision. Wheeler's (1963) report on the patterns of supervision in school social work programs showed that more than half of the districts in the study employed as supervisors persons who were not themselves trained social workers. A third of the social work supervisors were trained in education, while only a quarter were social workers—about the same number as were psychologists. Of all these supervisors, fewer than a fifth were able to devote their full time to social work. Other chores consumed much supervisory time. The smaller the district, Wheeler found, the disproportionately smaller the program. This was confirmed in the 1964-65 study, which found no social workers at all in small districts.

During the second half of the sixties, public interest seemed to grow in school social work programs. In order to determine what changes may have taken place in the districts which responded to the survey, a second survey was undertaken in the 1969-70 school year. Exactly the same information was requested from the twelve districts which had answered before. Nine responded. Some changes were apparent, but no true picture of specific planned change or progress was discerned. Rather, there was a general picture of expansion and higher status for the programs.

In some cases, the person in charge was upgraded. For example, one district had a Supervisor of Guidance and Counseling under the Assistant Superintendent of Secondary Schools in the first survey, but five years later, this Supervisor (the same man held the post) was the Assistant Superintendent for Guidance and Counseling.

There was some increase in requirements; from nine to 24 graduate hours in one district and master's degree in another which had not required one before. In general, more experience was required, including social work experience.

Administration and supervision seemed to be organized in the same ways. One district which had reported great individual freedom in 1964 responded five years later with the more direct statement that the program was "not coordinated by anyone in the school system."

The growth and somewhat higher status of the programs were revealed by higher pay differentials, lower staff-to-student ratios, and increased staff size. In one district which in the first survey had only a program for the secondary schools, two pilot programs were underway at the time of the second survey, and the number of counselors had increased nearly 40%. Another district, which employed many M.S.W.s reported in both surveys that it had "no social workers as such". Its

staff had expanded markedly: 62% in the elementary program and 60% in the secondary program. To some extent, the growth of staff doubtless only reflected population increase. But the expansion often was more rapid than the growth of population and changes in staffing ratios confirmed this fact. One ratio shift was from a 1:700 social worker to total student body ratio to a 1:500 ratio.

Similarly, the increase in pay differential for school social workers seemed to show greater recognition of the job responsibilities and level of training. The district which had given a $54. increment in the first survey had raised it to $225. and the car allowance had risen from $225. to $360. (reflecting a rise in the cost of living).

Work responsibilities remained very much the same, although the job descriptions showed the influence of current interests. Included in social worker duties were: behavior modification, testing, attendance, planning, administration, clerical work, faculty consultation, scheduling, community study, test interpretation, pupil transfers, advising, referral, and individual and group counseling.

The impact of increased federal funding of overall guidance programs was apparent in the second survey. Various standards and patterns were changed "to qualify for funds" under the Elementary and Secondary Education Act and others. These changes included higher educational qualifications, attention to the educationally disadvantaged, and, no doubt, increased numbers of staff.

Despite the gains made in the recognition of school social work during the sixties, it is clear that for this branch of social welfare, or of education, no uniform pattern has emerged. It still is subject to multiple interpretations, and is unclear as to proper training, role, or relationship to the host institution.

In a study of role delineation in "guidance professions," Shaw (1967) noted that psychology and counseling tend to be seen as dealing with activities within the school, while social work is assigned duties outside of schools. This was similar to the finding of Fisher (1966), that psychologists and attendance coordinators identified work with needy students and community agencies, and home visiting as social work functions. No doubt, this results in part from school social work's almost exclusive reliance on casework (Maloney 1964), rather than work with outside systems. Curiously enough, teachers generally accept the social work function in schools, according to one study (Granich 1965), but even where this relationship is verbally accepted, there tends to be a "less than satisfactory relationship."

Social workers are not alone in the role confusion. There is great disagreement *within* all guidance professions about proper role, at the operational level; disagreement *among* the professions about proper specific function; disagreement about proper clientele; and an inclination by each group to ascribe to itself the most prestigious functions (Shaw 1967).

The image of school social work which emerges is not one of a distinct branch of the profession, in clear control of its competencies and confident in its service. The image perceived by some superintendents is one of a predominantly female group (Fisher 1966) which does not communicate well with staff; puts the blame on teachers for the student's situation; works at cross purposes, or at least, at irrevelant purposes to the schools; and deals with students in terms of psychopathology while ignoring other considerations (O'Shea and Lee 1964).

Not a happy picture. Especially unhappy because school social work sees itself functioning in a "teamwork relationship—an interprofessional relationship" (Sikkema 1949). Social workers, operating as guests in an educational setting, have sought to integrate themselves thoroughly into that setting. The service which works, it has been stated, "adheres to and is related to the educational objectives of the school" and is "unmistakably a part of the school" (Nebo, 1960). The NASW has urged school social workers to participate fully as staff members, to "become active member[s] in faculty meetings, PTA endeavors, and other school . . . activities" and to participate in "curriculum planning and in other committees in the school" (NASW 1960). Sikkema and Nebo have declared that the school social worker must become an "integral part of the school faculty" (1953).

Not all writers have suggested this sort of total immersion. Johnson (1963) declared that some separation of the specialist was essential and that this had to be understood by administrators if the specialist was "to perform with maximum efficiency". On the other hand, she warned that the specialist "must recognize his limitations within the system."

The dilemma faced by the social worker in a school is greater than that posed by many settings. The overall goal both of social workers and educators is the education of the young. The educator may understand social work method, but its practice lies outside his professional activity except for special cases. The social worker may understand pedagogical principles, but his employment of them is specialized and restricted to particular cases. In short, education and social work represent specialized professions which complement each other, but remain distinguishably separate.

As an example, one might consider a child who has fallen out of phase with the educational system, as manifested through his retardation in reading. The teacher may be expected to pursue pedagogical reasons and to provide pedagogical remedies. The social worker may be expected to explore the extent to which the difficulty is social or developmental and to provide or obtain remedies from other sources outside of formal education. The goals may be the same. Both the teacher and social worker operate in both the social and pedagogical milieu, but their focuses and approaches differ. Difficulties arise within intersecting areas, partly because activity by social workers in these

grey areas always is potentially threatening to the teacher. For many teachers, it is difficult to permit a social worker to "succeed" since this may be interpreted by some as a "failure" for the teacher. Even while traveling roads that are presumably parallel, it sometimes seems difficult for the professions to avoid collisions.

The condition of school social work described here is not new. Yet, although there are indications that it has improved during the past few years, the situation may be more perilous now than ever before. The reason is the present state of flux both in education and in social work, where traditional forms may be lost and new forms emerge with alarming speed. The current shortage of federal money, aggravated by a prolonged recession, has led to significant retrenchment in both fields. Social welfare programs that have been heavily supported in the past are dwindling, or vanishing altogether. The squeeze on school bond issues and other education money is causing economy moves wherever administrators feel the harmful effects can be minimized. Usually, this is in support services, such as school social work. In a sense, social work, psychology, and counseling always have competed for the same sorts of jobs, since a "substantial core of functions among [them] are essentially the same" (Shaw 1967). But now, the friendly rivalry may become fierce competition because the pie itself is smaller.

The revolutionary changes which are overcoming education and social work have been developing for a long time. During the first three decades of this century, the professions expanded rapidly and took as their goals the staggering task of socializing waves of immigrants and their children. The school did the job by teaching the language and traditions of the country. Social agencies, such as settlement houses, did it by transmitting the culture and customs of the adopted country. What Elwood Cubberly was to education, Jane Addams was to social work. The large, bureaucratic organizations which developed during this period were staffed by middle-class and upwardly-mobile lower-class professionals, replacing the wealthy and/or elite who had founded the original small groups. Within social work, a split occurred which resulted in the dominance of casework over the community-oriented branch. As the flow of immigration ended, education continued its socialization function with the poor and the major minorities. Social work focused more and more on the middle class, and instead of providing opportunity ladders, aimed at helping people to be well-adjusted and effective where they were. By the middle of the 1960s, it was clear that both education and social work no longer were performing effectively tasks they had done so masterfully for the preceding 50 years.

Native Americans, blacks, the poor, and others were not being satisfactorily socialized by the schools, nor were schools considered allies by them. At the same time, social welfare found its casework

techniques more and more ineffective in dealing with the large social problems of the time, including dysfunctions in the educational system. Where the two systems intersect, in school social work, neither could legitimately blame the other entirely. Research has uncovered little evidence that traditional casework methods "change inappropriate behavior in schoolchildren" (Wadsworth 1970). In fact, Nebo (1950, 1960) found that many children in schools do not even understand why they are seeing the social worker—even after the third or fourth interview. On the other hand, Trachtman (1961) has suggested that the school, not the child, ought to be the client. This view holds that the child's problems are created by, or at least supported by the educational system itself. Hitchcock's classic study (1956) of "Symbolic and Actual Flight from School" showed "relatively few unpleasant incidents specifically related to the school" in children suffering from school phobia. In almost all instances, "these occurred after the onset of the child's symptoms." Further information in this line was found by Vinter and Sarri (1965) who claimed that certain features in the schools tended to support children's malperformance once the child was identified as malperforming. These school features even included procedures set up to correct the malperformance.

So long as social workers and educators were in short supply, these flaws in the two systems did not approach the present crisis dimensions. Now there is a temporary surplus of both types of professionals. It will not last, since it is an artificial surplus, created by an artificial shortage of money for human services. For example, if the federal government became committed to a teacher-pupil ratio of 1:25, the present surplus of teachers would instantly be replaced by a severe shortage. Similarly, if the ratio of school social worker to student became 1:1000, the schools would have to employ every member of the National Association of Social Workers.

But the present crisis *is* with us. And when it ends, school social work will come out greatly transformed. It cannot continue as it has in the past. The present situation provides an opportunity for the planning of future social work/welfare in schools so that the new programs will serve even better than before.

One feature of school social work that will change is the dominance of casework services. Social service can and should be concerned with system change which aims at prevention by reducing those circumstances which produce the very problems that are referred for service. Some form of client advocacy can be very useful in serving this prevention objective. For example, certain rules of dress and personal appearance are primary sources of student referral. Often, these rules are mindlessly enforced by administrators long after they make any practical sense, and even in opposition to parental wishes, creating public hostility and school problems. Anyone who has seen Frederic

Wiseman's documentary film "High School" will remember the beautiful young girl facing disciplinary procedures because she wishes to wear a knee-length dress to the prom. Social service workers can help bring a more objective view to such rules than can the actors directly involved in the drama. Administrators often are delighted for a way out of the impasse.

The first progress report of the Florida Social Work--Social Welfare Education Project (1970) notes the SREB model for school social service. This model includes such roles as "outreach worker, broker, advocate, evaluator, teacher, behavior changer, mobilizer, consultant, community planner, care giver, data manager, or administrator." Other authorities have proposed similar lists (Bisno 1969; Dolgoff 1970; Loewenberg 1970), quite comprehensively cataloging the varieties of activities in which social workers may engage. These include casework situations, but move far beyond individual treatment to a full range of social intervention.

Recognition of a greater range of service modes and intervention styles suggests new kinds of educational preparation. These learning experiences should prepare social service workers to work with other professionals in teams where the differences in approach can be used to maximum effect rather than to become points of contention or competition. In efficient teams, strength is gained from diversity, as well as similarity.

The new modes of educational preparation will make it possible to capitalize on the various levels of preparation which will have greater currency. Just as there has been competition among the human service professions, rivalry has tended to develop among the educational levels of preparation for social service, with attempts to gain status or legitimacy through various devices such as imitation. The future AA degree could not be a mini-BSW, nor the BSW a low-level MSW. They are different degrees: they must indicate separate, mutually supportive competencies.

The AA degree-holder has amply demonstrated that, with appropriate preparation and experience, he engages in direct services in a thoroughly professional, highly competent fashion, limited only by the extent of preparation possible in a two-year period.

The BSW may come to be the general practitioner of social service. He will engage in service to individuals, groups, or communities as called for by the presenting problems. He is likely to be the work-horse of school social service, moving to deal with problems requiring greater skills than those of the AA, but not requiring the specialist.

"The MSW may become the specialist in policy development, social change and administration, and in overviewing the organization and implementation of services in systems where the AA and BSW provide the bulk of the manpower group. The MSW would also be called upon where sophisticated consultation is needed."

The Curriculum for the 70s in school social service, if it is to equip these three levels, will continue to rely on both class and field experience. But classes will involve more simulated or vicarious experiences for immediate application of the conceptual and cognitive information learned. Field experiences, where direct applications occur, will explore new varieties of service systems. At the AA level, they will help the student "get the feel" of the potentialities of the service system; to the BSW, they will provide competence in moving through the service maze effectively and swiftly—in effect, "working the system;" for the MSW, they will give the experience of program design and system change which require the specialist. Running parallel to the whole range of education will be a new type of continuing education program, one which provides upgrading opportunities, but also provides a career ladder within the profession which goes far beyond education programs. Such a career ladder concept will permit entry or exit from the whole chain at any point without penalty.

The overall direction of education, as well as service, should aim at levels which are interlocking, and which involve various professional competencies in an expanded view of the individual-societal, function-dysfunction continuum. Today's types of school social work/social welfare will not disappear. They will remain as essential elements, but only as elements in a whole new complex system of service to students, not manipulation of them; of improving systems, not merely defending and perpetuating them; of working through and with communities, not opposing them. The result should be a whole new concept of school social service within a newly-emerging new concept of education, one in which both professions regain their rightful positions of esteem in a human service-oriented society.

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Differential Staffing In School Social Work

Philip L. Smith

I. Introduction

Before I discuss differential staffing in school social work, I think it would be helpful to outline several concepts and facts. First the concept of differential manpower utilization needs some definition. All too often MSW's tend to think of using the paraprofessional or subprofessional to relieve them of mundane or everyday kind of chores that supposedly waste their professional skills as opposed to complementing, improving, and extending services. As Blum puts it, "The literature on utilization of manpower reflects that too often the starting point is what the professional social worker is now doing that he thinks he should not be doing or that can be done by someone else, rather than with the needs of the client groups."[1] With this in mind, one should remember that the differential use of manpower in social work ideally refers to the utilization of a range of personnel deployed in such a manner as to best use their skills to the best service of clients. As defined by Barker and Briggs, differential manpower utilization is "a social work organization's allocation of its functions to the organization members who are considered most capable of fulfilling them efficiently."[2]

Philip L. Smith, M.S.W., is the Manpower Coordinator for the Social Work Education Project.

I am sure that you are all aware of the much publicized manpower shortage in social work, but I will reiterate several statistics. HEW's 1965 study revealed that there were fewer than 40,000 trained social workers holding membership in NASW in 1965. There were 12,000 unfilled professional social work positions in 1964, with 100,000 vacancies projected for 1970.[3] The manpower gap for 1975 has been estimated at 178,000 vacancies.[4] These statistics may not be quite as impactful today in view of the tight job market and a generally constricted economy, but we must remember that human need does not decrease under such conditions and we can only view the employment scene as temporary. With this in mind, it becomes obvious that we must move quickly to alleviate the manpower problem that we face today in social work. The increased use of non-MSW personnel becomes the most feasible solution. Training and effective utilization must be examined along with professional attitudes, remembering this caution: "A profession is responsible for the fulfillment of a mandate from society. If the profession is unable to deliver, society must eventually withdraw the mandate and look elsewhere for fulfillment of its need."[5] I believe that this caution is particularly pertinent to school social work — a field of practice in a perpetually tenuous position.

II. School Social Work: Florida and the Nation

There are approximately 500 persons in the State of Florida classified as Visiting Teachers/School Social Workers. Of this number, approximately 50 or 10 percent hold Master of Social Work degrees. From what we have been able to determine, there is little differentiation between the roles and functions performed by the MSW's in the VT/SSW program and by those holding baccalaureate degrees regardless of educational backgrounds. There is a variety of personnel in the VT/SSW program in Florida. There are those who hold MSW degrees such as the majority of this group here. There are those who hold baccalaureate degrees in social welfare. There are those who hold Master's degrees in some educational field; those who hold baccalaureates in education, and others who, from a variety of academic backgrounds, have found their way into the VT/SSW Program, picking up enough hours for certification. The thing that is striking about this combination of manpower in the VT/SSW program is the fact that all of these persons do basically the same kind of thing in day to day operations. This, of course, does not hold absolute but is a reasonably accurate description of the state of the program in Florida.

I am here not to discuss the superiority of performance by the MSW in a school social work setting, nor am I here to say that only the MSW can provide those services which we associate with school social work. I am here to suggest that the Visiting Teacher/School Social Work program in Florida can be better served if those persons holding MSW

degrees are more fully and better utilized within the context of the program. I am also here to suggest that the range of personnel presently employed in the program can also be used in a more productive manner, and that there are additional persons who can add a great deal to the school social work program in Florida.

The literature of the field has indicated that there is a fair degree of confusion as to just what it is that school social workers do. Schwartz describes the school social worker's dilemma thusly, "The problem is — What are we doing there?" He goes on to say that most of the mistakes made by school social workers — "come out of an incomplete or distorted or a fuzzy sense of function, an inability to explain either to themselves or to others just *what* it is they are doing there and *not* doing there."[6] Some research in the field has attempted to delineate the content of school social work practice. The Costin Study attempted to do this for the purpose of exploring possibilities of differential staffing. The conclusions of this study were: (1) "The definition of school social work revealed by this study reflects the school social work literature of the 1940's and 1950's and shows little or no general response to the concerns expressed in both education and social work literature of the 1960's in relation to the learning problems of many unsuccessful school children and youth, the underlying conditions of the school, neighborhood and community which contribute to their difficulties in new approaches to use and the delivery of service to them."; (2) "The definition is a static one which reflects a residual conception of social welfare. It largely ignores the most pressing problems of the school population, the underlying problems which produce these problems, and the relationship of the school and its operations to those of other social institutions in the community."; (3) "The definition does not provide a promising basis for experimentation in assigning responsibility to social work staff at different levels of education. The definition commits its professional personnel to use up its resources in providing a limited range of social work services without sufficient attention to the most pressing problems of school children and youth, problems which would lend themselves to experimentation in design of services and staffing patterns. School social workers seem unready to delegate many of the tasks that they regard as important, a finding which grows logically from the definition of school social work which they evolved."[7]

As part of a pre-workshop questionnaire members of this group were asked to designate a possible range of tasks which might be performed in school social work by personnel at various levels ranging from the high school graduate through the Master's degree. The tasks listed were drawn from the Costin Study. From the mailout we got 40 usable returns on this particular question. It is interesting to note that for all tasks listed, 16 of the 40 respondents felt that all tasks listed were

primarily Master's level activities; 13 of the group believed them to be primarily Master's and Bachelor's levels; while only six of the group acknowledged the contribution of the Associate degree person. The remaining responses were random. Of the total, 15 respondents felt that no task could be performed by a two year community college graduate or less. It is readily apparent that the largest group were those who felt that all activities were primarily Master's level activities, with the second largest group being the combination of Master's and Bachelor's. This tends to agree with the conclusions reached by Costin.

I would like to pose the question—Why is it that MSW's in school social work or in other fields of practice for that matter, seem to believe that only they can provide needed services to clients; I am sure that it is partly a product of professional education. One becomes indoctrinated into thinking that only he can really help those people out there. One begins to think — Only I have the knowledge and skill to really do an adequate casework job with these clients. This, of course, raises another question—Why do we generally define our knowledge and skills in terms of the casework method?

In a sense, the school is a stage for children where all kinds of community dramas are played. If we are to have the impact that we might have, we must expand our perspective beyond the child to the school and the community as systems to which the children we serve belong. Simon Wittes calls on us to be ombudsmen and change agents and to examine these systems very carefully.[8] Alfred Kahn asks us to "consider the school in relation to the political turmoil in the community," and to "redefine the direct case service role in the light of a changing situation."[9]

Obviously we need to reevaluate our role in the school. Obviously we need to move in different directions. We seem timid to do so or to relinquish any of those things we do now to someone with less education. Perhaps one reason that MSW's in the school social work setting seem to be resistant to relinquishing tasks is because of the very tenuous nature of the entire program, a program that is not fully understood by school administrators and other practitioners in the school setting, nor by the community. The truant officer heritage has also been difficult to overcome. Perhaps the school social worker feels that he must hang on to what he has got. I would like to suggest that the MSW in the school social work setting needs to broaden his perspective and to look toward what he hasn't got, rather than possessively clinging to what he has. I would like to discuss with you a way that the school social work program might be improved, expanded and solidified through the use of differential use of manpower.

III. Three Familiar Staffing Patterns

Before we get into a discussion of job development and manpower utilization, let us look for a minute at three familiar ways social welfare

agencies have been traditionally staffed. I have arbitrarily titled these staffing patterns in a manner which seems to be most descriptive.

A. Professional Elitist Pattern

This is a highly professionalized staffing pattern, generally utilizing only MSW's, usually caseworkers. Agencies (usually private) staffed according to this pattern normally offer rather specialized services of a somewhat narrow focus. Services are usually defined in terms of method. The traditional one-to-one casework method is often the one employed, although there may be some activity in group work. Community organization is rarely seen in this particular model except in some highly professional metropolitan council type agencies. Agencies utilizing this staffing pattern work today basically the same way they worked 30 years ago. Agencies with rather highly specialized services that often use this staffing pattern have been dealing with the complex problems of modern society, particularly those of racial-class conflict and poverty. An example of this failure was recently noted in the New York Times. The heading of the article read, "Social Work Unit Changing Tactics." The article read like this: "The city's oldest, private, social agency, the community service society, announced yesterday that it would end 123 years of family casework and individual counseling. The techniques, it said, have proved inadequate for the poor who face overwhelming problems in the slums. Trapped by these larger problems, society officials said that the poor lack the freedom of the middle class to deal with their own personal difficulties." "If you don't deal with the pathology of the ghetto all the individual counseling you do with a person isn't going to help," said Dr. James G. Emerson, Jr., the general director of the society. "The situation in New York is not just a matter of persons with problems," Dr. Emerson said, "but rather of whole areas afflicted with social ills." "Instead of starting out by saying that the individual is the client," Dr. Emerson declared, "we are going to say that the community is the client."[10] I wonder how guilty we are in School Social Work in defining our clients as simply the maladjusted child, rather than recognizing a proliferation of complex community phenomena that affect the children we serve.

B. The Bureaucratic Staffing Pattern

What I have arbitrarily defined as the Bureaucratic Staffing Pattern is one found in most public agencies and probably the one that best describes the school social work program. In agencies staffed according to this pattern you will find some MSW's but the bulk of manpower in these agencies is made up of four year college graduates, many of whom have little or no academic training in the human services area. This pattern has existed for a number of years in public welfare, in corrections, in school social work programs, and in many other agencies. Public agencies with legislated program responsibility are

usually staffed in this manner. Services are specifically defined in terms of categorical problem areas. Even though you may say that an agency staffed according to this pattern is making use of differential staffing, you are really obscuring the issue. Even though agencies staffed according to this pattern utilize people with various educational backgrounds, there is very little task differentiation from one level to the other. MSW's may be assigned so-called hard cases. They may find their way into supervision. But the same is true for the four year graduate with tenure in the agency. Top level administrators and program planners are quite often not social workers and may come from a variety of backgrounds.

This pattern does have promise in terms of developing more meaningful differential utilization of manpower. Social and Rehabilitative Services of The Department of Health, Education, and Welfare, has become increasingly concerned about the agencies under their jurisdiction. There is a manpower policy guide in preparation now that defines a range of personnel in SRS agencies and requires states to submit plans describing how they intend to utilize a range of personnel in carrying out their service programs. From what we have been able to determine, this is definitely a trend at the federal level.

C. The OEO Staffing Pattern

I have arbitrarily named this the OEO staffing pattern since local Community Action programs typify this staffing pattern. Other agencies such as settlement house operations also have developed this staffing pattern. This is both the oldest and the newest of the three staffing patterns in that the old settlement house operation of many years ago used what is now termed "indigenous community workers" for the backbone of the program. Present day revitalization of this pattern, in the form of OEO programs, has also placed a great deal of emphasis on the use of indigenous community workers. You do, of course, find Master's level social workers in agencies staffed according to this pattern, as well as four year college graduates. In that sense, you do have a differential staffing. Here again, role and function have not been clearly defined, in that MSW's are primarily used as specialists, with little distinction being made between functions at other levels. You find a mixture of both public and private agencies staffed in this manner. Services offered by such agencies are usually very broad and defined in terms of a great range of human disability.

This pattern does offer the worker the greatest deal of mobility divorced of educational background and again does hold a great deal of promise in terms of developing sound service delivery programs based on differential manpower utilization.

D. Summary

These staffing patterns are by no means pure and it would be difficult to define any agency strictly in terms of one or the other.

They are not all inclusive either, in that some agencies do not fit in any of the three patterns. However, I think it is helpful to look at these patterns as three visible ways that agencies have been staffed. Although observable, it does not explain how jobs are created in agencies, how tasks are allocated, how agencies phase in new staff at varying levels of education, etc. To do that, we must look toward something of a theoretical construct.

IV. How Jobs Are Created In An Agency—How Tasks Are Assigned

A. Introduction

The movement toward differential staffing, due to a shifting of priorities and changes in service delivery systems, has resulted in an attempt to design and implement viable models for manpower utilization. Over the years as agencies have modified their service delivery systems they have developed strategies for reassignment of staff. These strategies have usually taken the form of fairly simple procedures—the assignment of more difficult cases to more experienced workers, the sorting out of homogeneous tasks and assigning them to staff in clusters. More recently the team concept has been developed where assignments are made to functional units—a team—rather than to individuals. Procedures for assigning functions to staff have taken various organizational forms. There are two basic conceptual frameworks for formulating job functions—job factoring and the developmental approach.[11]

B. The Job Factoring Approach

This approach is basically an industrial model based on concepts of sound management. It consists of factoring out sets of homogeneous activities from existing jobs. These sets then become jobs. There is a stratification into levels of difficulty. It is assumed, then, that lower level jobs can be assigned to lesser skilled staff, and the higher levels can be assigned to more skilled staff. This process lends itself to distinction between professional jobs and non-professional jobs.

There are several advantages to utilizing this approach. It is a logical, fairly simple procedure which can be easily applied to social welfare agencies. It simplifies the process of recruitment, selection, and training. It can be implemented with minimal system disorganization.

There are several distinct and crucial negative implications to this approach. Since it is based entirely on existing job configurations it lends itself to creating more jobs instead of new jobs, and provides little insight into the effectiveness of client-service activities. Therefore, if the given service delivery system is inadequately meeting client needs, the application of this approach will not improve client service.

This is a work centered model as opposed to a client centered model. Worker mobility, vis a vis a career ladder, is very limited in this model.

The developmental model can better meet the needs of social welfare agencies.

C. The Developmental Approach

This process begins with an assessment of human need as opposed to existing job tasks. The assumption is that agency activity must be derived from a set of objectives which reflect the range of needs presented to the agency. As stated by Fine: (1) Jobs in the professions come into being in response to either the needs of the public or the problems of the profession; (2) Needs are usually broader than the purview of professions that attempt to respond to them and periodically the match between needs and coverage should be reevaluated.

Once needs have been identified, defined, and categorized, tasks are derived by inference. At this point in the process the developmental approach becomes similar to the job factoring approach in that the derived and existing tasks are clustered into activities or jobs.

Since this approach does not rest on the assumption that existing tasks are meeting current needs, its application can reveal service gaps and weaknesses as well as misshapen agency objectives. New tasks may emerge while some existing tasks may become apparently inappropriate. Consequently, this model provides great flexibility in that job boundaries can be expanded or contracted and job activities reallocated.

In the process of grouping tasks the developmental approach emphasizes criteria oriented toward client need and the purpose of the work activity rather than solely the characteristic of the task.

The developmental model is a sound one and probably the most progressive one in regard to innovative manpower utilization. It merits attention of the educational institutions involved in the preparation of human services manpower since it identifies specific functional roles and tasks at various levels thus serving as a model for the identification of knowledge and skills needed. Its major drawback is its complexity.

D. Summary

These two procedures describe ways that agencies can create jobs for personnel or how they may assign tasks to existing or incoming personnel. In summary, obviously the job factoring approach is simpler and is the traditional means of task assignment in agencies. The developmental approach, whereas more complex, certainly holds more promise for meaningful use of staff at all levels while offering some guarantee of client accountability.

V. Improving and Extending Services Through Differential Staffing

A. Introduction

The implementation and utilization of a developmental approach to staffing allows an agency not only to expand existing services but to

extend these services to a larger clientele. This can be especially productive when coupled with the team concept of service delivery.

B. The Southern Regional Educational Board Developmental Model[12]

As previously described, the developmental approach is client centered and/or agency objective centered. It embraces the notion that the social services worker plays whatever role is necessary to meet the client's need at any given time. It lends itself to role levels but emphasizes worker mobility as opposed to the dead end nature of the job factoring approach. The Southern Regional Education Board is presently engaged in a project to develop a manpower utilization model hereafter referred to as the SREB model. This model identifies the client's domain of living, his status of functioning, and obstacles to functioning. Agency objectives are then developed from this. Worker roles are then developed to meet the needs of the client through translation of agency objectives into action. The worker roles identified by this model are: outreach worker, broker, advocate, evaluator, teacher, behavior changer, mobilizer, consultant, community planner, caregiver, data manager, and administrator. Any given worker may play one or more of these roles. Each of these roles is divided into four levels of complexity which generally correspond with the following four levels: new careerist, AA/AS, BSW, MSW. Specific tasks are then identified at each level.

It is important to understand that according to the conceptual framework of this model, any level worker (new careerist, AA/AS, BSW, MSW), may perform any of these roles in the context of his job. It is also important to understand that these roles do not represent specific jobs but rather roles which can be grouped or clustered into jobs. There are a variety of ways to do this (see Appendix i). One of the benefits derived from this model is the implication it holds for social work education, as you are able to extract a knowledge, skill, and attitudinal base from each one of these roles. According to the construct, these roles represent the range of activities that can and do occur in social welfare agencies.

C. The Team Concept

There was a time in our development in which it was ideally stated that all social work functions should be performed by MSW's. We have long recognized the fact that we could never produce enough MSW graduates to fill the positions in social welfare agencies. I think that it has been only recently that we have recognized that it very well may be *preferable not to do*. I am saying that there are meaningful roles and functions for helping persons at all levels and that what we have defined as professional social work has no unique hold in the human services area.

We are all familiar with the use of service teams and what generally comes to mind when a team approach is mentioned is the use of

interdisciplinary personnel, i.e., a social worker, a psychologist, a psychiatrist, a rehabilitation counselor, etc., bringing various disciplinary services to bear on a given client. This concept of the team approach, however, can extend much further than this. The use of social work service teams composed, for instance, of a new careerist or indigenous community workers, community college graduates, four year graduates of a social welfare program, and Master's level social workers, can expand quantity and improve the quality of service delivery.

Barker and Briggs outline the advantages of using non-MSW personnel thusly: (1) The use of non-MSW personnel frees the MSW from many work activities that really do not require his level of education. This allows the MSW to both extend himself in other areas and to produce at a quality level not previously feasible; (2) The use of a range of personnel naturally expands the range of services provided. This may be a formal or an informal process. What is important is that it extends the range of services both at the higher and lower levels; (3) The use of non-MSW personnel provides a new and fresh perspective on ways to better meet client need.[13] It would be easy to say that non-MSW's should be used in an agency to do the everyday kind of routine chores that MSW's should not be doing. This is really the concept of least competent-most competent that has been and continues to be the modus operandi in many agencies. It is crucial to recognize that unique competencies exist at all levels. It is only when the MSW and the non-MSW are utilized differently that the concept of differential manpower utilization and team service delivery is meaningful. It is neither necessary nor productive for MSW functions to overlay or be all inclusive of non-MSW functions. It is only when the unique competencies of each level are recognized and teams are structured so that every member can do his own thing that maximum productivity is achieved (see Appendix ii).

The following, taken from Barker and Briggs, is an example of how a team may be structured. Team members may include the following: (1) a team leader; (2) an MSW team member; (3) a team specialist; (4) an indigenous worker; (5) an associate; and (6) a team secretary.[14] The four levels previously discussed would all be represented here.

The following is a brief description of each team member: (1) Team Leader—This person is generally an MSW, though it is not necessary that he be such. His primary responsibility is to examine and set the service goals of his team. In order to do that, he must thoroughly consider the needs of the clientele served. He must then consider all the ways that service might be structured to meet those needs. He would, of course, be concerned with the stated objectives of the agency, how his service team fits into those objectives, priorities of service, alternative methods of achieving agency and team goals, and finally, the

methodology for differentially allocating tasks to his team members. It is crucial that the team leader be a generalist. That is, he must have broad knowledge about numerous methods, and be a pragmatist, in that he uses what works. His position is primarily a managerial one; (2) The MSW Team Member—This team member most closely approximates the traditional role of the MSW treatment person. His forte will probably be the therapeutic relationship. He may work fairly independently within the team while providing consultation to other team members. He may be particularly important in social diagnosis. This person often functions as an assistant to the team leader and a substitute for him in his absence. He may be particularly important in integrating the service goals of the entire team; (3) The Team Specialist—This person may or may not be a person with a great deal of formal education. He will have special knowledge about some specific area of service. The use and choice of the kind of service specialist usually depends on specific agency objectives or charges. For instance, on a school social work team there may be a need for a specialist in learning disabilities. His role would relate specifically to the provision of that service looking to the total service team for the validation of his activities with clients; (4) The Indigenous Worker—This is a valuable member to the team in that this person often has open communication with a specific client group. This person often performs as a communication link between a clientele and other members of the service team. As with the team leader, this person is a generalist performing many different functions. This person quite often has very little formal education. He is, however, a valuable member of the team in his unique capacity to establish rapport with a specific client group; (5) Social Work Associate—This person is generally a four year graduate. He, as other members of the team, is also a generalist, and is involved in all phases of a problem solving effort. He may be the person who coordinates the actual work done by all team members. He is primarily engaged in direct problem solving activities; (6) The Team Secretary—This person is quite often overlooked in one's concept of a service team. However, this person becomes a very valuable member of a service team in performing what is primarily a data management task. She also can perform very beneficial services to clients, since it is through the team secretary that clients often make contact with the agency.

D. The School Social Work Team

Utilizing the concepts of differential staffing and service teams I can envision something that approximates the following as comprising a school social work team.

1) The MSW—This person would be involved primarily in indirect services and should have skills in administration, community organization, and consultation. He would be responsible for evaluating the

needs of the children *and the community* served and for setting service objectives to meet those needs. He would assign and coordinate the work of the team. He would be responsible for explaining and publicizing the function of the program to educational administrators and the community. He would also serve in a consultative capacity for the development of policy and new programs in school social work. A second MSW might be added in a direct service capacity to work with seriously disturbed children and parents, and to provide consultation to other team members. This person should have skills in casework and groupwork.

2) The BSW—This person would be a generalist. He would be involved in all aspects of services. Individual referrals would be monitored by him to insure continuity of service and to prevent service gaps. He would coordinate the services of the entire team. He should have a knowledge of community resources and work with other agencies to coordinate services to children and families.

3) The AA—This person would act as something of an agent for children referred. The role of advocate would be important for this person to fill. This person would be the direct ongoing contact between the child and other team members. He would be responsible for interpreting the effects of treatment in the everyday behavior of child and family to other team members.

4) The Indigenous Worker—This person would be the community contact. His work would be primarily in an outreach capacity. He would be responsible for observing and evaluating community problems and informing other team members as to their impact on the school and children served by the program. In that sense he would become a community agent and be instrumental in evaluating the needs of children and families and in planning programs.

This description of a school social work team is by no means absolute and is only intended as an example of how a school social work program might move into a differentially staffed program.

Conceptual frameworks, theoretical constructs, methods, models, whatever you wish to call the "how to" process of differential staffing, should be viewed as ways in which human services workers are used in service delivery systems. They are not service delivery systems in and of themselves. Whether you are operating on a clinical model of service delivery, on a community based model of service delivery, on a change-agent model, or whatever model, a service delivery system can be staffed in many ways. A sound and viable model of service delivery does not guarantee meaningful differential staffing. It is important to make this distinction. What is even more significant is that the application of a developmental model for manpower utilization can reveal many things about the service delivery system, the most important of which is the comparison of agency coverage to client

need. If agencies could be guided by the primary commitment of determining and documenting client need and structuring agency objectives and programs to meet these needs then I believe many of the solutions eluded to in this presentation become obvious. I often wonder, however, if agencies clearly see this commitment.

We have discussed traditional staffing patterns in agencies. We have talked about how jobs are created in agencies and how tasks are assigned. We have talked about the extension and expansion of services through the use of a developmental model and through the use of a social work team. What does all of this mean to school social work? The most important thing that it offers is a viable alternative to present programming. But in order for all this to work, several things are necessary. First, we should realize and be committed to the idea that the provision of human services is not the exclusive domain of the MSW. Secondly, we should be committed to the idea that there are meaningful roles and functions for human services workers at all levels. And third, we should realize that the differential utilization of human services manpower offers all of us a way to provide more and better services to human beings.

Appendix i

One example of how the 12 SREB Roles might be clustered

A. **The Roles**

1. Outreach Worker
2. Broker
3. Advocate
4. Evaluator
5. Teacher
6. Behavior Changer
7. Mobilizer
8. Consultant
9. Community Planner
10. Care Giver
11. Data Manager
12. Administrator

B. **The Clusters**—Based on primary activity or centers of gravity

People Roles (Direct Service)

1. Outreach Worker
2. Broker
*3. Advocate
*4. Evaluator
*5. Teacher
6. Behavior Changer
7. Care Giver
*8. Community Planner

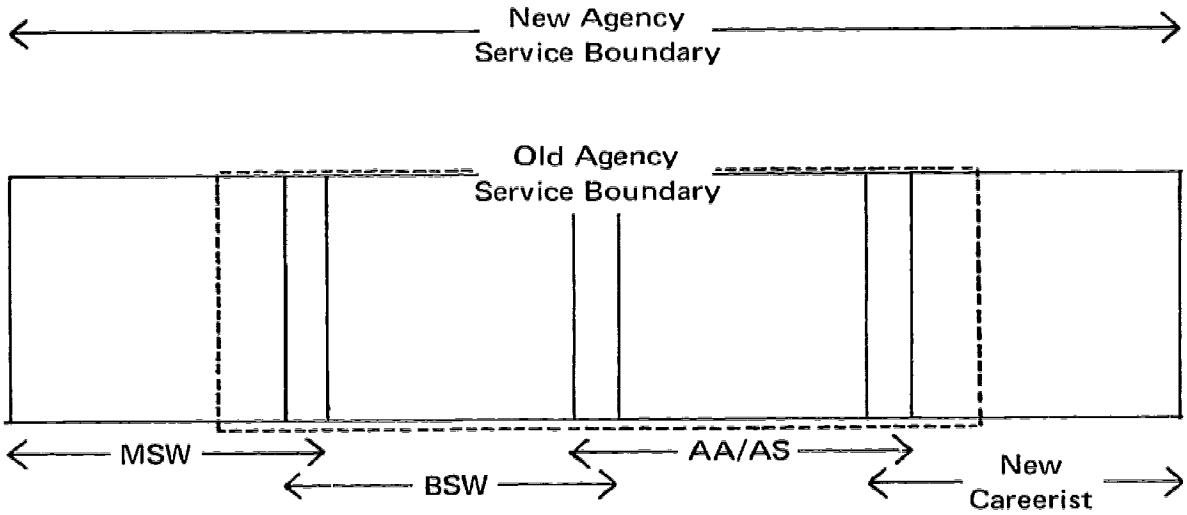
System Roles (Indirect Service)

*1. Advocate
*2. Evaluator
*3. Teacher
4. Mobilizer
5. Consultant
*6. Community Planner
7. Data Manager
8. Administrator

*Overlap Roles

Appendix ii

A DIAGRAMMATIC ILLUSTRATION OF MINIMAL OVERLAP IN FUNCTION



This implies unique competencies at all levels and only enough overlap for coordination. It is most significant in that it extends agency services.

NOTES

[1]Arthur Blum, "Differential Use of Manpower in Public Welfare," *Social Work,* Vol II, No. 1 (January 1966).

[2]Robert L. Barker and Thomas L. Briggs, *Differential Use of Social Work Manpower,* New York: National Association of Social Workers, 1968.

[3]*Closing the Gap in Social Work Manpower,* Washington, D.C.: U.S. Department of Health, Education and Welfare, 1965.

[4]Arthur M. Ross, "Target Populations for Recruitment to Careers in Social Work," *Careers in Social Work 1967 Annual Review,* New York: National Commission for Social Work Careers, 1967.

[5]Barker and Briggs, *op. cit.* p. 22.

[6]William Schwartz, ED.D., "The Use of Groups and the School Social Work Function," *Papers from the National Workshop on Social Work in Schools,* Philadelphia, 1969.

[7]Lela B. Costin, "An Analysis of the Tasks in School Social Work," *Social Service Review,* Vol 43, No. 3 (September, 1969).

[8]Simon Wittes, "Conflict Resolution in Secondary Schools," *Papers from the National Workshop on Social Work in Schools,* Philadelphia, 1969.

[9]Alfred J. Kahn, "Schools: Social Change and Social Welfare," *Papers from the National Workshop on Social Work in Schools,* Philadelphia, 1969.

[10]*New York Times,* January 29, 1971.

[11]The descriptions of job factoring and the developmental approach were taken from two sources: Sidney A. Fine, *Guidelines for the Design of New Careers,* Kalamazoo, Michigan: The W.E. Upjohn Institute for Employment Research, 1967; and Robert J. Teare, Ph.D. and Harold L. McPheeters, M.D., *Manpower Utilization in Social Welfare,* Atlanta: Southern Regional Education Board, 1970.

[12]Teare and McPheeters, *op. cit.*

[13]Barker and Briggs, *op. cit.*

[14]*Ibid.*

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Models Of School Social Work Practice: Bases For Service Delivery

John J. Alderson

Preparing and delivering a paper on practice models in school social work is a formidable task. It is even more formidable when one observes the contemporary scene. Current practices in school social work are subject to heavy criticism from practically every speaker who mounts the podium. Some of this criticism is clearly justified. It is the author's impression, however, that when this criticism denigrates the contributions that individual school social workers have made and are making, the criticisms then fall short of their purpose.

Without question, shortcomings exist in current practices and efforts at service delivery in school social work. Kraft has asserted, "It is not possible to cite a single innovation introduced by school social workers (since the origin of this specialty in 1906) which has modified the institutional practices of American education in any significant way."[1] It is evident that there is a tremendous unevenness in coverage of the national, state, and local levels. Using Florida as an example, there are 15 of 67 counties which do not have school social work services. In counties with such services, one notes wide disparities in educational

John J. Alderson, M.S.W., is an associate professor at the Florida State University School of Social Welfare.

levels of personnel, ratio of school social work services to population, and role definition of those performing these services.[2] There continues to be question and concern about the best of appropriate mix of education and training to fulfill the role of the school social worker. How much social work education? How much formal education in teacher training?

Another area of ongoing concern is that of the role of the school social worker. Is the school social worker primarily a highly skilled clinician within the school? Is he primarily an attendance counselor? Is he a "teacher of the teachers" and other educators around mental health concepts and methods of working with pupils? Is he an institutional change agent? Is he the community expert with primarily a community organization focus? Is he an ombudsman?

This introductory material is intended to demonstrate the difficulty, or even temerity of attempting to discuss systematically a concept of practice models. The current scene in school social work is such that the supporting foundations in both theory and practice are unsteady.

Nevertheless, examination of this aspect of school social work practice is, in the author's view, necessary at this time. The current restlessness and dissatisfaction on the part of the profession, consumers, public schools, and the educational training institutions requires that an effort be made to bring together current thinking and practices, chart emerging developments, and begin to develop perspectives on next steps in school social work.

Models—Definition and Usefulness

Of what usefulness is a theoretical model? It is important to deal with this question, as it is not uncommon to encounter among practitioners on the firing line a certain apathy or antipathy towards theoretical models and a reluctance to change earlier theoretical formulations. A wise teacher of practice in social work once emphasized that to learn to practice in social work one has to get the theory into one's performance muscles. The task, as related to models and new theory in general, involves "stepping back," at least for a time, from possibly routine and rather smooth performance operations to again viewing theory and sorting out relevant aspects for service delivery.

Kogan has described a theoretical model as "A scheme or map for 'making sense' out of the portion of the real world which he is seeking to account for, explain, or practice."[3] Chin speaks of models as, "mind holds" which are of practical significance to the practitioner in diagnosis and planful activity, adding that "nothing is so practical as a good theory."[4] Lathrope holds that practitioner models, which contain elements of prescriptive, expository, and research models, contain protocols of observation and action by which the practitioner governs his practice.[5]

A number of significant articles devoted to the subject of social work practice models have appeared. The papers have served to bring an ordering of and encompassing of the major currents, thoughts and concepts that appear in the literature and in practice.[6]

Kelley identified several models of school social work practice as follows: (1) A generalist model; (2) The direct service model; (3) The team leader model; (4) Consultation model; and (5) Community organization model.[7]

In selecting a model for practice, Kelley recommended that the worker meaningfully involve others in school and community and then make "a professional estimate of what is around him and within him that will help determine how he should function."[8]

Scope of This Paper

Several practice models in school social work will be identified and described in this paper. Although viewed as a beginning, an effort will be made to be comprehensive. The data for this examination will largely be based on what has appeared in the literature.

Two areas are arbitrarily ruled "off limits" for the purpose of this paper—differentiated staffing and the team or interdisciplinary approach. Ruling these out is not viewed as minimizing their importance. It is a basic premise that the models described in this paper contain relevant considerations for service delivery that are compatible with the differential staffing approaches and the interdisciplinary team concepts.

In this paper four school social work practice models will be presented for purposes of description and analysis. As is true of all theoretical models, no one model may actually apply in all respects in an actual practice situation. It seems possible that some features of all models could possibly be drawn on and combined in particular situations. The models are delineated and defined according to major theoretical conceptions which seem to identify the particular model. It is the author's hope and purpose that one or more of the models or some of the central ideas will provide impetus for further discussion and formulation of practice in school social work.

Models in School Social Work Practice—An Overview

A number of identifiable practice models appear to be emerging in school social work. Some of these approaches place emphasis on certain objectives, concepts, activities, or skills which have always been a part of the school social worker's "bag" of strategies, tactics or skills. However, the models draw these concepts and/or tactics together in an identifiable pattern to reach particular objectives.

For the purpose of this presentation, four models are identified. They are as follows: (1) the traditional-clinical model; (2) the

school-change model; (3) the community-school model; and (4) the social interaction model. As the various models are described, the reader is encouraged to refer to Table I, "Models of School Social Work Practice" for additional clarification, and as a type of map for the journey to follow.

Traditional-Clinical Model

The traditional-clinical model is in all likelihood the best known and most widely applied model of school social work practice.[9] The focus is largely aimed towards individual pupils identified as having social emotional difficulties which block attainment of their potential in school.

The perception of the major sources of difficulty is largely derived from psychoanalytic theory, ego psychology, and casework theory and methodology. This view posited an emotional or psychic difficulty within the child stemming primarily from difficulties in parent-child and familial relationships. The school is largely viewed as benign and not dysfunctional in relation to the child's difficulty.

Worker strategies, tactics and techniques for this model primarily evolve around the casework method. The activities of the worker, in the traditional sense, may be summarized as follows:

(1) Casework services to the child having difficulty in school.

(2) Interprofessional relationships with teacher and other school personnel.

(3) Casework service to parents.

(4) Work with community social agencies.

(5) Interpretation of the program to the community.[10]

The major worker roles of this model are those associated with social casework primarily enabling and supportive roles with the pupil-client and parents, and collaborative and consultative activities within the school directed toward assisting the individual pupil. Some of the early writings along the traditional-clinical mode foreshadowed the more recent conceptualizations. For example, there was note of the unique personality of individual schools which, although not couched in systems terminology, is similar to the view of the school as a social system which is a major component of the school-change model.[11]

Critique of Traditional-Clinical Model

The traditional-clinical model, despite the barrage of criticism directed towards it, has had surprising durability. In all likelihood this model remains the predominant mode of school social work practice in the United States today. This, in the view of the author, is due to several factors. The benign view of the school is quite acceptable to school personnel. Generally, this model as traditionally practiced holds school conditions as given; the individual pupils need to adapt and

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PRACTICE MODELS

	Traditional-Clinical	School-Change Model
Focus	Pupils identified as having social-emotional difficulties	The milieu of the school (esp. school norms and conditions
Goals	Enabling the pupil identified as having a school related social-emotional difficulty to function more effectively	Alteration of dysfunctional school norms and conditions
Target-System	Pupil-clients and their parents	Entire school
View of Sources of Difficulty	Emotional or psychic difficulty within child stemming primarily from family, esp. parent-child problems	Dysfunctional School norms ar conditions
Worker Tasks & Activities	Casework—primarily with pupils and parents; Some work with groups and with family as a group; Liaison functions	Identify school norms and conditions which are dysfunctional Direct work with pupils, esp. group work; Consultation with teachers, administrators, individually and in groups
Major Worker Roles	Enabling-supportive Collaboration and consultation	Advocacy, Negotiation, Consultation, Mediation
Conceptual Base	Psychoanalytic, Ego-psychology Casework Theory & Methodology	Social Science theory; esp. theories of deviance
Major Theoreticians	F. Poole; Sikkema; Nebo; Wille; Smalley	Vinter; Sarri; Schafer; Wittes

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N SCHOOL SOCIAL WORK

Community-School Model	Social Interaction Model
Community deprivation, disadvantage, misunderstanding of school; mistrust of school	Reciprocal interaction (i.e. mutuality and interdependence between individuals and society) Social problems
Develop community understanding and support; Develop school programs to assist pupils who are victims of poverty; Alleviate deprived conditions.	Foster development of mutual aid system; Remove barriers to reciprocal interaction
Community and School	Interactional field between target and other systems
Poverty and other social conditions; School personnel lack full understanding of cultural differences, disadvantage, and effects of poverty	Inability to achieve symbiosis; i.e. difficulty of pupil-clients and the various systems within which social functioning occurs to fully communicate and mutually assist
Involves self in activities of community; Enables community to ask questions, raise issues, and restructure community; Assists community in understanding school and vice-versa; Encourages community involvement in school programs	Identify and highlight commonalities; Establish mutual goals; Improve and assist communication; Establish mutual aid system; Direct work with individuals, groups, community
Mediating, Advocacy, Outreach	Mediating, Consultation, Enabling
Community-school concept	Systems Theory, Social Science Theory
Deshler; Hourihan; Walton, Reeves and Shannon	Schwartz; Shulman; Gitterman; Spitzer and Welsh

adjust to the normative conditions within the school. The model has been utilized to a large extent in relationship to attendance functions of the school social worker. In many states these functions continue to be a large component of the job of the school social worker, and much of the activity related to attendance still occurs around the home visiting, interviews with pupils and parents related to school difficulties. Additionally, this model has proven durable in schools located in middle class neighborhoods, especially when profound community disruption and changes are not occuring. In these areas, many of the parents are geared to the office interview and the 50 minute hour, and goals and objectives for their pupils as related to school are largely compatible with those of the school itself. Thus, both the school and community, the parents and the pupils are largely geared towards acceptance of the normative conditions associated with the model.

Recently, expansions of the clinical-normative model have appeared, and there is growing emphasis on direct services to individuals, families, and groups. Additionally, there is greater emphasis on consultative aspects. An expanded role of the worker can make this model more viable to current conditions. In a recent pupil personnel demonstration project which included innovative practices, including a strong advocacy role for disadvantaged families, an integral part of the role of the school social worker was that of an expert in psycho-social evaluation.[12]

The traditional-clinical model is besieged, and struggling, but it is far from ready to be counted out of the current scene. The model now has few persons ready to defend it, at least in print. It has many who are willing to attack it as an outmoded model for practice demands of the seventies.[13]

School-Change Model

The school change model could also be termed an institutional change model. The major focus of this model is dysfunctional conditions of the school, especially as related to school norms and conditions. The goals of this model are those of alteration of dysfunctional school norms and conditions, i.e., those conditions which seem to pose barriers for enhancing the social and educational functioning of pupils, and/or actually serve to exacerbate, or even create difficulties for pupils.

The client system in this model is thus viewed as the school in its entirety. All persons within the school, pupils, teachers, administrative personnel, custodians, are potential targets for intervention.

The sociological concept of deviancy plays a part in the development of the model. Pupils identified as deviant, may become "locked-in," imprisoned in their role, and have difficulty moving towards a more productive type of role functioning within the school. Shafer has noted

that a pupil's school career may be ruined by conversations in the teacher's lounge which stamp the pupil as a trouble-maker, a label which may follow him throughout his school career.[14]

Another important conceptualization is that developed by Bower. He speaks of institutional goals becoming displaced, somewhat similar in nature to the phenomenon depicted in the film "Bridge Over the River Kwai," a classic instance of goal displacement. Running through this model is the suspicion, and evidence is available, that certain school norms or institutional policies get in the way of pupil accomplishment and optimal functioning. Bower maintains that all too frequently management of pupil behavior, not the education of students, becomes the primary goal of the school.[15]

Vinter and Sarri stated a basic premise of this model, in proposing that pupil malperformance patterns be viewed as "resultants of the interactions of both pupil characteristics and school conditions."[16] Based on this conceptualization, school social workers are called on to:

1. Address themselves more fully to the conditions of the school and not limit their efforts to contacts with pupils.
2. Assist teachers and administrators in identifying those school practices and arrangements that inadvertently curtail learning and adjustment.
3. Find ways of serving specific individuals while simultaneously dealing with the sources of pupil difficulties within the school.[17]

Direct work with pupils, especially group work has been associated with this approach, along with roles of consultation, mediation and negotiation with teachers, administrators, families, and agencies.[18] Another major role is that of advocacy.

Wittes, in a recent paper, viewed the major task of school social workers as that of changing an often unyielding educational system. He indicated that the following activities were legitimate roles of the school social worker:

1. Help students articulate and diagnose the problems which they see as crucial and critical in their school.
2. Serve in the role of ombudsman, either as an individual or through setting up a group conceived of as an internal trouble-shooter; the task would be to create and surface, inquire and negotiate around the misuse and disrespect of human resources. Students would utilize this as a type of mechanism for grievance procedures.
3. Setting up informal groupings of teachers, students, and administrators to enable each to voice concerns and settle conflicts.
4. Forming change-agent, and/or problem-solving teams made up of students, teachers and administrators who would be assigned the task of looking at the school as a system assessing its difficulties, and engaging in change activity.[19]

A premise of the Wittes formulation is that the social worker is a change agent in relation to the school itself, uses himself directly as an agent of change, and serves as a catalyst for developing mechanisms for change.

Critique of the Model

The model has rendered a genuine service in focusing on conditions of the school which may be dysfunctional for pupils. It has served to lift the sights of school social workers from a psychopathological view of school performance difficulties of pupils. Through bringing social science concepts to bear on the life system within the school, a different mode of worker interventive activities is called for as contrasted with the traditional-clinical model.

The model, which carries with it a strong advocacy or ombudsman component, coupled with a stance of viewing the school itself as the target system, imposes a greater burden of risk-taking on the part of the worker. Knowledge of organizational behavior and skills in effective negotiation are essential to effective practice within this model.

A deficiency of the model as depicted in the literature is that it seems to focus almost exclusively on the school itself as the major factor in producing difficulties within the pupil. In this sense, it appears to draw a boundary line around the school, and ignore other major systems impinging on the pupil, especially community and familial factors.

Community School Model

The community-school model holds promise of becoming a practice approach of greater future import.

The increasing interest in this approach to practice appears to be related to increased disturbances in school-community relations, fuller recognition and attention to the problems of inner city schools, and the on-going concern about juvenile delinquency, dropouts, unemployed youth, and disadvantaged groups. Reflective of this fact is that more school systems are adopting a community school concept.[20]

Few articles have appeared specifically related to community aspects in the role of the school social worker. Nebo urged that school social workers become involved in community organization, stating that social workers have been guilty of "talking among themselves," adding, "no school social worker can function successfully without using the method of community organization."[21]

The community-school model is largely focused on deprived or disadvantaged communities which generally have been "out of step" with the goals and norms of the school, less understanding and more mistrustful of the school.

The major goals of the community school model are those of developing community understanding and support of the school;

development of school programs to assist pupils who are victims of poverty, and to alleviate conditions of deprivation which effect the child's learning and social functioning capacities within the school.

The target system within this model is that of the community area surrounding the school, interacting with the school, and sending pupils to the particular school. The community, within this model has at least an equal primacy with the school itself as a target for intervention.

Sources of difficulty include poverty, disadvantage, deprivation and other social conditions which impact on pupils and personnel in schools. School personnel may lack full understanding of cultural differences and effects of poverty, and need particularized knowledge and skills in order to most effectively work with pupils and parents.

Recent articles place emphasis on the school social worker's role in intervention in conditions of school-community unrest. Wartham, Reaves, and Shannon describe a crisis team approach to school and community conflict. They state, "The crisis team was not restricted in its movement within the school or community," adding that, "at various times the crisis team played the roles of mediator, enabler, advocate, organizer, and developer on behalf of the pupils, teachers, and school administrators.[23] In this approach, the social worker serves as part of an interdisciplinary crisis team which was dispatched when a service breakdown of school community relationships occurred.

Critique of the Community-School Model

A critical analysis of this model would focus on several points. One is a question of the readiness of social workers in schools to function along the lines of orientation called for in the model. This relates both to the requisite skills, and the attitudinal set of workers towards functioning in this manner. It is evident that many of those currently practicing in schools need additional training and skills to carry out these activities. Additionally, there are indications that some schools may not be ready to have the social worker work so fully in relationship to the community.

Questions about the identification and loyalties of the worker can arise. In this respect, it should be noted that active advocacy in relation to the community, and the notion of assisting the community to raise questions about the school, may place the worker in a difficult change agent position as related to his employing agency.

Street cites risks involved in pressuring educators until collaboration becomes impossible. He called on community organizers to develop "expertise in guiding a local group to make a useful criticism of the school, not a diffuse and wholly self-initiated one."[24]

It is the author's contention that for full effectiveness in this role, the worker must maintain a dual identification in relation to community and school, and become highly skilled in the performance of mediating and advocacy roles. Schools of social work are now educating

their graduates to more fully work in relationship to the community. An increased tempo of on-going staff development activities is important towards the goal of enabling existing school social work personnel to develop knowledge and skills requisite to the community-school model.

Social Interaction Model

Social interaction "denotes reciprocal influencing of the acts of persons and groups, usually mediated through a communication. This definition includes the interaction of a person with himself."[25] The model is deliberately set in this broad framework due to key features of the approach including (1) attention to the interactional field, (2) a de-emphasis on particular methodology, and (3) an emphasis on tasks in social interaction which places emphasis on a social problem and on behaviors and actions of all participants in social process.

This model of practice is derived in large part from the work of Schwartz. His model for social work practice, which he termed the mediating model, emphasized the relationship between the individual and his nurturing groups. He used the term "symbiotic" to describe this relationship, positing that each needed the other for growth.[26] Although Schwartz originally developed his model in relation to work with groups, the generic nature and applicability of the model for all social work practice is evident.

Schwartz raises the following questions, "Who is my client? Whom do I represent? To whom do I belong? Is it the system, in this case the school, or is it the client, in this case, the child and the family? Is it the system that hires me (and aids me by the way), or the member who is having trouble?"[27] Schwartz goes on to indicate the difficulties that occur when the social worker fixes his sights either too strongly on the pupil, thus attempting to manipulate the system to meet the pupil's needs, or that of fixing his sights on the system, without sufficient regard to the individual functioning within the system. He answers this dilemma by stating, "the social worker has responsibility for both the individual and the social; for both the child and the school. It then becomes unnecessary; in fact, dysfunctional, for him to try and make choices and declare allegiances for one or the other. His job, as I said, is not to range himself one against the other, but to help them recognize their common ground and work it out together."[28]

Schwartz identifies five major tasks of the worker in the mediating model:

(1) Searching out the common ground.
(2) Detecting and challenging obstacles.
(3) Contributing data—ideas, facts and concepts not available to the client.
(4) Lending a vision. In this activity the worker shows himself as

one who is invested in people, their interactions with other important societal systems and institutions.

(5) Finding the requirements and limits of the situation. The walls and boundaries establish the context for a working contract.[29]

A problem focused model of practice has been depicted by Spitzer and Welsh, who have demonstrated an application of the approach in the school setting. The approach delineates a five step process which ranges from defining the problem, through intervention and evaluation of results. The problem focused stances "require of the social worker the ability to be creative, innovative, purposeful, and fully identified with the basic value system of the social work profession and its emphasis on the inherent worth of every individual. The worker has to have knowledge of the various client systems with which he will be interacting. He needs the skills that will allow him to become effectively involved in relationships with individual persons and families, with small groups and neighborhood groups, and within large and small systems and institutions."[30]

The relationship of these approaches to the social interaction model exists due to their generic nature, the de-emphasis on a particular method, and the mandate for worker involvement and intervention with systems interacting with the target-system.

Critique of the Model

There are a number of strengths in this model as applied to the school setting. The model is focused broadly enough for the worker to engage himself fully with major systems interacting with the target system. In some ways, this model appears to be an elaboration of the earlier discussions of the importance of the school social worker serving as a linkage agent between school, the family, the community, the teacher, and the child. This concept, placed in the context of the mediating model, defines the worker's role as that of linking or mediating between these various systems.

The model places less emphasis on advocacy than some of the other models. The worker, in viewing various functioning systems as clients strongly makes efforts to enhance the functioning of these systems, seaches out commonalities, assists in removing obstacles, and opens up and facilitates mutually assisting communications and transactions.

The emphasis on mediation is generally viewed as a strength. Operationally it could become a weakness in that the worker may be prone to mediate to the "enth" degree, and may be reluctant to take advocacy measures when power structures are resistant to change in relation to those who are powerless. While recognizing this possible deficiency, the model appears to have great potential strength and to avoid some of the pitfalls of the other models. With its broad stance, it would appear to be a model that would lend itself to differential

staffing, as staff of various competencies and interests could function in a number of ways, using various methods in combination in working with interacting systems—pupils, the families, neighborhoods, institutions in the community, and personnel within the school.

Indirect Services — . . Comment

An indirect services approach is being used more frequently by school social workers. Typically, indirect services are defined as those of consultation, supervision, and administration. The author is reluctant to term the indirect services approach as a model as it appears to be a set of methods which could be used in any of the four models described. Consultation can be used as part of the traditional-clinical approach, school-change approach, community-school approach, or social interaction model. The goals, purpose, and guiding conceptualizations for the use of indirect services would enable it to be a significant aspect of any of the models described.

Toward a Unified Model of Practice

School social work, as is true of the entire social work profession, is in a time of searching. The search is for "newer modes of analysis, a new synthesis, and new concepts"[31] to guide practitioners in the delivery of significant helping services to clients. A unified model of practice remains illusory at this time.

The purpose of examining models in this paper was that of gathering together current thinking and practice, charting emerging developments, and to develop perspectives on next steps.

Each of the models described has strengths, and limitations, some of which were noted in a brief critique of each model. It is the author's belief that the social interaction model has great potential. It can be applied effectively by an individual practitioner in one or several schools, or may be utilized as a basis for services provided by a large staff, including differentiated levels of personnel. It has sufficient scope in its guiding conceptualizations to provide a means of linking or orchestrating the various competencies, levels, and specialized functioning of social work staff.

Ultimately, of course, school social workers in the practice arena must sort through and assess the utility of the available knowledge, assess their own and their school and community's particular resources and problems, and choose, in concert with others, to work towards assisting clients towards enhanced social functioning.

NOTES

[1]Ivor, Kraft, "Towards a New Conception of Social Work in American Society," School of Applied Social Sciences, Casewestern Reserve University, January, 1968. (unpublished), pp. 26-27.

[2]Statement based on data supplied by Mrs. Anabel Brantley, Consultant, School Social Work, State of Florida Department of Education, for school year 1970-1971.

[3]Kogan, Leonard S., "Principles of Measurement" in Norman A. Polansky, ed. *Social Work Research*, Chicago: University of Chicago Press, 1960, p. 90.

[4]Chin, Robert, "The Utility of Systems Models and Developmental Models for Practitioners," Warren G. Benris, *et al*, ed., *The Planning of Change* (New York: Holt, Reinhart, and Winston, Inc. second edition, 1969). Page 298.

[5]Lathrope, Donald, "The General Systems Approach in Social Work Practice," in Gordon Hearn, ed. *The General Systems Approach; Contributions Toward An Helistice Conception of Social Work*. (New York: Council on Social Work Education, 1969) P. 49.

[6]For recent examples, see: Rothman, Jack, "Three Models of Community Organization Practice," From National Conference on Social Welfare, *Social Work Practice*, 1968. (New York: Columbia University Press, 1968);

Papell, Katherine P., and Rothman, Beulah, "Social Group Work Models: Possession and Heritage," *Social Work Education*, Spring, 1966;

Lutz, Werner A., "Emerging Models of Social Casework Practice," the University of Connecticut, School of Social Work, (unpublished) p. 32;

Stein, Joan W. MSW, *The Family As a Unit of Study and Treatment*, Seattle, Washington: Regional Rehabilitative Institute, University of Washington, School of Social Work.

[7]Kelley, Jerry L., "Factors Which Affect a Model for School Social Work Practice," in *The Supportive Role of School Social Work Services in Helping the Seriously Disturbed Child*, (Des Moines, Iowa, State of Iowa, 1967) pp. 26-35.

[8]*Ibid.*, P. 32.

[9]For example see: Grace Lee, *Helping the Troubled School Child: Selected Readings in School Social Work*. (New York: National Association of School Workers, 1959), 1935-1955.

Social Work in Schools, Selected Papers, (New York: National Association of Social Workers, 1960).

John C. Nebo, ed., *Administration of School Social Workers*, Proceedings of the Workshop Held at Lake Forest Academy, Lake Forest, Ill., July 13-17, 1958. (New York: National Association of Social Workers, 1960). Also for discussion of literature of the forties and fifties, see: Lela Costin, "A Historical Review of School Social Work," *Social Casework*, 50,8, Oct. 1969, p, 440.

[10]Alderson, John J., "The Specific Content of School Social Work," in Grace Lee, ed. *Helping the Troubled School Child*. (New York: National Association of Social Workers, 1959), p. 40.

[11]*Ibid.*, Alderson, p. 39.

[12]Center's Social Worker Uses Psychosocial Evaluation as Communication Instrument," in *Pupil Personnel Services Demonstration Center*, Conyers, Georgia, Rockdale County Public Schools, Number 10, Feb. 1969, p. 3.

[13]For example see:

Lela Costin, "What Directions for School Social Work," in *Social Work in Schools: Patterns and Perspectives*, ed. John J. Alderson (Northbrook, Ill. Whitehall, 1969) pp. 149-50.

Warner, Bloomberg, Jr., "The Missing Dimensions of the School Social Worker's Role: Advocate and Reformer," in *Patterns for Innovative Practice: Proceedings of the School Social Work Conference, 1967*, pp. 69-85. Conference sponsored by the Illinois School Social Workers in Cooperation with the Office of the Superintendent of Public Instruction.

[14]Walter E. Shafer, "Deviance in Public School: An Interactional View," in *Behavioral Science for Social Workers*, Edwin J. Thomas, ed. (New York: Free Press of Glencoe, 1967) pp. 51-59.

[15]Ely M. Bower, "Building Bridges Over the River Kwai: Goal Displacement and Constriction in Human Institutions," *Psychology in Schools*, 5, 1968, pp. 310-316.

[16]Robert Vinter and Rosemary C. Sarri, "Malperformance in Public School: A Group Work Approach," *Social Work*, 10, 4, (January, 1965) p. 4.

[17]*Ibid.*, pp. 12-13.

[18]*Op. cit.*, Vinter and Sarri, pp. 11-12.

[19]Simon Wittes, "Conflict Resolution in Secondary Schools," Paper presented at National Institute on Social Work in School," Sponsored by the National Association of Social Workers, June, 1969. pp. 20-26.

[20]Jerry L. Kelley pointed this out in "Factors Which Affect a Model for School Social Work Practice," *op. cit.*, p. 31, in noting that the New Haven, Connecticut Public School had adopted on August 27, 1962, a community school policy, in which the school was defined as an educational center for both children and adults, a neighborhood community center for citizens of all ages, a community services center, and as a center for neighborhood or community life in which the school assists citizens in the study and solution of significant neighborhood problems.

[21]John C. Nebo, "The School Social Worker as Community Organizer," *Social Work*, Vol. 8, January, 1963, p. 105.

[22]For examples see: Joseph P. Hourihan, "The Expanded Role of the School Social Worker," in John J. Alderson, ed., *Social Work in the Schools: Patterns and Perspectives* (Northbrook, Ill.: Whitehall Publishers, 1969), p. 134.

[23]Maxine Waltham, Gloria D. Reaves and Robert F. Shannon, "Crisis Team Intervention in School Community Unrest," *Social Casework*, 52:12 (January, 1971).

[24]David Street, "Educators and Social Workers: Sibling Rivalry in The Inner City," *Social Service Review*, 41:58 (June, 1967), p. 163.

[25]Julius Gould and William L. Kolb, eds., *A Dictionary of the Social Sciences*, (New York: The Free Press, 1964), p. 657.

[26]William Schwartz first published description of the model was in his paper, "The Social Worker in the Group," *Social Welfare Forum* (1961). Official Proceedings, 88th Annual Forum, National Conference on Social Welfare. (New York: Columbia University Press, 1961).

[27]William Schwartz, "The Use of Groups and School Social Work Function," Paper delivered and taped at the Fourth Annual Conference of the New York State School Social Workers Association, May 10, 1969, Saratoga Springs, New York, unpublished, p. 2.

[28]*Ibid.*, pp. 4-5.

[29]Schwartz, "Worker in Group," p. 157.

[30]Kurt Spitzer and Betty Welsh, "The Problem Focused Model of Practice," *Social Casework*, 50:324-25, June, 1969.

[31]Lathrope, *op. cit.*, p. 61.

The Professional And The Paraprofessional: Manpower And Educational Implications

Michael J. Austin

The dawning of the Age of Aquarius brings with it in the 1970's a renewed attack upon credentialism in our society and technologically inspired interest in channeling manpower into the human services. The attack upon credentialism varies in intensity for different professions or occupations. While new entry levels are being sought for medical education, few question the expertise presumed to accompany the medical degree. However, in the area of the human services where expertise is most clearly defined and socially sanctioned, the attack upon credentials is most intense. The dilemma results from proliferation of credentials designed to remedy the social and physical ailments of the human condition. Many credentials, usually academically granted, have developed recently and suffered from being so far removed from reality that their validity is in doubt.

The attack on credentialism occurs at a time when the society at large is becoming increasingly technically stratified. More and more skill is required for even the simplest jobs. Building maintenance men become stationary engineers. Garbage men become sanitation workers. Former secretaries become executive assistants. In the human services, however, we find an opposite trend where it is believed that anyone can

Michael J. Austin, Ph.D., is Director of the Social Work Education Project and an Assistant Professor at the Florida State University School of Social Welfare.

do the job that traditionally was reserved for professionals at the graduate level. Health aides are making home visits traditionally the domain of public nurses. Case aides follow up on released hospital patients traditionally the domain of the social worker. Information and referral specialists with no formal training operate in the domain traditionally reserved for community organizers and planners.

What do these developments imply? Are the skills that professionals thought to be necessary really exaggerated? Can there be a division of labor in which a good deal of what professionals have been doing can be done by untrained paraprofessionals? Or is this an illustration of the phenomenon in which political considerations take precedence over professionals domain? The attack upon credentialism in the human service field is based on the fact that many tasks have been performed by untrained persons and volunteers who have responded to human crises. While more and more trained personnel are entering the field of human services, there is hardly anyone, whether professional or lay, who does not think he knows how to deal with social and human problems. The status of the professional has been further called into question regarding the capability of persons with middle-class credentials to understand and serve the needs of lower-class people. The social work profession has been forced to confront the issues of credentialism and social class bias as they watched, and in some cases participated, in the transformation of their clients into colleagues (i.e. paraprofessionals).

The human service sectors of health, education and welfare have recently expanded to include new faces, old allies, and in some cases former consumers, the working and the non-working poor. The largest number of new faces is found in the work force of paraprofessionals. The paraprofessionals are those persons who tend to live in the areas of our cities needing the greatest improvement in human services, whether in the hospitals, schools or social agencies. Some of the paraprofessionals have high school diplomas, some do not. Many are members of the Black Community, some are not. However, all of them have had personal experiences with poverty and the majority have come to recognize their extensive knowledge of their neighborhood or community.[1] Reawakened minority groups have contributed to this recognition, with Black Power and Black Pride serving as the rhetoric of this change.

The period of the 1960's also represented a time of creeping credentialism in all facets of organizational life. The World War II baby boom had hit the campuses. More college trained people and professionally trained people were entering the labor market than ever before. College credentials became the *sine qua non* in the human service sector of the economy. In many instances, paraprofessionals gained their jobs politically in spite of their lack of academic credentials

but soon began to feel the pull of cooperation from organizations and professionals.[2] These developments coincided with the successes of the civil rights movement which contributed to both the rising social conscience and a reverse psychology around academic qualifications in a period of intense credentialism.[3]

Increased technological demands contributed to the upward spiral of graduate degree demand at the same time that the nation became aware of the vast numbers of disenfranchised persons, both black and white, and the tide of rising expectations.

As a result of these developments usually the most committed, ocassionally the indifferent, and in some cases the naive in the social work profession found themselves on the firing line supervising, training, and consulting with the new paraprofessionals. They soon emerged as new specialists without roots.[4] It was soon discovered that the supervising of paraprofessionals was quite different from supervising other trained social workers. Issues of class, race, income levels and life style entered the picture. The closest parallel in the history of the social work profession was the supervising of volunteers, more recently seen as a rather unprofessional activity.

There was pressure for a new division of labor to emerge in the human services. Traditionally the administrative staff in organizations determined how work tasks were to be subdivided into functional specializations. This mode of operation was radically changed as both professionals and paraprofessionals began to define *by their actions* new roles and tasks in the division of labor. Old services were under attack as insufficiently responsive to human needs while new services were developing overnight.

A. The Psychic Stretch

The paraprofessionals and professionals were both caught in and contributors to the service turmoil of the 1960's.[5] Each was to have its own unique reaction. The paraprofessionals soon found themselves experiencing a type of "psychic stretch." They were recruited and hurriedly trained, if at all, and told to help both the agencies and their clients unscramble the web of human needs and misery. They were selected on the basis of their low-income, if they had any at all, the color of their skin, their political connections, and their presumed knowledge of the low-income community and the related agencies serving the community. Returning to their neighborhoods as salaried members of the establishment produced immense personal strain. While they now were in a role to help their neighbors, they also became suspect. The emotional strength and the specific skills to handle unusually complicated human conditions were both in short supply.

They were pulled by the demands of the agency and the demands of the community. They were not professionally trained and soon began

to suffer under the degrading title of nonprofessional. As project monies began to disappear, they found that they were truly the last hired and the first fired. Of all these tensions, job security and advancement became the flag to rally around. While they were hired as their brother's keeper,[6] they soon found that the realities of organizational life required them to also look out for themselves. To add to the phenomenon of being pulled in two different directions at the same time, paraprofessionals were at the same time being rewarded for their deviance. In this case deviance took the form of criticizing the agency, questioning various practices, and generally calling into question the goals and objectives of the services they were being asked to deliver.

B. The Identity Crisis

At the same time that paraprofessionals were experiencing this "psychic stretch," the trained social workers were experiencing an "occupational stretch" or an identity crisis.[7] Their professional competence was being openly questioned.

As far as the paraprofessionals were concerned, they were doing the same job as the professionals. This type of "in-house" attack upon professional competence was certainly a new experience for most trained social workers. While criticism of the social work profession was keen within the rank and file of the profession and somewhat less intense criticism had emanated from other professions and sometimes from the public, it was the first time that so many people with little or no training in the same agency began to question social work competence.

The on-the-job questioning of competence was complemented by similar questioning about the knowledge base of social work in the professional schools. Like the paraprofessionals, the professionals were forced to find new modes of accommodation. Many of the idealistic social workers who took part in the early days of paraprofessional involvement either left their jobs or were forced out. Others stayed on to weather the storm and still others arrived on the scene after the major storms of disenchantment.

C. The Need for Research

This is a report of a recently completed study of MSW's and untrained paraprofessionals in six Eastern cities exploring these questions in the light of what professionals and paraprofessionals think of each other in fulfilling their respective duties.[8] While based on data from workers in the health and social service programs, the implications of the study have direct bearing on the school social worker and his role in pupil personnel services.

This research effort is about those who stayed and those who arrived after the storms. While it would have been interesting to involve those

professionals who were active in the early phases of paraprofessional recruitment, it is now almost impossible to identify and locate them. In either case, the experiences related to the impact of paraprofessionals upon the professional social workers have yet to be documented.[9] Several earlier studies have focused rather narrowly on the capacities and capabilities of the paraprofessional only and not the professional.

At this point it seems appropriate to raise some of the questions which serve to highlight the problems receiving attention in this study. What kind of people are involved in the relationship between Masters degree level social workers and paraprofessionals? How do they work together? Under what organizational conditions do they work? What is the paraprofessional looking for in his relationship with the professional? Can it be assumed that competence in the practice of social work methods[10] is synonomous with competence in supervising paraprofessionals? In essence, what has been the impact of the paraprofessional upon the professional in the social work profession?

SELECTED RESEARCH FINDINGS

The following were compiled in search of answers to the following questions: 1) What has been the impact of paraprofessionals upon professionals in human service programs? and 2) What constitutes the unique blend of professional and paraprofessional manpower in developing successful working relationships for the improvement of human service programs?

Generations and dollars apart

1. The paraprofessionals represented an older, predominantly female, poorly paid population somewhat akin to the profile of the social work profession twenty years ago. In contrast, the professionals represented a younger population, more equally divided between male and female, and recipients of salaries which were twice those of paraprofessionals.

Agency flexibility yet territorial service delivery

2. The agencies utilizing professionals and paraprofessional personnel were found to be generally open and receptive to the development of the professional-paraprofessional relationship. Regarding the importance of paraprofessionals serving their own neighborhoods, two-thirds of the professionals in contrast to half of the paraprofessionals stated that paraprofessionals should serve primarily their own neighborhood. And yet, only 29% of the professionals in contrast to 57% of the paraprofessionals felt that the presence of paraprofessionals in the agency had greatly increased the acceptance of the agency in the community.

Task overlap

3. Regarding the sharing of tasks, there was strong agreement among professionals and paraprofessionals over the division of labor when

presented with three types of tasks: primarily professional tasks, tasks to be carried out by either, and primarily paraprofessional tasks. There was strong agreement that paraprofessionals were generally given enough to do and were encouraged to strive to the utmost of their capabilities.

Who's on top?

4. Regarding the perceptions of the paraprofessional's status in the hierarchy of the agency, over 80% of the professionals and over 70% of the paraprofessionals perceived the status of the paraprofessionals as under the professional. Of interest is the fact that approximately 20% of both groups perceived the status of paraprofessionals as *equal* to the professional.

More for me and less for you

5. Regarding the projection of future paraprofessionals' salaries as of 1971, nearly 75% of both groups stated that the paraprofessional salaries should be in the range of $6000 to $8000 per year. There was much less agreement on the range of professional salaries with 45% of the paraprofessionals stating that the professionals should receive $9000 per year or less in contrast to the 75% of the professionals who thought their salary should be from $10,000 to $12,000 per year.

Who says we get together?

6. Regarding the frequency of informal lunch dates, there was a significant lack of agreement. Over 60% of the professionals stated that they met weekly with paraprofessionals for lunch in contrast to over 60% of paraprofessionals who stated that they *rarely, if ever*, met with the professionals for lunch.

My consultant, not my supervisor

7. Regarding the role of the professional, over 60% of both groups felt that the professionals function in primarily a consultant role with considerably less agreement on the teaching and management role of the professional.

Who me, supervise paraprofessionals?

8. Regarding the assignment of professionals to the supervision of paraprofessionals, over 60% of the professionals were originally assigned by their agency to this responsibility with only 12% actually volunteering. The remaining 27% of the professionals reported that a combination of circumstances (a mixture of default and volunteering) led to their assuming these supervisory responsibilities.

Interpretations and Conclusions

From the many findings related to agency influences, demographic characteristics, and role performance issues, it was found that 1) professionals perceive task management much more broadly than expected in sharing tasks with paraprofessionals, 2) paraprofessionals display generally more work role rigidity than professionals, but a

surprising proportion of professionals also displayed such rigidity, and 3) the supervisory control of paraprofessionals by professionals was found to be much more flexible than expected and both groups viewed supervision in terms of a consultation process.

One of the conclusions reached in this study involves the selection of a continuum of professional practice which includes a low degree of experimentation on one end and a high degree on the other. The professionals in this case can be included within such a response range. In this case, experimentation refers to that quality of professional practice which allows professionals the freedom to work out compatible relationships with co-workers who in some way represent the client population in order to improve the effectiveness of service and thereby spread the effectiveness of professional expertise.

By placing professionals on a continuum regarding their degree of experimentation, it is possible to identify those who experiment very little, are primarily bureaucratic in orientation with limited teaching skills and predominantly management skills on the one hand, to those professionals with highly professional staff development orientation, definite teaching skills and the ability to turn the supervisory role into a consultative role on the other.

A large majority of the professionals in this study represent one of the most experienced groups of social workers regarding the use of paraprofessionals. The key to this experience has been the mutual adjustment of expectations. They are surviving a highly tenuous period of severe criticism of the profession, especially from paraprofessionals who are in the midst of adjusting their own perceptions of social work skills. The professionals at the same time are becoming more realistic about the capabilities and limitations of paraprofessional practice.

Implication for Training and Manpower Utilization

The process of role-blurring in which functions become interchangeable poses difficulties when it comes to training professionals and paraprofessionals. However, the problem of training people for changing roles and interchangeable functions seems no different than the problem of preparing people today for practice in future decades.

Role differentiation accompanies role-blurring in the relationship between professionals and paraprofessionals. While there are benefits to inter-changeable functions, each person requires his own area of competence. This distinction can become very unclear as demonstrated by the following comments of two professionals:

"I handle primarily emergency and treatment cases while paraprofessionals do the on-going follow-up and monitoring of cases."

"Paraprofessionals do crisis on-the-spot tasks while professional caseworkers do more continuous follow-up."

Do these two perceptions contradict each other? They appear to, but in fact might not. The key determinant is the degree of communication and expectation found in the relationship. Where both elements are operating with significant clarity, the paraprofessional's activities might include both follow-up and crisis work. The same would hold true for the professional. It becomes clear, then that training for role-blurring depends heavily upon skills in communication and assessing respective expectations. Training for role differentiation also requires the special attention to skill development for the professional and the paraprofessional.

New Skill Demands for the Professional

The effective use of casework and group work skills with clients and their problems has been the critical function of social work as a profession. These skills are not obsolete but merely require redirection when working with paraprofessionals. Individualizing the progress of a paraprofessional co-worker requires many of the same skills required when meeting the needs of clients. The redirection required for professional practice can take place in both continuing education programs and existing programs of professional education.

The comment, "we can rap but can't scribe," came from many paraprofessionals in the study and clearly reflects the communication problem if its meaning is not clear to the professional social worker. It means that paraprofessionals feel much more skillful with their interpersonal relation skills than with their ability to write. It's part of the "psychic stretch" mentioned earlier where the lack of good education results in built-in frustrations in organizational life.

This aspect of the "psychic stretch" highlights the potential translator role of the professional provided there is sufficient awareness of innovative approaches to learning and differential levels of understanding among paraprofessionals. To handle the frustrations of the paraprofessionals, professionals have retreated to the comfort of their own skills by handling primarily the emotional problems and fears of the paraprofessional with much less attention to the problems and the processes of learning.

It has become increasingly apparent that the professional social worker serves as one of the major "gatekeepers" for paraprofessional advancement. This function is not yet clear in the minds of the professionals which in part is due to lack of experience with such a new manpower pool. What is more clear to the professionals is their lack of training and in some cases skills in the areas of supervision, consultation, administration, and teaching. The administrative skills to assist both paraprofessionals and agencies in the development of career ladders, for example, were found to be in short supply. The same might be said for teaching and program consultation skills.

What content should be handled within in-service training meetings and what teaching materials are needed? What should paraprofessionals be gaining from their community college experience? What is the difference between an associate of arts degree and a bachelor of arts degree in the human services? These questions and others need the attention of trained social workers. This means training beyond the traditional methods of casework and group work. If the professional social worker is to continue to serve the needs of both the client population and paraprofessional staff, the university training programs must redirect their instructional goals to the present and future needs of social workers who can handle the demands of supervision, consultation, administration, and teaching. The identity crisis in the social work profession mentioned earlier will continue to grow if these training needs are not met.

NOTES

[1]A paraprofessional is a person who works along side of a professional, in this case a trained social worker with a Master's degree, associated in an auxiliary, relatively independent role performing some functions also performed by professionals and is without the formal training and sanctions of traditional certifying bodies.

[2]Thompson, M.A., "The Professionalization of New Careerists," University of Minnesota, unpublished Masters Thesis, Minneapolis, June 1969.

[3]As will be noted later, the paraprofessionals are now suffering under the consequences of this development in which further college education is the primary ticket for advancement.

[4]Many of the social workers have left traditional middle class agencies due to the appeal of the War on Poverty. In this study professionals are defined as social workers with Masters degrees engaged in a field of practice requiring specialized knowledge based on academic preparation, operating under community sanctions and authority, abiding by a code of ethics, and belonging to a particular subculture of the helping professions.

[5]Minuchin, S. "The Paraprofessional and the Use of Confrontation in the Mental Health Field," *American Journal of Orthopsychiatry,* October, 1969.

[6]As many critics of the Poverty program argued later on after several years of operation, paraprofessionals were hired to both help their brothers and keep the lid on dissatisfaction and revolt, truly a "psychic," if not moral stretch.

[7]Bucher, R., and Stelling, J., "Characteristics of Professional Organizations," *Journal of Health and Social Behavior,* March, 1969.

[8]Austin, Michael J., "The Professional and the Paraprofessional: A Study of Role-Blurring and the Impact on an Emerging Social Movement upon the Social Worker," University of Pittsburgh, School of Social Work, doctoral dissertation, 1970.

[9]With the following exception, Denham, W. and Shartz, E., "Impact of the Indigenous Nonprofessional on the Professional's Role," in Richan, W. (ed.), *Human Services and Social Work Responsibility,* National Association of Social Work, New York, 1969.

[10]For example: casework; group work; community organization work; etc.

Client Accountability: A Student Perspective

Marie Janiewski

I felt a bit hesitant about speaking before this audience today. I am a first year graduate student in social work with four months experience as a school social worker, and here I am talking to a group of experts, people with Master's Degrees who've been practicing school social work for much longer than I have. But since you were all once first year students with all sorts of ideas you were anxious to express, perhaps what I have to say will be thought-provoking.

In a sense, however the *real* experts on school social work are conspicuously absent from this conference which is to decide the nature and direction of school social work in the coming years. Who are these experts? The poor, the working class, the physically troubled, deprived, or troublesome.

What do they think about us school social workers, about our services, about the goals and ideals we should work toward? Have we ever asked them? Have we heard and understood their answers? Have we kept these answers to ourselves, or helped them to express their views to others?

We as social work students study intensively about the poor and deprived, the culturally different ones whom the experts have labelled "culturally disadvantaged" and who are more aptly characterized as the culturally disenfranchised.

Marie Janiewski is a graduate student at the Florida State University School of Social Welfare.

After a period of academic preparation, often of dubious merit, we go out into the field and work within, or more correctly, from outside, the client community. Then, upon graduation we assume positions of which a major part is making decisions about and for the poor, the troubled, the disenfranchised. Some students believe that their training has prepared them for this awesome task. The fact that one has "earned" a degree in an often irrelevant, outmoded, monetary-success oriented multiversity has prepared one to dictate or legislate what the needs of the clients are, and how, or even *if* they are to be met.

Some students *now* feel that it is the people of the client community who have been educated *in* poverty, racism, and sexism since birth and are the most qualified to teach *us* about poverty and exploitation, to let *us* know what *their* needs are, not what we think they are or *should* be.

The role of the social worker as an expert has validity only insofar as information on available alternatives for the client's use in decision-making can be provided, or the client can be helped in navigating through the areas in which the social worker may have special skills or experience, for example, knowledge of legal procedures, medical knowledge, or interpersonal skills which may enable the client to think about his ideas and express them clearly. Most clients have no opportunity to formulate their ideas clearly, much less to express them to authority persons. And up until recently, most social workers would rather have their clients shuffle than assert their rights.

Validity is granted the social worker ultimately by the client. The issue of how school social workers can be accountable to their clients and thus be valid as helping persons is what I shall be examining in my presentation today.

Some social work students have come to view current practice in social work, psychology, counseling and the so-called helping professions as overemphasizing individual pathology rather than stressing the action of societal pathology upon the individual.

In Brager's article, "Advocacy and Political Behavior" (1968), he distinguishes between three orientations of social workers: there are those who emphasize the social work process above all, without making judgments about desirable outcomes, called professional "facilitators"; there are those with a clinical or treatment orientation; and there are those with a social reform orientation who hope to "make an impact on social problems by influencing change in organizations and institutions," which I call "client advocates."

The role of social worker as clinician and facilitator can be useful in focusing on individuals to help them express their ideas and goals, but these two roles are inadequate because they often ignore or de-emphasize the adverse effects of institutions in the client's environment and history.

I find casework and group work effective in promoting communication, but once I find out the client's needs, what do I do about them?

My emphasis then turns toward the need for organizing the community of clients to obtain their desired goals.

The role of social worker as community organizer involves the worker as advocate for the client community. Brager (1968) defines this role in the following way:

> "The worker as advocate identifies with the plight of the disadvantaged. He sees as his primary responsibility the tough-minded and partisan representation of their interests, and this supercedes his fealty to others. This role inevitably requires that the practitioner function as a political tactician."

The issues are not clear cut; there are always conflicts and tremendous scarcity of resources within the client community, within ourselves and our agencies, and within the larger community.

Just who is the client? How far, if at all, should we go with him? How can we advocate the client's cause without depriving him of his right to self determination? What tactics and strategies are valid for the client advocate?

As school social workers, our client system can be thought of as including the school district, the administration, teachers, the county and city, and the children and parents. I chose to focus on the child and parental community as client, for they are the least often represented and the most exploited.

This emphasis does not diminish the severe problems or needs of the other parts of the client system. Teachers, for example, have tremendous burdens. They are often trapped between their concern and care for kids and their responsibility to "teach" things the kids don't want to learn, and an administration pressuring them for a "law and order" class.

The oppressive nature of the school system has been amply documented by Kozol (1967), Holt (1967), A.S. Neill (1960), and many others. We see children who hate school, often violently expressing themselves against it in the first grade. Are we to assume that the children are pathological, or that they are fighting for positive values in resistance to the school system?

The facilitator and clinician roles stress the importance of individual failure to "adjust." The client advocate would attempt to make the school sensitive to the child's needs by helping the child to be heard, loudly if necessary, and clearly.

Most often, the child hears the admonition to make life easier for himself and us: ADJUST. He receives no assurance of his human worth, his right and duty to protect a fragile human spirit against regimentation. He isn't supported in his role as decision-maker while being advised of possible consequences or alternatives to conformity to the public school assembly line.

The child learns to define himself negatively, although he may not know what "unsocialized", "hyperactive", or "underachieving" mean.

Female children with spunk and energy are advised to quit their "tomboy" stage and get on with the business of fulfilling the female role of vicarious living. "Why be a doctor when you can marry one?"

Black and Puerto Rican and Mexican children are urged to set "more realistic" goals for themselves if they show an inkling for impossible dreams which *we know* they can't have in our society. Yet, more and more often, even the children are rejecting our status quo orientations and telling us in their own ways, "It is better to die on your feet than to live on your knees."

Schools represent the evils of racism and sexism as well as class prejudice prevalent in our culture: the Culture of Middle America, which even Flaming Liberals admit to valuing, although some of their best friends may be of eccentric races and creeds.

Every kid has to go to school. Every kid confronts for the first time, unprotected by parents or siblings, the Culture of Middle America. Those Mysterious Forces which call him "culturally deprived", "acting out", "on welfare", "on free lunch"—everything but a human being—set out to mold him in the Right Way. Children are insulted, prodded, even physically assaulted.

Not only are they oppressed as females, blacks, Mexicans or other minority groups, but essentially and ultimately as children. In a land where "Might Still Makes Right", the kids are always the losers. The women's liberation movement has emphasized the inferior status and tempermental characteristics culturally ascribed to females. All children are culturally ascribed such an inferior status, although men may "grow out of it" and women never do. Both sexes as children are chattels; they have no self determination and are the property of their parents, no matter how offensive this status may be to the creativity, happiness or even physical safety of the child.

Children in our culture cannot learn to be inner directed—they are crushed unless they (1) Obey (2) Raise Your Hand (3) Be Quiet (4) Stay on Task and (5) Sit in Your Seat. They never have a chance to hear, much less follow, the "different drummer" for the One and Only Socially Acceptable Drumbeat is continually assaulting them.

Broverman, Broverman, Clarkson and Rosencrantz (1970) reported on social workers and other clinicians views of the characteristics of a normal, healthy adult male or female. A scale of polar characteristics was administered to one group of professionals, male and female, who were asked to indicate characteristics of a mature, healthy adult male; another group was asked to do the same for a mature, healthy adult, sex unspecified. Strangely enough, the characteristics for the adult male and the adult of unspecified sex were significantly alike. However, according to the social workers and clinicians, a woman is not exactly an adult, however "healthy" she may be. Women were said to be more submissive, less adventurous, more easily influenced, less aggressive, less competitive, more excitable in minor crises, having their feelings more

easily hurt, being more emotional, less objective, and more conceited about their appearance than men. So to the famous Double Standard in Sexuality, we may also include the Double Standard of Mental Health.

Unless we as school social workers are aware and attempt to combat our conscious and habitual prejudiced attitudes, we will convey them, verbally or nonverbally, to our client community. If we truly believe that the members of the client community are undesirable, stupid, not capable of determining their own fates if they have any alternatives at all, and that they couldn't make it without our Tender Care and Guidance, then perhaps we should get out, because we can't ever be accountable to them and they will fight us *until* we get out—the one way they have of forcing us to be accountable to them, even when we don't want to be.

The class biases in our school systems have already been mentioned. Schools demand "law and order" on *their* terms, which are simply not the terms of children from culturally different homes; such children are unable or unwilling to conform to the Rules, and the school is determined to make them suffer for it.

If we want to be accountable to our client community, how can we develop and maintain our sense of responsibility and advocacy? And, perhaps most importantly, what will happen to all of us when we go around stirring up trouble, looking under rugs, and get fired?

From our perspective, often things that go on in the school seem all right, if we are not downright enthusiastic about them. But if we devote ourselves to advocating the client's perspectives, we may find ourselves saying, "I was blind—but now I see."

For example, in August of last year an article appeared in the local Tallahassee paper (*Tallahassee Democrat*, 1970) about a pediatrician who was head of a baby clinic for migrants in Broward County. The doctor wanted a state grant of almost $200,000 to administer what she called a "learning pill" to migrant children in the schools for a four year period. She maintained that this drug would "place maturity on an immature nervous system", "is useful with children who are *unmanageable* and can't concentrate." "Once a child gets a chance to *adjust*, to learn, his life can be changed measurably," she reported.

Several things about this article bothered me. First of all, the situation of migrant workers is well documented—even the *Congressional Record* (1965) lists statistics on the high infant mortality rate, maternal mortality rate, continual and sometimes fatal illnesses due to pesticide poisoning and unsanitary conditions, as well as the other hazards of farm work, their lack of protection under Social Security, Workmen's Compensation, and Unemployment Insurance, their specific exclusion under the National Labor Relations Act—the list of exploitation could go on and on.

How can we of the schools face such children who come to school from these conditions and expect them to sit still and attend to their lessons on Truth, Justice and the American Way?

If there are medical causes of "unmanageability", why are only migrant children being used for the experiment? Could it be that it will be easier to obtain permission from parents who may not even know English, much less be literate, and would not have the sophistication or protected position of a white middle class parent who might want to fight such a program?

In inquiring into this proposal, I received many assurances from the doctor, the Health Department, the State departments of responsibility, that They Knew Best and Don't Worry.

It should be the role of the school social worker to make sure that parents and children understand very clearly the nature of the proposal, whether or not the social worker was specifically called in to consult on the plan.

Epstein (1968) surveyed over 1,000 members of NASW in New York City regarding strategies and tactics of developing and maintaining client accountability. He differentiated them into institutionalized (i.e., legal, "proper channels") and noninstitutionalized categories and along a consensus-conflict continuum.

For example, in helping a client with a problem relating to housing or welfare needs, he lists: conducting studies and making recommendations as experts and bringing together interested groups and agencies to discuss the problem and coordinate efforts, as institutionalized/consensus strategies. Noninstitutionalized/consensus strategies might be writing letters to officials, making personal contacts, or providing direct service to help with the problem. The overwhelming majority supported these types of strategies. Less than 50% supported either institutionalized or noninstitutionalized conflict strategies which might include institutionalized strategies such as advising clients of their rights and encouraging them to file complaints to noninstitutionalized strategies such as helping or organizing in strikes or boycotts.

The sample of social workers also saw themselves as most effective when acting in traditional professional roles. They regarded "relatively conservative" strategies as the most effective for social workers in areas in which they are institutionally involved, which the author suggested might lessen the militance of low-income groups who were developing political activities. Epstein also pointed out that the social workers' expressed lack of confidence in low-income people's ability to lead groups or be his "own expert" helped to perpetuate the profession's dominance of ways of effecting change the clients wanted.

This study provided indication that many social workers do not favor the role of social worker as advocate. I assert that such "status

quo professionalism" uses the claim of objectivity to hide indifference, is primarily concerned with personal and financial status and advancement, and has lost any sense of urgency in obtaining solution to the problems of the client community.

The issue of differential staffing can be resolved within this framework by assessing the worker's practical skill and knowledge and the view of the client community about his proficiency, not necessarily based on the presence or absence of a degree.

Lest we of the white middle class fear being thrown out of our jobs by the client community, perhaps we may still have a place: that is, if we can *do* anything clients feel is valuable to them. Hopefully we will have knowledge of available resources and skills in helping this community create or demand other alternatives to those existent; but the indigenous worker or paraprofessional is the one with direct experience in the client community and should have major duties relating the community to our agency and mediating between client needs and the services available.

This does not necessarily apply to the traditional if somewhat mystical counseling or psychiatric casework relationship. It is based on my premise that as external pressures are alleviated, the human spirit will have a chance to recover from its damage, and maybe even to grow. Feed a person first, then worry about his head.

We have to face the fact that in our society people do not have the right to exist; they must have their life-permits, which I call "money" approved if they are to survive. When one considers the physical necessities for human life; food of good quality and sufficient amount, protective clothing and shelter, medicine, air and water, one can quickly recall that all of the above except air and water are for sale. If you don't have your life permit for food, shelter, medicine, you don't get those items and you die by default. When we consider that our food is embalmed with chemicals, and air and water are hazardous to health, even those of us with life-permits may be out of luck.

Of course there are minimal amounts and unsatisfactory kinds of physical necessities available for the poor, at varying physical and psychical costs (such as the degradation of the welfare system in which the client surrenders psychical adulthood for a marginal physical life).

The school social worker has the responsibility to be aware of his client's physical needs and to attempt to procure or advise the client of ways of satisfying these needs. With an orientation toward community organization, the school social worker can help the client community demand these basic resources. With an individualistic approach, provision of needs can go on and on.

There are just so many shoes the school social worker can obtain. With an orientation toward collective solution, the social worker can help the client community examine possible reasons why some people

in our culture have 26 pairs of shoes while they have none, who has the shoes, and how we can organize to demand our right to them.

In the various schools in which we seven students have served, there have been some fairly clearcut needs observed and learned from the client community: free lunches, daycare, transportation, consumer protection. One project undertaken was to assist in running a field day for retarded children. Another was obtaining resources for and setting up a Snoopy Store to help provide clothes and toys for children who need them without the stigma of welfare colonialism.

At one school, absences were frequent due to older children having to stay home to care for younger ones. The graduate student found it futile to encourage the child to come to school when there were no other daycare alternatives for the family. The child sent a note begging the intern to help her find a way to come to school. Our classmate worked to document the community need, allied community and federal resources, and now there will be free daycare next fall. Another student worked in a rural black community with local churches to be accountable for the client community's daycare needs.

In my school, there were no free lunches approved despite previous social workers' recommendations. Now with advocacy of client needs and resulting pressure on the administration to conform to county policy, over 200 children are now on the free lunch program.

I also attempted an unsuccessful transportation project which was designed to be an alternative free service to the Health Department, welfare office, and other places where the client community needs to go but cannot afford or get public transportation. I am continuing to work with others in the community on this project.

In dealing with a chronic absentee, I found severe consumer problems in the family, compounded by the mother's illiteracy. They moved into an unfurnished apartment less than two years ago, part of a private, government subsidized project. The mother, an unsophisticated consumer, got involved in the purchase of $800 worth of shoddy furniture which is all torn up. Stuffing falls out, springs sag, vinyl rips, legs wobble, drawers come apart: she still owes over $500 and is legally bound to pay, whether or not she has any so-called furniture left. The contract which she could not read and does not understand charged illegal interest and was in violation of the federal Truth in Lending Act and the consumer protection laws of Florida in five different areas. Plus there were several irregularities in her receipts, such as failure to credit her account when she made a payment. We contacted the agencies of responsibility in the State, only to be informed that they did not have the power to enforce the feeble laws that exist. We requested the punishment provided for in the federal and state laws, and an examination of the store's books to protect other consumers who may have been similarly defrauded, but so far we are informed that each

case has to be brought to the agency separately, and that redress is possible only through individual suit. There aren't too many lawyers in our area willing to take such cases.

In cooperation with a caseworker at the Division of Family Services, I am attempting to set up an alternative consumer complaint service and to collect information on which stores are exploiting the people so that these cases can be documented for action. We are also working on a series of consumer protection/education/organization workshops to help develop awareness of the widespread nature of the problem and to alert the client community to self protective tactics.

An individualistic approach would suggest working with people on budgeting, shopping, learning to read and write. A collective approach involves those things, but stresses the nature of consumer exploitation as a result of our economic structure. As Hamberg (1967) remarked in her guide to community organization:

> Education alone can do little to change a system which devotes itself to exploiting the consumer, yet most efforts unfortunately have emphasized informing the buyer how to be wary, rather than organizing to protest the seller's practices, prices, and profits.

The major thrust of my work in the school has been community organization. This experience has shown me the futility, yet absolute necessity, of individual solutions while working toward collective solutions. By helping the client community organize to demand the fruits of their labor and their right to life, school social workers can help them create needed changes in the school system and in the community itself.

By breaking down individualistic barriers through cooperative efforts, the client community can develop a spirit of "an injury to one is an injury to all" and seek redress of their just grievances through collective action.

Each person in the community of clients would be able to exercise his right to self determination because there would be alternatives demanded or created. The right to self determination would become a reality, not an empty slogan.

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Groupwork And Community Organization Techniques As Part Of A Student's Perspective

Lonnie Wesley

It is extremely difficult to talk to an audience of professional social workers concerning school social work, especially when you no doubt have been social workers for a much longer period of time than I. Perhaps this is why I feel that some of the things which I will attempt to discuss will be interesting to you. I will make an attempt to bring to you an account of some of my experiences during my period of field placement.

Tropp has defined groupwork as being character-building in its effects and in this sense it is closely related to the aims of social casework. It is based on the assumption that all human beings have basic common needs which can be satisfied through group association. Groupwork has always been used formally and informally. There are many different reasons why groups exist. They exist to solve behavioral problems; to strengthen ego; to help members to face reality; to help an isolated child form positive relationships with his peers; and to help a child learn how to share an adult. The social worker's function in a group can vary with the type of group. For instance, the social worker may act in the capacity of direct work with the pupils; in mediation roles; in consultant roles (as consultant to teaching personnel, direction was on improvement of classroom patterns, etc. rather than on a

Lonnie Wesley is a graduate student at the Florida State University School of Social Welfare.

problem child); or as negotiator with families and community agencies (the primary aim is usually to resolve a particular situation by helping the family or by obtaining agency resources for a child or his family). (Vinter and Sarri) There are special skills that groupworkers contribute to an individual, which are: (1) that of enhancing interaction between group members (2) use of informal situations for helping purposes (3) a differential use of program activities and (4) the discussion method. (Konopka) It is necessary for the worker to recognize the potential value of the group for the child. The group provides a protected but dynamic environment where a client may practice new social skills or new ways of dealing with people. It helps the withdrawn child. Through groupwork a child may acquire a better self-image because he is allowed contributions or identifications in the group. For many children, this is a prelude to casework because they sometimes feel safety in numbers. (Lickson) These and many other ways are used in justifying groupwork for the child (Client Accountability). Above all, the group allows the child to express himself and relieve his tensions. Most of the time, this is about the only time a child will be able to just "let it all hang out," and discuss anything that comes to mind, and he should be allowed this option. To me, this is one of the most important things that the group has to offer the client.

Through this experience of the past few months, it has been discovered that in three groups, children often felt the need and desire to express their feelings. One group was made up of six boys, and they called themselves "Snoopy and the All-Stars." This group included: one very responsible boy, three withdrawn boys, one hostile boy and one meek and timid boy. These boys formed and operated their own group. *Now, why is it that they were labeled "acting out in class," or "exhibiting hostile behavior" or several other labels?* One reason is that these boys had not had an opportunity to express themselves and to respond to the class setting; and it was felt that groupwork would offer them more freedom among their own peers, possibly making the fellows who were withdrawn more group oriented, etc. Secondly, it was felt that these boys would gain each other's trust more readily than that of the teacher or social worker.

Another group which proved to be extremely interesting was referred by the principal of the school. This was a group of six girls who called themselves the "Soul Group." (Each group named themselves.) This group was very much what the name implies, in that, not only were they a group of Black girls but they expressed themselves freely and thoroughly. They were concerned with events of the past and also very much concerned with present day events. There were many stressful situations for this group because they felt like expressing themselves to certain authority figures and that "placed kindling on the fire." *Now, what did this tell me?* These girls wanted to be heard and

they simply were not. They were rebelling not only against their teachers but against other children as well. They were very intellectually sharp girls and they had found that the teachers were not reaching them intellectually. They resented being taught things that they felt a kindergarten child could "pick up, or learn" but they were saying, "look, not only do we want to be heard, but we want to be treated on a very intellectual and capable basis."

Through our group sessions, these girls were able to release many of their pent-up tensions. This is one way of being very accountable to these girls. Not only could they talk of what they wanted, but they were allowed the freedom of doing with and operating their group as they wanted. The group allowed them to be freer in their speech; it provided an outlet for their honest opinions as well as helping them to understand more about their wants and desires regarding school and future life. Below is an example of the groupworker in action as cited by G. Konopka:

> Imagine a group of giggling nine year olds surrounding their groupworker. Separated from them stands Sue, a shy and fixed smile on her face; the groupworker gives the happy youngsters a warm, quick hug, yet slowly moves over to Sue. She does not press her to enter the group. She knows that Sue wants badly to be one of them, but would be frightened if pushed into it. So the worker lets her feel the warm concern of an adult, encouraging her without words by showing that she thinks of her as part of the group. The move over to Sue involves knowledge of individual and group, use of the principal "start where individual and group are," and "professional self-discipline."

Specialized problems presented by students who are from divergent backgrounds must first be recognized in terms of their importance and dealt with seriously by the school social worker and school personnel. These problems are usually multiply determined and range from such conditions as problems of adjustment to new and challenging situations, and disciplinary problems of communication between students, teachers and administrators.

Adjustment problems are perhaps most acute for children for whom the school represents a significant change from the type of life to which they have been accustomed. Examples of some of the commonly seen adjustment difficulties range from such conditions as the school requiring the child to give his or her undivided attention to the academic routine for at least the better part of the day, to adapting to the pressures and styles of individuals who are in authority roles. This latter instance may represent a serious challenge for the child who has come from an environment in which authority figures are either lacking or non-functional. Problems of adjustment represent perhaps the bulk

of difficulties which are experienced by children referred to the school social worker.

It is my belief that adjustment problems posed by rural children must not be by-passed. My first thought is, *How does a child feel in a school that is completely set apart from the type of system that he is accustomed to?* As a product of that type of system, there is only one word which I can use to describe it, and that is "*Terrible.*" In a specific case and area of this nature, not only must the social worker understand the client, but he has to help the client understand his own desires, and he must work closely with school personnel so that they will become more acquainted with the problems of the client or child. I am not advocating merely that in order for teachers and social workers to solve the problems, there must be home visitations and seeing the type of backgrounds these children come from, but I am advocating that once the teacher has become more involved in feelings, etc. with clients and knows and understands these children's backgrounds, then we can successfully help the child.

Many of the rural children have not had an opportunity to visit schools that are so well equipped and pretty because this type of school is not within their living areas. They come perhaps from backgrounds where education is not even stressed. Until this academic school year, they were in areas of their same ethnic backgrounds, and knew nothing of a "Pod System." These children are terribly frightened and it is up to the social worker and the school personnel to make these learning experiences good ones rather than experiences that they will want to and attempt to forget. This is certainly a stressful situation for the child who often dictates his outburst of feelings through some means. The child does not have much of a choice and this is why it becomes terribly important for us to produce and play our roles in the area of helping these children through whatever means possible.

Disciplinary problems probably represent the next largest group of referral problems. These difficulties may range from a general type of disobedience to a basic tendency to show opposition to the school's system and operation. While on the surface this group of problems appears to be related to specific things within the school environment, they almost always represent more serious underlying internal tensions and turmoil experienced by the student. The school social worker, in order to function effectively in his role, must recognize the potential seriousness of these factors and must be ready to deal with them directly. This does not imply that the social worker should not use the referral resources at his disposal. Most certainly if a child presents a problem which extends beyond the school social worker's range of capabilities, he should refer the child to the appropriate agency. However, many times the school social worker can most effectively intervene in crisis problems which require immediate attention. While

this type of treatment probably does not have long lasting effects, it often can suffice until the child can be referred for more specialized treatment.

A third group of problems which I found to exist on a rather large scale at the school with which I was affiliated were communication problems between students, teachers and administrators. Time after time children had been referred to the social worker's office for various and sundry reasons which frequently were the reflections of communication problems between teachers and students. This group of problems tends to appear most between children and teachers who have basic value differences. For example, children from rural backgrounds and children from minority groups represent the bulk of students who have these types of problems with their teachers. In dealing with this type of problem, the school social worker often has to function as a mediator between student and teacher, which makes her task complex since she has to live "harmoniously" with both parties. For example, there was a teacher with whom I worked, who often called one child dirty, told the child her hair needed combing, her teeth needed brushing, etc. and later wanted the social worker to solve the problems. In front of the child, she said several things regarding her background which were very uncalled for. This is one of the many tasks that social workers cannot solve alone. In order for the problem to be worked on, there must be cooperation between teacher and social worker. A variety of techniques may have to be employed in order to solve some of these problems. For example, it is not wholly unrealistic for the school social worker to conduct sensitivity sessions with both students and teachers in order to allow both groups to "let it all hang out" regarding their own pent-up emotions. At other times, the social worker may have to engage in private dialogue with teachers and administrators for the purpose of acquainting them with the life styles and customs of children from rural or minority group backgrounds. This of course presupposes that the school social worker himself is both acquainted with and sensitive to these life styles.

A central question which surrounds groupwork with children is *"How can the social worker meet the unmet physical needs of children?"* One answer is through involvement in community organization projects. Community organization may be defined in a variety of ways because different people see community organization in different ways. Furthermore, some feel that social workers have always been involved in community organization while others recognize it as a fairly new concept. However, for the sake of time, community organization as used here, will refer to efforts on the part of the social worker to become involved in direct community work.

It is my sincere hope that you find community organization important. My reason for this statement is that I feel that many of you

probably do not have much time to invest in community organization because of the number of schools that some of you must cover (example: Leon County has to cover perhaps seven or eight schools). When one must cover so many buildings, it becomes increasingly difficult to devote much time to clients, let alone spend much time on community organization. My "pet project," the *Snoopy Store*, was set up to provide necessary articles for each child who needed them regardless of background, race, etc. It was discovered that there existed a need for such a program after arriving at this specific school. The children earned snoopy stamps in their classes for many things, and came to the store and shopped for things in exchange for the stamps. This program was set up on an individual basis for each child. Every child was given stamps based on his or her individual need. Perhaps at each school the needs of the client will be different. At my school, it was found that there were numerous children being kept out of school for lack of shoes, lack of clothes, etc. There were several channels that I had to explore which included much "footwork" as well as manual labor involved in setting up and operating the store. I attempted to stock the store with everything in order to interest the children who did not need clothing. I contacted "McDonald's hamburger stand" and they contributed tickets for hamburgers, etc. and promised that if contacted later in the year, they would donate more. I contacted every available agency in Leon County for any needed articles but in many cases I was turned down. An attempt was made to get organizations to sponsor the project by helping to replenish the store in the future, but this was to no avail. (In fact, one church wanted the names of people who were in need so that they could contact them and carry them clothing directly, but in the meantime the church was concerned with saving souls and getting people into the church. At this point, these clients are not in need of soul saving as much as the bare necessities with which to survive.) There was also plenty of paperwork to be completed, which would entail rules and regulations to govern the store and storekeepers (three different 5th graders to work and operate the store completely as storekeepers).

Not only was this program new to the school, but it was very new to half of the community and to the teachers as well. There were many meetings involved with school personnel to help them decide what method would be best for his or her class and to offer as much assistance as possible. Each social worker will need to decide the degree of involvement in community organization he can carry as part of his function as a social worker and as a citizen. However, no school social worker can function successfully without using the methods of community organization.

We must break away from the traditional social worker and become the change-agent, the involver, the mediator, the advocate and above

all, one who is very sensitive to the problems of our clients. We need to recognize and become sensitive to the needs and desires of our children. We can do this through community organization and groupwork.

Truly the social worker is functioning in a more demanding and changing role. This change must be recognized and met before the social worker is thrust out into the professional world. Preparation for this must begin with academic training. This may mean that the social work curriculum in schools will have to be significantly modified in such a way as to allow for effectiveness in dealing with some of the previously discussed difficulties of children. Academic group work may have to entail knowledge of problems inherent in children of varying backgrounds. Social work curriculum should be geared toward acquainting the potential social worker with the various types of settings and backgrounds from which children come because these are often the very stimuli which cause children to experience great difficulty. The social worker must also be introduced to different treatment techniques which may be utilized in dealing with the problems of children. These techniques may extend from crisis intervention techniques to behavior modification techniques.

Finally, the academic preparation of the school social worker should begin to stress the value of group experience in increasing client accountability; for it is often this experience which provides the key to helping some of the previously unreachable children. Community involvement also cannot be overemphasized.

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School Social Work: Some Observations By An Outsider

Travis J. Northcutt, Jr.

Introduction

Let me begin by saying that I am a sociologist—not a social worker. Although I had a major role in initiating the statewide social work education project, I actually know very little about the profession. For this reason, I was reluctant to accept the invitation to address this workshop concerning the role and status of school social work in the educational system. I was especially apprehensive about discussing the future directions of the discipline and the steps that could be taken to enhance its standing in the professional hierarchy. The planning committee indicated that the representatives of the profession would be taking a close look at the discipline and would benefit from the critical observations of an outsider.

As a group, sociologists think that everything is related to their field and, as you will find, I have some very definite beliefs about the school system and the educational professions. I hope that both my professional observations and personal opinions will serve as a basis for a more critical look at public education and the role that school social workers should be playing.

Sociologists have a long history of studying other professional and occupational groups. Sociological journals are filled with articles

Travis J. Northcutt, Jr., Ph.D., M.P.H., is Director of Academic Planning and Community Services for the State University System of Florida.

concerning the selection, training, role, status, practices and professional culture of physicians, lawyers, ministers, teachers, etc. Considerable attention has been given to such exotic occupational groups as faith healers, medicine men, fortune tellers, prostitutes and pimps. I recently saw an article by a sociologist entitled *The Executioner: His Role and Status in Scandinavian Society.*[1] My own work in the field of the sociology of occupational groups has been concentrated primarily in the health professions—with particular emphasis upon the mental health disciplines. However, I have conducted one formal study of a school as a social system and have been an informal observer of the system for many years. I will report upon my observations from both sources later in this presentation.

OBSERVATIONS CONCERNING MY OWN PROFESSION

Before I begin to discuss your profession, I will share a few observations with you concerning my own. I am doing this so that you will not take my remarks personally nor feel that I am only critical of your profession. Sociology has been called the "littlest science" and quite frankly I think that this is a fairly accurate description of the field. It has been said that with a research grant of $50,000 a sociologist can conduct a definitive study of prostitution in a metropolitan area. A cab driver will provide you the same information for about fifty cents. I'll say one thing in defense of sociologists though—we have contributed more to the understanding of college sophomores than any other profession. Several years ago, I got into hot water with some of my colleagues for some remarks that I made to the effect that "sociologists are prone to elaborate on the obvious; obscure the apparent; complicate the simple; ignore the relevant and overwork the trivial."

Although I am often critical of sociology, in my estimation, the discipline has a great deal to contribute to our understanding of society and to the solution of critical social problems. The work of the late Howard Odum of the University of North Carolina clearly demonstrates the value of constructive change. His contributions to the planning for the Tennessee Valley Authority and the economic development of the Piedmont region that extends from Georgia into North Carolina are classic examples of the application of sociological knowledge to the solution of social and economic problems. Sociological theories have long contributed to the understanding of social structures, inter-group relations, social change, the processes of human socialization, the understanding of deviant behavior, etc. In recent years sociological research has made major contributions in the field of health and human disease.

Despite these and other accomplishments, there is an increasing concern within the profession regarding the appropriate role of sociology in the society and a serious questioning of the significance of its contributions.

Questions concerning the direction, subject matter and contributions of the profession constituted a major theme of the recent meetings of the American Sociological Association.[2] In an especially disillusioned statement, Russell Sage Foundation president Bert Brim summed up, "Sociology is in bad shape. In disarray . . . It's beginning to be a freaked out discipline." At a session on the social role of the sociologist, Yale's Kai Erikson admitted, "At least some of us are very confused. I'll concede that mainstream sociology—has provided the status quo with ideology." Erikson lamented, but insisted that radical sociologists had provided no new methodology to set the discipline on a new path. Raymond Mack from Northwestern urged revitalizing the discipline by expanding the range of research topics, by testing theory in real life settings and by concentrating on applied research. Sol Levine from Johns Hopkins argues for a new role for sociologists—going beyond the study of the existing order to catalyze a new order by acting as secondary change agents with special interest groups. A great deal of attention was given to the question of "the extent to which the profession and the questions it investigates is rigidly controlled from within the science and financially controlled from without." Peter Rossi of Johns Hopkins was especially critical of the influence that politicians have upon the discipline, its activities and its subject matter. After citing numerous examples of politically controlled programs Rossi stated, "There's something wrong with social science and the federal government. We never get a chance to define the problems. The problems, even the social scientists themselves, are defined by the reigning politicians."

It is somewhat amusing to observe sociology, a discipline that has contributed so much to our understanding of the role, status, norms and practices of other professions, attempt to evaluate itself and determine the factors influencing its current direction. The resulting uncertainty and confusion suggests that a profession's attempt to study itself may be subject to the same limitations, restrictions and difficulties inherent in personal introspection. It is obvious that the potential threat to our professional pride and security serve as deterrents to critical study and evaluation of the basic tenents, theories, methods, values, etc., of our professional culture. Furthermore, the indoctrination which is inherent in the process of professional training in all disciplines hinders an objective analysis of the contribution they make to society.

SOME OBSERVATIONS CONCERNING THE PROFESSION OF SOCIAL WORK

Since I was not familiar with the literature on the social work profession, my acceptance of this speaking engagement was contingent upon the staff's promise to assist me in gathering appropriate materials.

In addition to the recent literature, I asked that they help me locate an article by Marion Sanders entitled "Social Work: A Profession Chasing Its Tail," that I remembered reading many years ago. This article, which was written by a social worker, dealt with the discipline's concern with achieving professional status and recognition. As I recall, it indicated that the field had become so preoccupied with professional status and identity that it had lost its sense of direction. The author suggested that in the process social workers may have gained professional status by forfeiting their mission.

Relying primarily upon my own observations of the field, let me begin by saying that *it appears to me that social work has been nothing more than an attempt to professionalize the maternal role.* Its goals seem to have centered around the extension of maternal care to individuals of all ages, to families, to communities and to some extent to the entire society. Quite frankly, it's the only profession that I know of that refers to its "founding mothers" rather than its "founding fathers."

From its infancy, there have been numerous questions concerning the nature and professional status of the discipline of social work.[3] In 1915 Dr. Abraham Flexner who had fomented a revolution in medical education posed the question, "Is social work a profession?" and answered himself with a resounding "no." "A profession," Dr. Flexner said, "must stake out a monopoly on a set of transmissable skills rooted in scientific knowledge." At that time, charity workers had just begun to bootstrap their way up from their lowly station of unpaid "friendly visitors" of the poor and the infant schools of social work were borrowing heavily from sociological theory.

According to Sanders, in their attempt to establish a distinct identity and direction for the discipline, Mary Richmond and other social work pioneers turned more toward the emerging field of psychiatry and placed a greater emphasis upon individual behavior.[4] As Miss Richmond defined it in her textbook, *Social Diagnosis,* casework deals with "those processes which develop personality through adjustments consciously effected individual by individual between men and their social environment." Out of this concept and Miss Richmond's dynamic leadership, there evolved a new humanity and intelligence in the treatment of the unfortunate and the maladjusted. This was, of course, Miss Richmond's purpose. What she did not foresee was that the caseworkers—who became the dominant social work thinkers—would, in their absorption in people "one by one" part company from their traditional allies, the settlement-house and trade-union reformers and the social science scholars in the universities. Nor did she anticipate that an educational system designed to furnish private philanthropic agencies with skilled social therapists would fail to produce either the leaders or the work force required by the changed and vastly expanded

welfare pattern born of the Depression and the Social Security Act of 1935.

Surveying her handiwork in her later days, Miss Richmond is reputed to have said, "I have spent twenty-five years of my life trying to get social casework accepted as a valid process in social work. Now I shall spend the rest of my life trying to demonstrate to social caseworkers that there is more to social work than social casework."

When I was in graduate school, almost two decades ago, Florida State University was still relatively small and the graduate students and faculty in all of the behavioral sciences had considerable contact with one another. As I recall, there was a great deal of discussion concerning whether social casework was an art or science. There were those who strongly maintained that unless an individual already possessed the abilities to relate, empathize, communicate, etc., little could be accomplished through formal training to make them effective caseworkers. While the others conceded that "natural abilities" in these areas were helpful, they maintained that the essential skills could be transmitted through didactic and experiential methods.

What I remember most about my early contact with the social work profession was the continuous stream of technical jargon that the faculty and students tossed about with such great facility. On several occasions I was surprised to discover that they were just using some highfalutin terms to describe ordinary things. Their tendency to attach specialized meanings to common terminology was almost equally confusing. At times it seemed as if they took great pride in obscuring the meaning of what they were talking about and somehow I had the feeling that those who were the most obscure had the greatest status within the group. In any event, I felt pretty inadequate in their presence until I read Marion Sanders' description of what was happening. She observed that "These do-gooders are so eager for dignity and status that they have forgotten what their job is—and have nearly drowned in the fountain of their own four dollar words."[5] In addition, she reported that the Hollis-Taylor report on Social Work Education had proposed in 1952 that undergraduate colleges acquaint their students with "the specialized usages social workers sometimes attach to ordinary words of the English language."

In all fairness to the social work profession, I remind you that I have never made a systematic study of the discipline and many of my impressions date back to graduate school days and my early work in the field of mental health. Although I hear a great deal about changes in the field, it is my impression that for the most part the profession is still dominated by the one-to-one casework approach, relies heavily upon a somewhat out-moded Freudian theoretical system and terminology, has still not clearly defined the training or skills required for social work practitioners and is somewhat uncertain of its mission. On a plane trip

from the West Coast recently, I read an article in *Newsweek* about the work of a young caseworker in California. There were pictures of this attractive young lady in various settings—in her upper middle class home, visiting with clients, etc. I assure you that this article will help to dispel the image that anyone has of social workers as being frumpy old maids in tennis shoes. What impressed me most was the description of her preparation—or lack of preparation—for the job. According to the article, she had a Bachelor of Arts in French, one course in sociology, and three weeks orientation. While I'm sure she "likes people" and wants to "help them help themselves," I kept asking myself, "What skills are required?" and "What skills does she possess?"

In preparation for this talk I decided to interview several people on the plane regarding their knowledge and beliefs concerning social work. As might be expected, I received answers ranging from the stereotypes of the welfare assistance workers to accurate descriptions of the roles that social workers play in various settings. I think perhaps the soldier returning from Vietnam summarized the predominant view of the profession with the following statement: "A social worker is someone they assign to help you when you don't really need too much help."

Thinking of the professional images, let me focus more specifically on the role and status of school social work. From my experience, I get the impression that school social work does not rank very high on the prestige scale in the field of education or within the social work profession. There are indications that many county school superintendents in Florida either know very little about the role of the school social workers or else do not place a high value upon their services. At present, fifteen counties in the state have no school social work program. Recently a friend of mine, who is a social worker, inquired about employment possibilities in a rural Florida school system. The county superintendent, who has been in office for more than twenty years, stated that he had never heard of such a position. He further indicated that he saw no need for social workers in the school system and in the event that students had problems of this nature he was certain they would be referred to the welfare department.

While all of this may be viewed as a reflection of some of the inadequacies of county school superintendents, I think it tells us a great deal about the lack of impact that school social work has made upon the state's public education system. I am told that there are presently only approximately 50 masters level school social workers employed in the entire system of Florida and for the most part they are concentrated in a few predominantly urban counties. Furthermore, I understand that many of these are assigned primarily to problems dealing with school attendance and for the most part serve as a modern version of the old truant officer. If this is true, it can be said with assurance that status-wise *social work is in the school house basement.*

Before we talk about how you came to be in this position and steps which might be taken to improve the situation, I wish to digress for a few minutes and talk about the role of the school in American society. It is only in this context that I can begin to discuss the role, tasks and responsibilities of school social work. The manner in which the profession addresses itself to these questions will be the major determination of the contribution it makes and the status it occupies.

THE SCHOOL IN AMERICAN SOCIETY

Public education has long been viewed as a major foundation of democratic societies. More than two centuries ago, Montesquieu in the great classic, *On the Spirit of the Laws*, wrote that, "It is in a republican (democratic) government that the whole power of education is required." Thomas Jefferson, the Father of American democracy, was in complete agreement with Montesquieu. In 1824, the year before he died, he wrote in a letter to a friend: "The qualifications for self-government are not innate. They are the result of habit and long training." In addition to being deemed essential for the well-being of the society, we place a high value upon educational opportunities for everyone because we recognize it as an avenue to the achievement of the dreams, goals and aspirations of the individual—as a key to the realization and the fulfillment of our human potential. This is especially true for individuals from modest or economically disadvantaged backgrounds. While educational achievement may be viewed as an independent value by the more affluent, by the poor it is viewed in a very utilitarian manner as being directly related to their occupational and economic opportunities. For many it is seen as their only hope of "ever getting ahead in life."

In a recent address to a statewide conference concerning increasing educational opportunities for the disadvantaged, Governor Askew stated:

> "In our land, education has always been recognized as a means for man to reach for the ideal and to shape his own destiny. In our democratic society, the destiny of the individual must necessarily be the destiny of the nation. We can only be strong as individuals. What's wrong with this country is the sum total of what's wrong with us—as individuals. If we ever are to correct some of the shortcomings and forge ahead, we must necessarily direct education to the individual.
>
> In this context, we can begin to comprehend the need for providing broader educational opportunities for our citizens. The survival of our society and our democracy is dependent upon an enlightened citizenry. It certainly cannot work without it. Education has been irrelevant. We must join with educators, legislators and other leaders in determining how to best provide equal opportunities in keeping

with the unique nature of every child. The academic and vocational programs must have as their common goal the preparation of the young for a lifelong love of learning, living and self-realization. Education is the means by which man avoids obsolescence in an age of technological, sociological and physiological change. It is an avenue to individual human fulfillment."[6]

There are some who maintain that we put too much faith in education and some who say we place too great a responsibility upon it for solving problems. Almost 40 years ago in a simple, yet very profound little book entitled *Dare the Schools Build a New Social Order?*, Professor George H. Counts indicated that:

"Like all simple and unsophisticated peoples we Americans have a sublime faith in education. Faced with any difficult problem of life, we set our minds at rest sooner or later by the appeal to the school. We are convinced that education is the one unfailing remedy for every ill to which man is subject, whether it be vice, crime, war, poverty, riches, injustice, racketeering, political corruption, race hatred, class conflict, or just plain original sin. We even speak glibly and often about the general reconstruction of society through the school."[7]

He indicated that we cling to this faith in spite of the fact that the very period in which our troubles have multiplied so rapidly has witnessed an unprecedented expansion of organized education—a situation which suggests our schools, instead of directing the course of change, are themselves driven by the very forces that are transforming the rest of the social order. Professor Counts continued by saying, "The bare fact, however, that simple and unsophisticated peoples have unbounded faith in education does not mean that the faith is untenable." He contended that history shows that the intuitions of such folk may be nearer the truth than the weighty and carefully reasoned judgements of the learned and the wise.

Counts maintained that under certain conditions, education may be as beneficient and as powerful as we want to think. He stated, however:

"If it is to be so, teachers must abandon much of their easy optimism, subject the concept of education to the most rigorous scrutiny, and be prepared to deal much more fundamentally, realistically and positively with the American social situation than has been their habit in the past. Any individual or group that would aspire to lead society must be ready to pay the costs of leadership, to accept responsibility, to suffer calumny, to surrender security, to risk both reputation and fortune. If this price, or some important part of it is not being paid, then the chances are that the claim to leadership is fraudulent. Society is never redeemed without effort, struggle and sacrifice. Authentic leaders are never found breathing that rarefied atmosphere lying above the dust and smoke of battle.

With regard to the past we always recognize the truth of this principle, but when we think of our own times we profess the belief that the ancient roles have been reversed and that now prophets of a new age receive their rewards among the living."[8]

These are strong words. Nevertheless, I am certain that all of you who have attempted to bring about significant change in education at a local, state or national level recognize the resistance, obstacles, risks and hazards that Professor Counts so vividly describes. Likewise, you can appreciate the competencies and commitment which he declared to be necessary to bring about such change. At a Phi Delta Kappan dinner given in his honor at the celebration of his eightieth birthday several years ago, Professor Counts gave a short speech entitled "Should the Teacher Always Be Neutral?" In it he reaffirmed his belief in the potential that education has for assisting the individual and society to realize their full potential. He was, however, equally as adamant concerning the type of leadership required as he had been almost four decades ago. As you could predict by now, he stressed that the teacher should not be neutral.[9]

At this point, I would like to tell you about a study I conducted in 1959 of the social organization of one of the leading junior-senior high schools in the state. Perhaps this will help you to understand some concerns I have about the public schools—as a sociologist and as a citizen. It will help to set the stage for my observations concerning the role of social work in school settings. Located on the east coast, this school served four adjacent beach communities, a fishing village and the dependents of military personnel from a small naval base. At the time there were very few blacks living in the area and the school had no black students. The incomes of the families served by the school ranged from very low to extremely high. One of the beach communities was inhabited primarily by the members of the upper class and another by upper and upper middle. The other two beach communities were predominantly middle class but had several very poor neighborhoods. For the most part, the residents of the fishing village were extremely poor.

A major focus of the study centered around the social organization of the school and the patterns of interaction among the students, faculty and administrators. Particular attention was given to identifying factors which influenced the students' status with their peers and teachers and affected their identity with the institution.

SOCIAL ORGANIZATION OF THE SCHOOL AND THE ACHIEVEMENT OF EDUCATIONAL GOALS

As the investigators gained insight into the social organization of the school, by documenting the students' social class, athletic interests, and physical development, an attempt was made to determine the manner

in which the status system, patterns of interaction, values, etc., affected the students and the achievement of the goals of public education. We tried to gain a better understanding of the influence that such factors have upon the students' learning experiences, their concept of themselves and their feelings about others. We recognized that definitive answers to many of these questions were beyond the scope of the study. However, some were obvious. For instance, it was apparent that students from poorer neighborhoods were at the bottom of the status system and some were literally being "pecked out" of the school. Their only involvement with the institution consisted of attending classes in which the content was designed primarily for preparing students to attend college—a goal which was out of reach and therefore meaningless for most of them. The emphasis placed upon clothes, cars, plans for college, etc., caused many lower class students to feel marginal or inferior in this setting. For them, the school was not conducive for learning nor other forms of self-fulfillment. For some it was a very negative experience with obvious detrimental or destructive effects . . . an experience which labelled them as "different", "insignificant" or simply as a "failure."

Questions concerning their feelings about the school revealed that few students from the lower class identified sufficiently with the institution to refer to it as "our school". Many indicated that they had little attachment to the school and felt that they received little benefit from attending. A few reported that the compulsory attendance law was the only reason they were staying in school and that they planned to drop out as soon as possible. Some stated that they were "trying to stick it out" because they knew that a high school education was essential for future employment opportunities . . . a lesson they learned from the experience of their parents or older sibling who had dropped out before completion.

I will not take time to elaborate on the many other findings. This is not to say that they are less significant. For example, I think we can document that the over-emphasis which was placed upon athletics—especially football—at the school we studied was detrimental to the entire school program. Under such circumstances both athletes and non-athletes are "short changed." While many other implications can be drawn from the research, its limitation should be kept in mind. It was only a small study, conducted over a decade ago, in a single all-white junior-senior high school. It has never been replicated in another setting nor repeated in the same school since it was integrated. At best, some of the "findings" can only be considered as observations and impressions of the investigators. However, the reactions of other educators and students have supported our major conclusions concerning the attention that should be given the social organization of the schools. The more recent comprehensive study of equal educational

opportunity in this country by Coleman, Campbell, et al, supports these conclusions with regard to academic achievement and self-concept.[10]

Implications for School Social Work—As I have discussed the findings and conclusions of our study of the school as a social system with principals, teachers, school social workers, guidance counselors, school psychologists, students and parents over the past decade I have been amazed at (1) the consensus regarding the accuracy of the major conclusions, (2) the agreement that corrective measures should be taken where such conditions exist and (3) the lack of agreement concerning who should be responsible for dealing with such matters. Although the complexity of the situations has been multiplied with increased desegregation, growing dissatisfaction with outmoded course materials, etc., most schools have still not assigned anyone to the important task of updating curriculum. Furthermore, most educational disciplines have been reluctant to assume a leadership role. Despite the fact that our present day public schools have been accused of being racially prejudiced to the extent of being "Negrocidal" and the fact that they obviously do not give sufficient attention and status to the culture, values, contributions, etc., of the various racial and ethnic groups in the nation, adequate corrective steps have still not been taken. For the most part, teachers have been content to continue to teach as they always have, school psychologists have continued to administer their batteries of tests to determine the students' degree of "normalcy" or relative standing, guidance counselors have continued to "counsel" students toward college and professional careers and the school social workers have continued to utilize their sacred casework approach to "facilitate the students' growth, development and adjustment," while attempting to get them to attend school.

As you can tell, I am somewhat critical and question the value of many of these traditional practices. However, the point that I wish to make is that *none of the existing disciplines have taken the initiative to study the socio-cultural characteristics of the schools and populations they serve and to utilize such information for planning and organizing more effective educational programs.* Instead, most have continued to follow conventional methods which are largely aimed at transmitting a traditional body of knowledge and forcing students to conform to the ideas and norms of the established system. Although some educators recognize the weaknesses and limitations of such approaches to education, relatively little is being done to bring about some of the badly needed basic reforms. A few schools have established positions for ombudsmen but in many cases they do little more than handle the complaints of individuals or small groups of students. Although this represents some progress, there is still a need for advocates for major change and constructive reorganization and operation of the school.

There is a need for systematic study of the schools; for understanding the complaints, desires, etc., of the students and for allowing them to have a voice in reshaping the institutions. In order to gain a better understanding of what I am talking about I recommend that you read a book entitled *Our Time Is Now* (edited by John Bimingham, New York, Bantam Books, 1970). This little book, which was compiled from a collection of articles from high school underground newspapers and skillfully put together and edited by a seventeen year old underground newspaper editor, presents a most scathing analysis and evaluation of the present day school system. At the same time it provides some of the most constructive criticisms and suggestions for reform that I have found anywhere. I think that you will find it to be enlightening regarding the problems with the way in which the schools are currently run and the contributions that students can make in bringing about such reform.

The question remains, however, regarding the responsibility of the various professional disciplines in bringing about necessary change. All disciplines obviously have a contribution to make and should carefully examine the role they are playing in order to determine the changes necessary to maximize their contribution. You may be surprised to find that despite the critical remarks that I have made about your profession, *I believe that social work is the discipline most suited for assuming a major leadership role in the schools.* You will note, however, that I did not say that you are perfectly prepared to assume this responsibility. If the profession is to make a major contribution to the reorganizing and humanizing of public education, I think you must continue to examine your current competencies and practices. I think that you must realize the accuracy of Miss Richmond's statement that "there is more to social work than social casework." A recent study by Lewis B. Mayhew concerning changing practices in the education for the professions indicates that in the field of social work there has been recent re-emphasis on the contributions of sociology and anthropology and a search for ways of adapting the political scientists and economists in order to correct the over-emphasis on psychological and psychiatric fields at the base of social work education.[11] If school social workers are to fill the current void and make a significant contribution to the study, reorganization and redesign of public education and if social diagnosis and treatment is going to include the entire school as the subject, and not the individual students, such knowledge and skills must be acquired and applied.

Many years ago I studied and worked for a while in the field of public health and community mental health. My interests centered around the prevention of disease and disability rather than the traditional treatment and curative practices. Some of my colleagues and I even talked about the development and initiation of programs aimed at the promotion of health. During this period I was impressed with

Lawrence K. Frank's book, *The Community as the Patient*, Earl L. Koss' community study entitled *The Health of Regionville*, and the teaching and writings of Dean Edward McGavaran of the University of North Carolina who stressed public health as "the scientific diagnosis and treatment of the community." It is my belief that we must approach the problems of the schools of today in a similar manner—we must understand their social organization, values, status systems, etc., and take steps to insure that students from disadvantaged and minority backgrounds are not made to feel marginal and are not "pecked out" of the system. Steps must be taken to insure that schools, including the curriculum, are organized in such a way that all students can identify with them and profit from attending.

If school social work is to take a leadership role in such a movement, it must be willing to make the necessary changes with regard to its own practices and methods of operation. It must be willing to work for change in other educational disciplines and in the organization and administration of the schools. In short, it will mean "kicking some sacred cows" within your own profession and the entire educational system. It will mean giving up the security you have in your present role and status and taking the risks that are always incurred by active agents of change. I am certain that you would find it far more comfortable to continue to concentrate upon individual children and their families than you would to address your major focus upon the school itself. I assure you, however, that this is a task that urgently needs attention and I urge you to give serious consideration to the role you are willing to play.

In closing let me say that I know that you are performing a real service to the schools and numerous individuals in your present work. Some of the criticisms that I have directed at the social work profession may have been unwarranted—although some did appear to touch some vulnerable spots. What I have tried to do as an outside observer is to assist you in looking at your profession, the public schools and your role in the school from a different perspective. Although you may disagree with many of my observations and conclusions, I hope that I have helped you evaluate more critically the various aspects of your role. If I may interject my own opinions and biases into your deliberations about the future directions of your profession, I would suggest that you give serious consideration to "accepting the school as your client." Their needs are great, their problems are serious and the solutions complex.

NOTES

[1]Finn Hornum, "The Executioner: His Role and Status in Scandinavian Society," in *Sociology and Everyday Life*, edited by Marcello Truzzi, Englewood Cliffs, New Jersey, Prentice-Hall, 1968.

[2]See *Behavior Today*, September 13, 1971, for a synopsis of some of the more critical issues discussed at the 66th Annual meeting of the American Sociological Assiciation.

[3]Marion K. Sanders "Social Work: A Profession Chasing Its Tail," *Harpers Magazine*, Vol. 214, March 1957, pages 56-57. (The writer wishes to express his appreciation to Dr. Charles Guzzetta who was in the audience, recalled the article, and volunteered his assistance in locating it.)

[4]*Ibid.*

[5]*Ibid.*

[6]*A State of Concern* Proceedings of the Governor's Invitational Conference on Post-Secondary Educational Opportunities for the Disadvantaged—The Role of Communities, Community Colleges, Vocational-Technical Centers and Universities, University of Florida Press, July, 1971, pp. 34-35.

[7]George H. Counts, *Dare the Schools Build a New Social Order?* New York, Stratford Press Inc., 1932.

[8]*Ibid.*

[9]George H. Counts, "Should the Teacher Always Be Neutral?" *Phi Delta Kappan*, December, 1969.

[10]Coleman, J. S., Campbell, E. C., et al, *Equal Education Opportunity*, Department of Health, Education and Welfare — Office of Education, Washington, D.C., 1966.

[11]Lewis B. Mayhew, *Changing Practices in Education for the Professions*, Southern Regional Education Board Monograph No. 17, Atlanta, Georgia, 1971.

PART II

THE RESEARCH AND ACTION PHASE OF CONTINUING EDUCATION

A Pre-workshop Survey of MSW School Social Workers in Florida

Alexis Halley and John Alderson

Prior to the Workshop, a survey questionnaire was developed and administered to all school social workers holding the degree of Master of Social Work (MSW). The purpose of the instrument was to determine current views of local school social work programs and differential staffing.

In order to accomplish this, the questionnaire covered a wide range of topics. Basic information was sought in the areas of age, race, sex, and marital status. In addition, the respondents were asked to express their views on the need for continuing education activities for school social workers.

Several questions were included to determine how the respondents divided their time as a school social worker and how many service persons they supervised at various educational levels. An attempt was made to assess views of differential staffing patterns by determining the willingness of the respondents to delegate functional responsibilities to staff with lesser education.

Additional areas covered by the survey included questions regarding the respondents' participation in curriculum planning at local colleges and universities and their knowledge of field placements in their school district. Data was also collected on the primary problems confronting the school social work program, and the identification of the most important services provided by the State Department of Education.

Forty-eight of the fifty-one school social workers (94%) responded to the mailed questionnaire.

Demographic Information

Table I indicates that the majority of the respondents were white, married females between the ages of 40 and 49. With the exception of six percent[2], all of the respondents had an MSW degree, with forty-three percent having received the degree between 1955 and 1964.

Alexis Halley is the research assistant with the Social Work Education Project. John Alderson, M.S.W., is an associate professor at the Florida State University School of Social Welfare.

TABLE I

DEMOGRAPHIC DATA

SEX:		**RACE:**	
Male	27%	Black	13%
Female	73%	White	87%
MARITAL STATUS:		**AGE:**	
Single	25%	21-29	6%
Married	52%	30-39	23%
Widowed	5%	40-49	44%
Divorced	14%	Over 50	27%
Separated	4%		

The vast majority of the respondents (94%) indicated they were certified. Further, most of the respondents annually earned more than $10,000, with a majority (82%) on a salary scale other than a regular teacher's schedule.

Continuing Education

The respondents were questioned about their views on continuing education activities. A large majority (77%) responded that they had taken additional course work since receiving their MSW degree. Most (55%) took course work in education, with the rest taking courses in varied areas such as guidance and counseling, anthropology, sociology, psychology, etc. It was of interest to note that only twelve percent of the respondents had taken additional courses in social work. When asked why they had taken additional course work, most (73%) responded that it was to receive certification, while the remaining (27%) indicated the purpose was to increase their skills and learn new techniques of instruction.

Most of the respondents (81%) indicated that there was a need to obtain additional course work. When asked to explain why, the following were listed: To update and improve professional knowledge and skills in social work (55%); to keep abreast of current trends in social work and education (27%); and finally, to learn more about the field of education (18%).

In summary, the respondents evidenced a very real concern that school social workers need to be informed of current trends and innovations not only in their own field but also in related fields.

Degree Held by Immediate Supervisor and Number of Persons Supervised

Responses to this section showed that a majority (60%) of the respondents were supervised by an MSW. The remaining were supervised by persons holding a Masters degree in a related field or a Ph.D. or Ed.D.

When asked to specify the number of school social work service persons supervised at all educational levels, a majority of the respondents (62%) indicated that they did not supervise any lower levels of staff. The remaining respondents generally supervised persons at one or more educational levels, with the greatest number supervising staff at the baccalaureate (in Arts and Sciences and Education) level. The smallest number of service persons supervised by the school social workers in this sample was at the Associate (community college) level.

Percentage of Time Spent in Various Tasks; and Willingness To Delegate Functional Responsibilities to Staff with Lesser Education

The purpose of including the two questions in Table II was to determine how much time the respondents *actually spent* in performing these tasks, and then how much time they *would like to spend* performing the same tasks.

TABLE II

A. PLEASE INDICATE THE PERCENTAGE OF TIME YOU SPEND DOING THE FOLLOWING TASKS, MAKING SURE THE TOTAL IS 100%:

TASKS	PERCENTAGE OF TIME				
	0-25%	26-50%	51-75%	76-100%	
1. Direct services for pupils and parents	29%	36%	27%	8%	
2. Case consultative & collaborative services for teachers and community agencies	40%	50%	8%	2%	*Percentage of Respondents*
3. Administrative services (Policy development, case management, etc.)	73%	8%	2%	17%	

B. PLEASE INDICATE THE PERCENTAGE OF TIME YOU WOULD LIKE TO SPEND DOING THESE SAME TASKS, MAKING SURE THE TOTAL IS 100%:

TASKS	PERCENTAGE OF TIME				
	0-25%	26-50%	51-75%	76-100%	
1. Direct services for pupils and parents	30%	34%	36%	0	*Percentage*
2. Case consultative & collaborative services for teachers and community agencies	34%	60%	6%	0	*of*
3. Administrative services (Policy development, case management, etc.)	68%	17%	9%	6%	*Respondents*

Analysis of section A of Table II indicates that the majority of respondents spend at least half of their time in direct service and case consultative and collaborative services; and not more than twenty-five percent of their time in administrative services. It should also be noted that the majority of the participants do not spend more than fifty percent of their time in any one task.

Section B of Table II indicates that the vast majority of the respondents would like to spend at least three-fourths of their time in direct services and case consultative and collaborative services, and not more than one-fourth of their time performing administrative services.

In comparing the time actually spent and the time the respondents would like to spend performing these three tasks, it is interesting to observe that the only task that this sample would like to spend more than half their time doing is direct services for pupils and parents. They seem to be satisfied with spending not more than fifty percent of their time in case consultative and collaborative services; and not more than twenty-five percent of their time performing administrative services. The minor shift in preference also indicates that the school social workers appear content with their current division of labor, with direct services taking precedence over indirect services.

FIGURE A

IF YOU WERE GIVEN A RANGE OF STAFF AND A POSSIBLE RANGE OF TASKS, INDICATE WHAT TASKS STAFF AT VARIOUS EDUCATIONAL LEVELS MIGHT ASSUME TO MEET CLIENT NEEDS.

	Masters	Bachelors	Associate	High School or Less
1. Leadership and policy making				
2. Casework service to the child and his parents				
3. Educational counseling with the child and his parents				
4. Personal service to the teacher				
5. Case load management				
6. Interpreting school social work service to teacher,parents,etc.				
7. Liaison between the family and community agencies				
8. Clinical treatment of child w/emotional problems				
9. Interpreting child to teacher				

To determine the willingness of school social workers to delegate functional responsibilities to staff with lesser education, questions were drawn from the Costin study as noted in Figure A.[3] Response groupings indicated that forty percent of the respondents felt that most (at least 7) of the listed tasks should remain the responsibility of the MSW. Thirty-six percent indicated that most of the tasks could be performed by Masters and baccalaureate level graduates. Thirteen percent felt that Masters, baccalaureate, and Associate levels could perform most of the tasks.

Thirty-eight percent of the respondents felt that none of the tasks could be performed by the high school graduate or less, and nine percent felt that none of the tasks could be performed by either the Associate or the high school graduate or less.

These responses tend to confirm a major conclusion arrived at in the Costin study, that MSW's are reluctant to delegate functional tasks to staff with a lesser education. An exception in this sample was at the baccalaureate level, where some willingness to delegate the tasks was indicated. The fact that very few respondents checked many of the tasks for the Associate and less levels may be indicative of the fact that these levels are still viewed as primarily clerical by this sample of social workers.

Participation in Curriculum Planning and Field Placement

The majority of the respondents (96%) indicated that they had no opportunity to participate in social welfare curriculum planning and evaluation at local universities and community colleges. However, most (56%) were employed in school systems which served as field placements for social work students. These respondents were asked to explain how the students were utilized in the setting. Generally the majority of students are placed in the school setting to do individual and group work and are co-equal to regular staff with usually similar but smaller caseloads. Students are assigned cases and are responsible for reporting to certain schools. They use a variety of methods, including casework, groupwork, and community organization.

Thus, while the majority of the respondents do not have the opportunity to participate in curriculum planning and evaluation, most are at least in a school system which serves as a student field placement and are very much aware of how the students are utilized.

Percentage of Other PPS Workers' Roles and Type of Working Relationship with Each

School Guidance Counselor

In order to determine the school social worker's relationship with the school guidance counselor, several questions were asked. Most of the respondents have contact with a guidance counselor at either the elementary (51%) or secondary (90%) level, or both.

Those who worked in schools where a guidance counselor was assigned were asked to rank order seven activities of the guidance counselor in terms of their appropriateness in attaining the goals of the school program. Total responses indicated the following ordering of the tasks:

(1) Educational counseling with the child and his parents
(2) Vocational counseling with the child and his parents
(3) Identify problems for referral to school social worker and school psychologist
(4) Administering, scoring, evaluating and interpreting psycho-educational tests
(5) Working with children who are presenting discipline problems to improve their classroom behavior
(6) Helping the teacher understand her interaction with the child
(7) Intensive counseling of children with emotional problems

In the opinion of the school social worker, the most appropriate tasks of the school guidance counselor are educational and vocational counseling of the child and his parents, and the identification of

problems for referral to other members of the pupil personnel service team.

The majority of the respondents (86%) indicated that they had cooperative working relationships with the guidance counselor in both the elementary and secondary schools. When asked to elaborate on the type of working relationships, the responses in Tables III and IV were listed.

TABLE III

WORKING RELATIONSHIP WITH GUIDANCE COUNSELOR AT THE ELEMENTARY LEVEL

1. The team approach is used, and appropriate services are determined by the group	41%
2. Counselor is usually initially and briefly involved in problem situations, and refers to the school social worker those appropriate for the service	29%
3. The counselor can be a very effective resource to the school social worker, as he is in the school each day	20%
4. When working with the child or parents in counselor's school, keep her aware of progress made—serve as consultant when asked.	10%
TOTAL	100%

The responses shown in Table IV generally express the same positive feelings indicated in Table III. These results show that this sample of school social workers has developed a good working relationship with the guidance counselor at the elementary and secondary levels.

TABLE IV

WORKING RELATIONSHIP WITH GUIDANCE COUNSELOR AT THE SECONDARY LEVEL

1. Counselor is usually initially and briefly involved in problem situations, and refers to the school social worker those appropriate for the service.	37%
2. There is excellent cooperation and a good working relationship.	16%
3. The team approach is used, and appropriate services are determined by the group.	16%
4. When working with child/parents in counselor's school, keep her aware of progress made—serve as consultant when asked.	16%
5. The counselor can be a very effective resource to school social worker as he is in the school each day.	15%
TOTAL	100%

Thus, the majority of the MSW school social workers are assigned to schools where a guidance counselor is a member of the pupil personnel

service team. They view the counselor's primary function as educational and vocational counseling, and, on the whole, have a very cooperative working relationship.

School Psychologist

Similar questions were asked to determine the school social worker's relationship with the school psychologist. The majority of the respondents work in schools, both elementary (94%) and secondary (83%), that employ a school psychologist.

Those who worked in schools where there was an assigned school psychologist were asked to rank order four activities of the school psychologist in terms of their appropriateness in attaining the goals of the school program. Total responses indicated the following ordering of the tasks:

(1) Diagnostic testing and evaluation of individual pupils
(2) Use of the case conference method to determine the treatment plan
(3) Helps the teacher to understand her interactions with the child
(4) Determines treatment plan to be used with children with emotional, psychological, social or situational problems

Thus, this sample of MSW school social workers felt that the most appropriate task of the school psychologist in attaining the goals of the school program was diagnostic testing and evaluation of individual pupils.

The majority of the respondents have a cooperative working relationship with the school psychologist at both levels (elementary—98%; secondary—92%). Tables V and VI show how the respondents explained their working relationships with the school psychologist at the elementary and secondary levels.

TABLE V

WORKING RELATIONSHIP WITH SCHOOL PSYCHOLOGIST AT ELEMENTARY LEVEL

1. Through team meetings many important decisions are made.	38%
2. We refer cases to one another and collaborate our diagnosis and recommendations to the administrators.	26%
3. When exploration of the problem reveals the need for testing, a referral is made to the psychologist, and the two disciplines join in interpreting to the parents	26%
4. The school social worker provides social history and follows up as recommended by the school psychologist.	10%
TOTAL	100%

The responses in Table VI indicate a similar positive working relationship at the secondary level. Both levels seem to have developed this relationship by using a team approach to provide services.

TABLE VI

WORKING RELATIONSHIP WITH SCHOOL PSYCHOLOGIST AT SECONDARY LEVEL

1. Confer frequently on situations we are both working with. Accept referrals from and make referrals to school psychologist. We are both part of a team.	55%
2. Our relationship is collaborative/consultative—school psychologist is very helpful in sharing findings and impressions of child's situation.	30%
3. The school social worker provides social history and follows up as recommended by school psychologist.	15%
TOTAL	100%

In summary, most of the MSW school social workers are assigned to schools where the school psychologist is a member of the pupil personnel service team. They view his primary function as that of diagnostic testing and evaluation of individual pupils. Total responses indicate that there is generally a very cooperative working relationship between the school social worker and the school psychologist, with frequent consultation and referral of cases.

Crucial Problems Facing the School District

In order to determine the respondents' views of the crucial problems facing their school district, they were asked to rank order three problems from a list of nine [i.e., attendance/truancy; achievement/learning difficulties; disciplinary/behavior; student/teacher communication; emotional problems; drug abuse; poverty (housing, low nutrition, income); racial and/or cultural conflicts; and delinquency]. From this list the three most crucial problems in order of importance were:

(1) Achievement/learning difficulties
(2) Emotional problems
(3) Disciplinary/Behavior

It is significant to note that of these three problems, two are primarily "in-school" problems, *viz.*, achievement/learning difficulties and disciplinary/behavior, while emotional problems may perhaps best be viewed as being a combination of "in-school" and community-familial based problems. This distinction is noted because the question was designed to determine whether the respondents would place more emphasis on problems confronting them in the school than those confronting them in the community. The results would seem to warrant

the conclusion that for this sample, "in-school" problems are the most crucial problems facing their school districts.

Problems Facing the School Social Work Program

Similarly, to determine the respondents' views of problems facing the overall school social work program, they were asked to rank order three primary problems from a list of nine, including: understanding of the school social work program by the school administration; understanding of the role of the school social worker by other pupil personnel staff; salary structure; certification; community resources; community relations; parental involvement in school programs; and services from the State Department of Education. From this list the three primary problems in order of importance were:

(1) Understanding of the school social work program by the school administration
(2) Understanding of the role of the school social worker by other pupil personnel staff
(3) Community Resources

The distinction noted previously between "in-school" problems and community based problems applies here. Again the results indicate that two of the three problems are "in-school" problems, while the third problem of community resources can be viewed as a combination of "in-school" and community based problems. These results are consistent with the finding previously stated in this study that the school social worker (in this sample) spends most of his time in direct services for pupils and parents and case consultative and collaborative services for teachers and community agencies. Although some of the major problems confronting the school social work program are community based, this sample felt that the primary problems were "in-school."

Services of the State Department of Education

In an attempt to assess the most important services provided by the State Department of Education, respondents were asked to rank order three services from a total of ten which included the following:[4] communiques and bulletins specifically for VT/SSW; local program evaluation; local program consultation; recruitment and placement services; interpretation of services locally, statewide, and to the legislature; special project consultation; promoting the development of continuing education courses; participation in workshops and conferences; assisting school districts with research projects; and collecting statewide statistical data. From this list, the following three services were considered to be the most important:

(1) Interpretation of services locally, statewide, and to the legislature
(2) Special project consultation

(3) Communiques and bulletins specifically for VT/SSW's

It is important to note that the school social workers felt that the most important service provided by the State Department of Education was the interpretation of services locally, statewide, and to the legislature. At a time when school social work is engaged in a struggle for survival and recognition, it is mandatory that this service be performed by the State Department of Education. The respondents also indicated a need for special project consultation services from the Department. Further, they recognized the importance of communiques and bulletins specifically for VT/SSW's. In order to expand and improve the program, school social workers throughout the state must be in close communication, and aware of developments in other counties.

Conclusions

The majority of the school social workers in this sample are white, married females between the ages of 40 and 49. Most are certified and earn more than ten thousand dollars a year on a salary scale other than a regular teacher's schedule.

It was significant to note that the respondents evidenced a great concern that school social workers need to be involved in continuing education activities. Most had taken additional courses since receiving their degree, but the primary purpose for many was certification. Although very few respondents had taken additional courses in social work, many stressed the fact that school social workers need to be informed of current trends and innovations in both their own and related fields.

In the area of supervision, most of the respondents were supervised by a person holding an MSW. Although most of the respondents did not supervise any school social work service personnel, some social workers supervised one or more educational levels primarily at the baccalaureate level.

The respondents spend most of their time in direct services to pupils and parents, along with case consultative and collaborative services. A very limited portion of their time is spent in administrative services. Although many indicated they would like to spend most of their time in direct services, there seemed to be a general feeling of satisfaction in placing primary emphasis on direct service and case consultative and collaborative services, and little emphasis on administrative services.

A significant number of the respondents showed reluctance in delegating functional tasks to staff with lesser education, with the exception of the baccalaureate level. Here there was evidence of an increasing recognition of the role of the baccalaureate as a service person. These results tend to indicate a lack of knowledge by the MSW of how differential use of manpower can be used to strengthen and expand a service program.

Although the vast majority did not have the opportunity to participate in curriculum planning at local colleges, most worked in systems which served as student field placements for social work students. The lack of participation in curriculum planning indicated an important area where MSW's were not involved, yet need to be. If school social workers have difficulty translating their needs to social work educators and school administrators, then it will be difficult to influence changes and program modifications.

Most of the respondents worked in schools where a guidance counselor and a school psychologist were a part of the Pupil Personnel Service. Total responses indicated very positive cooperative working relationships had been established with these members of the team, with frequent consultation and referral of cases.

The school social workers felt that achievement/learning difficulties, emotional problems, and disciplinary behavior problems were the three most crucial problems facing their school districts. The most crucial problems facing the school social work program were understanding of the program by the school administration, understanding of the role of the school social worker by other PPS staff, and community resources. It is significant to note that in both of these areas emphasis was placed on "in-school" problems. In view of the fact that school social workers are searching for solutions to these problems, it becomes readily apparent that continuing education activities are needed to introduce new problem-solving techniques in these areas.

To summarize, the results of this survey questionnaire provided clear justification for a workshop in continuing education for school social workers. The problems that daily confront the school social work practitioner have become so extensive that the need to introduce new ways of solving these problems is acute. If the MSW is to provide leadership in this field, he will have to be aware of current developments in the field and be able to suggest and implement new approaches to solving the numerous program problems. This workshop provided a beginning attempt to assist the MSW in resolving the issues that were raised in this questionnaire.

NOTES

[1]In Florida, these workers are classified as Visiting Teacher/School Social Worker (VT/SSW). In this paper they will be referred to by the generic title of school social worker.

[2]The six percent included two Master's in Education and one Ed.D.

[3]These nine tasks were drawn from the factor analysis of Lela B. Costin, "An Analysis of the Tasks in School Social Work as a Basis for Improved Use of Staff," Final Report to the U.S. Department of Health, Education, and Welfare, Office of Education, Bureau of Research, Project No. 6-8315, Grant No. OEG 3-6-068315-1306, February 28, 1968.

[4]This question was placed in the questionnaire to provide assistance to the State Department of Education in determining departmental priorities.

Post-workshop Evaluation

Alexis Halley and Curtis Krishef

Introduction

Traditionally, continuing education activities for social workers have emphasized the improvement and upgrading of practice skills. Since this Workshop in continuing education for school social workers utilized a new strategy, i.e., an attempt to introduce information on current developments in manpower utilization, and a concurrent attempt to promote and develop leadership from the field, it was felt important to assess the participants' views on this approach.

The assessment took the form of two evaluation questionnaires, an interim questionnaire administered at the end of the first day, and a more extensive questionnaire administered at the conclusion of the Workshop.

Interim Evaluation

The first evaluation questionnaire required the participants to evaluate the day's meeting; the extent of their participation; the important points adequately and inadequately covered; and how much they felt they had learned. Thirty-nine of the fifty-one participants (76%) responded.

Both the interim and final evaluations were comprised mainly of open-ended questions. In reporting results for these questions, responses given by less than ten percent of the sample have been dropped, since it was felt they did not represent a significant number of the total sample.

Extent of Participation

At the conclusion of the first day of the Workshop, most of the participants felt that the meeting had been good. Most participated moderately and felt they had learned something. (Table I).

Alexis Halley is the research assistant with the Social Work Education Project.
Curtis Krishef, Ph.D., is an associate professor at the Florida State University School of Social Welfare.

TABLE I
PARTICIPANT REACTIONS

Today's meeting was:			
Excellent	16%	Poor	6%
Good	54%	Very Poor	0
Fair	24%		
I participated:			
Fully	18%	Minimally	26%
Moderately	51%	Not at all	5%
I learned:			
A great deal	11%	Not much	9%
Quite a bit	24%	Nothing	0
Some	56%		

Fifty-six percent of the participants responded to the question asking why they had not participated to the extent they wished. Their major reasons included a feeling that this was primarily due to the limited time for small group discussion (23%); there was too much content and not enough time to integrate the material (14%); and some felt uncomfortable discussing issues with those who had more experience (14%). The remaining listed diverse reasons for not participating to the extent they wished. These ranged from feelings of discomfort with strangers to feelings of resistance in dealing with the changes that were being suggested in the Workshop regarding professional roles in school social work.

Adequate Coverage of Issues

In response to the question asking "What important points were adequately covered in this meeting?" the participants perceived a wide range of issues. These included the introduction of differential staffing (28%); the necessity of moving away from traditional social work methods, in addition to or even in place of casework (28%); the survey of school social work—past, present, and future (18%); a recognition of the many problems facing the school social worker (14%); and finally, the need to redefine the role of the school social worker (12%).

Inadequate Coverage of Issues

In response to the question asking "What important points were inadequately covered in this meeting?" the following were listed: how changes suggested at the Workshop can be implemented, and future direction (26%); the need to redefine the role of the school social worker (23%); how to implement differential staffing (14%); how to promote the use of school social work (14%); and specific problems

facing the school social worker, including certification and the negative feeling toward the school social worker (14%). Nine percent of the participants had incomplete answers to the question.

Conclusions

A comparison of the issues adequately and inadequately covered surfaces two key observations:[1]

(1) Three of the categories under the sections of adequate and inadequate coverage are concerned with the same issues (i.e., differential staffing, role definition of the school social worker, and the problems facing the school social worker).

(2) The overriding issues that participants felt were inadequately covered were *how* they were to implement the suggestions made, and *how* they were to discover new solutions to the many problem areas.

In reviewing the data, the major complaint was the lack of suggestions on how to solve the problems facing school social work and the means of implementing constructive changes. While many of the responses seemed to indicate that the focus of the Workshop was somewhat obscure to the participants, there seemed to be general agreement that the first day had at least succeeded in clarifying the pertinent issues facing the school social worker today. The presentations regarding the current developments in manpower utilization and how this affects school social work were considered helpful and provided a basis for further discussion. Several pointed out that solutions and means of implementing them would have to result from more opportunities for small group discussion.

Final Evaluation

The final evaluation questionnaire required the participants to evaluate the entire Workshop in terms of the following areas:

(1) Whether the Workshop was helpful with the work of the participants
(2) How it compared to other workshops dealing with similar subject matter
(3) How successful it was
(4) Whether or not a follow-up workshop would be helpful
(5) Opinions regarding the development of MSW leadership in school social work

Thirty-six of the fifty-one participants (71%) responded.

Helpful Aspects of the Workshop

Five questions were designed to determine the helpful aspects of the Workshop. In response to the question asking, "In what ways has this

Workshop helped you with your work?" the majority of the participants responded that it had helped in a variety of ways. These included: the Workshop helped in highlighting the issues, offering specific information in several areas, and pointing out the urgency of system change and involvement (33%); it helped in providing the opportunity to discuss common concerns with other MSW school social workers (31%); it helped to operationalize many of the theories and new ideas that were presented (22%); and finally, the Workshop helped in enlarging the outlook from a casework orientation to a realization of the equal importance of other areas such as community organization and consultation (14%).

Eighty-one percent of the participants responded to the question "In what ways has this Workshop not helped you with your work?" The responses included: Many of the ideas presented were good, but too idealistic—there was not enough attention given to the specifics of system change and implementation of goals (55%); a feeling that there was too much content presented and not enough time given to interact (15%); a feeling that the Workshop was still just scratching the surface in spelling out the roles and services of the school social worker (15%); and finally, a feeling that there was a need to add a new dimension to existing skills that would focus on the community (15%).

In addition to asking participants to list the ways the Workshop had helped or not helped them with their work, there was a question asking the participants to evaluate how helpful the Workshop had been in regard to specific areas. (See Table II)

TABLE II

How helpful has this Workshop for School Social Workers been in regard to the following:

	Very Helpful	Of Some Help	Of Little Help
1. In enhancing practice skills	3%	54%	43%
2. In increasing knowledge in new techniques	20%	49%	31%
3. In giving a new perspective on school social work	69%	28%	3%
4. In suggesting solutions to administrative problems	20%	43%	37%
5. In clarifying the need for changes in the training of school social workers	61%	28%	11%
6. In sharing experiences & ideas with others	44%	53%	3%

An analysis of Table II indicates that most of the participants found the Workshop to be very helpful in two areas: (1) giving a new perspective on school social work and (2) clarifying the need for changes in the training of school social workers. Respondents found the Workshop to be of some help in: (1) enhancing practice skills, (2) increasing knowledge in new techniques, (3) suggesting solutions to administrative problems and (4) sharing experiences and ideas with others.

In response to the question asking for a listing of the three things that were most helpful at the Workshop, the following data was obtained:

TABLE III

Of all the things you have done at the Workshop, which have you found to be most helpful?

	Most Helpful	Second	Third
1. The speakers and the issues and information they presented	33%	33%	24%
2. Small group discussions	36%	33%	24%
3. Interaction with other school social workers	9%	15%	24%
4. Town Hall Meeting	13%	15%	18%

Table III indicates that the three things that the participants felt were most helpful at the Workshop were: (1) the small group discussions, (2) the speakers and the issues and information they presented, and (3) the opportunity to interact with other school social workers.

The final question in this area asked, "In addition to its usefulness for your specific work was this Workshop of use to you in other ways?" Ninety-four percent responded that the Workshop had been useful in the following ways: It gave a statewide view and provided an opportunity to exchange common experiences with other school social workers (59%); it was useful for general information and for the presentation of various issues (18%); it gave new dimensions of service delivery on a state level (13%); and finally, it heightened the need for continuing education (10%).

In summary, the majority of the participants found the Workshop to be helpful, particularly in providing them with the opportunity to discuss pertinent issues and ideas for change with other MSW school social workers. The Workshop was also useful in that it suggested the improvement and expansion of school social work services.

Comparison with Similar Workshops

Two questions in the evaluation dealt with the comparison of this Workshop with similar workshops. In response to the question asking "Have you ever attended any other conferences or workshops dealing with similar subject matter?" forty-four percent of the participants replied that they had.

The second question asked "If you have attended other workshops/ conferences dealing with similar subject matter, how did this Workshop compare with them?" All of the individuals responding to this question felt that this Workshop was somewhat better or much better than the others they had attended.

Successfulness of the Workshop

The participants were also asked to rate the successfulness of the Workshop. (Table V)

TABLE V

How successful do you think this Workshop has been?

Extremely Successful	19%	Fairly Successful	12%
Quite Successful	69%	Not Successful at All	0

Table V shows that all of the participants thought the Workshop was successful in varying degrees, with most of them responding that it was quite successful.

Usefulness of a Follow-Up Workshop

In this regard, the participants were asked one question: "If funds were available, do you believe another workshop to follow-up on the issues covered in this Workshop would be helpful?" Ninety-four percent responded yes, and six percent responded no. When asked to explain why a follow-up would be helpful, the following reasons were given: this Workshop has stimulated interest and definitely needs follow-up (49%); to learn what the Task Force has been able to do (36%); and to proceed in forming a statewide organization to advance an effective leadership (15%).

Opinions Regarding the Development of MSW Leadership

Since one of the primary goals of this Workshop was to promote and develop MSW leadership, the final question in the evaluation asked "Do you believe it would be profitable for this group to maintain a continuing relationship for the purpose of developing leadership in school social work?" Ninety-seven percent responded yes and three

percent responded no. Explanations included the following: leadership must come from this group—if there is not a continuing relationship, efforts will be fragmented (71%); future meetings should include B.A. level workers, students, paraprofessionals and some non-MSW school social workers (13%); a continuing relationship should be maintained for making changes conducive to professionalism, morale, changing times, and for a follow-up in the areas discussed (13%).

Conclusions

The total results of both the interim and final evaluations would certainly seem to support the statement that the Workshop was successful, particularly in achieving the goals of introducing current developments in manpower utilization and promoting and developing MSW leadership in school social work. It was also helpful to the majority of the participants with their work and their recognition of the pertinent issues.

Although there was some confusion about the focus of the Workshop on the first day, it did provide the participants with time to crystallize many of the ideas that were presented. This confusion was expected to occur, due to the fact that the Workshop was not directed at the traditional goal of improving and upgrading existing skills. Comments on the final evaluations indicated that this confusion was for the most part alleviated prior to the conclusion of the Workshop.

Responses regarding the format of the Workshop noted that any activity that was participatory (e.g., discussion groups) was the most profitable and enjoyable. The general feeling of the participants seemed to be that not enough time was provided for discussion, and it was hoped this could be improved at any follow-up workshops.

The most positive responses were expressed in two areas, both of which were a part of the intent of the Workshop. The participants felt that the Workshop was particularly successful in that it provided the opportunity for MSW/School Social Workers in Florida to interact to discuss their changing roles for future practice. They also expressed an overwhelmingly positive response that there was a critical need for their group to maintain a continuing organized relationship to develop these changing roles and share common concerns. Several even suggested that the group should be expanded to include some non-MSW school social workers, baccalaureate level workers and paraprofessionals.

With the realization of the need to define the new role of the school social worker, there was a recognition of the crucial need to develop the means of implementing constructive changes and improvements and a concurrent need to resolve how current roles could best be performed in addition to developing new roles. This recognition resulted in the establishment of a Task Force which was charged with studying these issues and suggesting solutions. Thus, the Workshop was concluded with

the establishment of an organized group to maintain the relationship that was developed among the MSW/School Social Workers and to attempt to resolve the many problems confronting school social work today.

NOTES

[1] In comparing responses for the adequate and inadequate coverage of issues, it should be noted that the total number of responses for issues adequately covered was 52 (due to overlapping responses); while the total number of responses for issues inadequately covered was 33.

Townhall Meeting – Workshop Recommendations

Jeffrey Lickson

The Town Hall meeting was held to provide the participants with opportunity to discuss the key issues from the field of school so work, and was moderated by Mr. Larry Pool, M.S.W., a lecturer at Florida State University School of Social Welfare. Prior to the meet the Workshop Advisory Committee had identified certificat accountability, and public relations as three key issues that warran open discussion. The meeting was designed to provide critical feedb to all, with a minimum amount of structure and content, particul concerning the major issues that had been discussed in previ sessions. At a subsequent point in the meeting, it was hoped that group would be able to articulate and agree upon some comm decisions regarding the continuing education and leadership iss raised.

Miss Patricia Stevens, School Social Work Program Specialist fr West Palm Beach, led the discussion of Certification. She began remarks by taking exception to the requirement that the person wi Master of Social Work degree take education courses beyond M.S.W. She pointed out that professional preparation in social w should be sufficient requisite for certification without the six to n semester hours in "Foundations of Education" now required. She that the courses neither helped school social workers do "the job" better understand the school system.

Jeffrey Lickson, M.S.W., is a field instructor in school social work at the Florida University School of Social Welfare.

A second basic criticism Miss Stevens reflected was the discrimination against the two year MSW program. She said that in Florida, other two year Masters personnel receive Rank IA Certification while MSW's receive a Rank II Certificate, equating the MSW with one year Masters degrees in education. This has been a chronic complaint of MSW school social workers in Florida.*

The third concern voiced by Miss Stevens had to do with the variations in certification requirements from county to county and the State Department of Education concerning hours, time, and courses necessary for Supervisors of School Social Work. Following Miss Stevens' presentation, the participants from the Duval County (Jacksonville) School Social Work Department made a formal motion that the Workshop go on record to support Rank IA Certification for the two year MSW degree.

There was also extensive discussion from the floor regarding the variations in certification requirements between the state and counties for Supervisors of Social Work in the schools. There was sentiment in favor of eliminating the requirement for education courses in Supervision and Administration in favor of Master of Social Work and related course work for School Social Work Supervisors.

Several participants suggested that the group further study the specifics of "Subject Area Certification", possibly adding Social Work as a subject or service area. These views seemed to reflect the group's interest in making specific recommendations concerning certification to the State Department of Education.

The discussion of certification ended following unanimous approval of a motion to authorize a "Task Force" from the group to study and

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*It should be noted that in Florida, school social workers are certified as "Visiting Teachers." Specialization requirements for certification for Visiting Teacher are as follows:

(1) Rank III Certificate
  (a) A Bachelor's degree with a major in social work and one course in school administration OR
  (b) A Bachelor's degree, with thirty semester hours including credit in each of of the areas specified below:
    1. Basic school organization or administration
    2. Social welfare or child welfare
    3. Child growth and development or human behavior
    4. Counseling or social casework
    5. School and society

(2) Rank II Certificate
  (a) A Master's degree with a graduate major in social work OR
  (b) A Master's degree with thirty-six semester hours including the areas specified above for the Rank III Certificate.

(3) Rank IA Certificate. Qualification for the Rank IA Certificate requires forty-two semester hours including the areas specified above for the Rank III Certificate covering Visiting Teacher. At least six of the forty-two semester hours must be earned at the graduate level.

(4) Rank I Certificate
  (a) A Doctor's degree with a doctoral major in social work

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prepare recommended changes regarding certification across all levels from the Associate Degree through the MSW.

Mrs. Harriet Baeza, School Social Work Supervisor from the Pinellas County School System presented the following ideas on "Accountability":

"First I want to tell you right away I've just gotten the latest word on Accountability—from a national meeting: It's that—'Accountability is the hot pants of Education."

A more sober definition is that of the American Association of School Administrators which described it as "Diagnosis plus Prescription plus Evaluation."

Actually, accountability means documenting the value of any particular service to a system—demonstrating how effective it is. It has come to mean that someone or something should be held responsible for the attainment of specific objectives as a just return for an investment of time, energy and money. We heard Jeff say yesterday that many are looking at us as though our programs are frills, and Paul Fitzgerald pointed out that questions will be asked which were never asked of us before. We must be able to document to lay people and school boards as well as the legislature what we do because all over the country pupil personnel programs are being phased out.

Why Accountability? The public is asking "what are we getting in return for our tax money?" The pinch on tax dollars becomes steadily worse. As you have heard several times, our very existence may depend upon our ability to be accountable in terms of measurable results. Nationally, people are alarmed by inflation, rising salaries in education and worsening of certain social problems for which they blame the schools. In Florida, our state legislature has become involved as one of many public bodies which want to know how public money is being spent and the effectiveness of the expenditure. Last week in the legislature a bill zipped through the House that would require periodic "report cards" to the citizens. The measure sets up a uniform statewide system of "educational accountability" to rank Florida's schools in their delivery of the basic skills of reading, writing and arithmetic.

In these days of low budgets and counties thinking "where can we cut", there's little doubt that accountability in human services will be the next requirement. This is harder than documenting improvement in math and we must be prepared. You may ask why accountability in school social work? Isn't it obvious that we help people? Don't we work long hours, often under difficult condi-

tions? Don't we work with the poor, the sick, the neglected? How can we measure dedication? Empathy? Are our competencies being questioned? Who does more self-evaluating than social workers? Are these your reactions when someone mentions accountability to you? The problem may be the feelings evoked in us—we may feel threatened, defensive or just that it isn't worth the time involved.

However, isn't the public asking for something we should have provided long ago? Aren't they entitled to a measure of what they are paying for? Some in this room I know have provided it but probably very few. *We* are convinced our services are valuable to the schools. However, we are going to be asked to prove it—to present justifications for our programs, not just our opinions. Instead we'll be asked for information based on hard data—data for our school administration, for the legislature, for the citizens, for the public media.

The task of securing the necessary data can be exasperating and time-consuming, perhaps even painful, but if we don't become involved, it may reach the point where "outsiders" will be brought in to evaluate us.

How do we handle this? How can we document the worth of our service? Where do we begin? There is much confusion in the field but we do know that first we have to have goals and objectives and then measure to what extent we have achieved them. Learning objectives represent a unit of production and make it possible to verify whether the production occurred or not. To repeat, we must learn to state our objectives so they can be measured. This means conceptualizing criteria of effectiveness and then learning to apply research methodology in evaluating the effectiveness. In other words, we need to analyze what we do and *why* the situation is improved as a result. We must figure out ways of measuring the amount of change in an individual (or group or community) from the time we enter the situation until we leave it. Our goals may be such things as improvement in a child's self-concept or in his social relationships. How can we develop tools by which to measure such improvement? There are various kinds of research. One way is assessing before and after our intervention. For example, such things as how well a child achieves academically, what kind of peer relationships he has and what kind of other relationships as perceived by his teacher can be learned, perhaps noted on a form before and after we have become involved. Differences in peer relationships can be learned through sociograms before and after social work services. The child's concept of himself or his attitudes toward school can be determined through tests that measure these, again before and

after we become active. Another way is setting up experimental and control groups and measuring the difference in impact and results of those who receive our services and those who don't.

There may also be evaluation of how our services in general are perceived by others. Questionnaires can be devised for administrators, teachers, parents, students—to see, for example, if they perceive us as operating in the problem and crisis areas of education such as student unrest, drug use and abuse, integration. We can learn whether they feel we should be involved, and if we are, whether the degree of involvement is adequate and if they perceive us as successful in our efforts.

So you see, accountability is a many-splendored thing—we could go on and on—the important thing is to be aware it is upon us—and perhaps even more so for the counties that have programs of school social work, for upon them falls the responsibility not only of demonstrating the quality of the product to their own school boards but also, hopefully, to plant some seeds for effective program development in other counties.

So let us think about such things as: who pays our salaries, and why? To whom are we accountable? To only our employers or to others too? For what are we accountable? Are we clear on our role and function? How do we avoid getting to the point where the public, in its dollar worries, says "we know not what they do, let's cut them out?"

Following Mrs. Baeza's presentation, discussion brought out the fact that this is a statewide problem. Some concern was expressed that the legislature might define effective school social work service rather than the school social work practitioners. It was noted that both the Pupil Personnel Advisory Committee and the Visiting Teacher/School Social Work Advisory Committee were studying the issues related to Accountability but that nothing had been mandated statewide to date.

Mrs. Gaye Katsaris, School Social Worker from the Leon County School System presented the following views concerned with "Public Relations":

Public Relations may not be the most *definitive* title for this subject area, however what we wanted to convey is the importance of School Social Worker's *communicating* their role. This seems to have been a *recurring theme* throughout this Workshop to this point, as almost every speaker has touched upon the responsibility we have to give teachers and administrators, school boards, and the lay public (including the clients) a clear picture of what the School Social Worker has to offer. Paul Fitzgerald said "we have to tell the lay public and the school boards what we are and what we're about." And I think each one of us is daily feeling the necessity of "*selling*" our services, as the money situation tightens.

Apparently, School Social Workers have not been too successful in this area previously, as illustrated by the study Dr. Guzzetta cited where not one school superintendent had a clear understanding of School Social Work, regardless of whether he had School Social Workers on his staff!

Some of the areas we hope to examine in greater detail are:

1) How can we communicate successfully? We may need to call upon the field of advertising to help us with films, brochures, etc. explaining School Social Work to its best advantage.
2) Do we have a professional responsibility to "sell" counties who do not currently employ School Social Workers? If so, how? What about a local or state visiting team approach?
3) How can we more effectively and efficiently communicate among ourselves? Greater contribution to the Pupil Personnel Quarterly and the currently existing Visiting Teacher newsletter are possibilities. But what about a newsletter for School Social Work?
4) What about MSW recruitment? How do we let people know that Florida is a good place to live and work? And of course, the other side of the coin, can we create the positions?

These are only four areas for discussion. I hope you will think of others. Hopefully, we can decide whether we as a group are interested in pursuing any of these areas further during the "time for decision."

During the discussion which followed Mrs. Katsaris' presentation it was mentioned that two newsletters exist and that a "Task Force" would need these and other resources for effective communications. It was further suggested that the name of the Visiting Teacher/School Social Worker be changed to "School Social Worker." The name change resolution passed unanimously, and the group felt that this issue would logically tie in with the broader certification issue.

The group unanimously accepted the proposal of the Resolutions Committee:

"Be It Resolved . . . That this Conference membership, in order to consolidate the opportunities offered by the Conference, form a Task Force Committee to pursue continuing education for school social workers and to further development of professional practice in school social work emphasizing trends and issues focused upon during the Conference."

At the conclusion of the Town Hall Meeting, Jeffrey Lickson was elected chairman of the "Task Force Committee." The group gave Mr. Lickson the authority to select a Steering Committee to represent the geographic areas of the state and to pursue follow-up funding for continuing education.

CONSULTANT'S CORNER

Comments On The Workshop

Charles Guzzetta

The workshop was, in my judgment, a real success. There was serious involvement by participants and resolution to continue together to deal with the issues raised. It is difficult to imagine what more could be expected (which always must be less than what is desired). The strength of the group was clear when it resisted being moved in any particular direction, but selected its own agenda for action. It is a tribute to the flexibility and skill of the workshop leadership that this independence led to movement rather than conflict.

Various questions and comments arose in my discussion group which may be useful for the project staff to know.

a. Workers felt that they were "competing in a foreign field," since the field of guidance receives support both at the state and community levels, while social workers (M.S.W.) allegedly do not.

b. Antagonism toward the policies of the F.S.U. School of Social Work included its failure to offer summer courses or short-term courses (like Smith College Case and Western Reserve University); also, the policy forbidding students to complete the M.S.W. degree in a piecemeal fashion, without the requirement of full-time residence.

It was noted that some attempts at outreach had met with limited success: one course offered in Tampa attracted only nine people. Nevertheless, the wish was expressed that the School might make some sort of arrangement in the field. (A possibility might be to develop agreements with school districts which would permit selected competent practitioners to serve as F.S.U. faculty or adjunct faculty and offer courses for credit in the home district.)

Charles Guzzetta, Ed.D., was the keynote speaker and a discussion group leader at the workshop.

A limited number of such courses could be applicable to the degree. This could provide service throughout the state at little or no cost to the University. (A plan somewhat similar to this has been successful in the University of North Carolina School of Social Work for some time);

c. Discussants were unclear about just what M.S.W.s can do that regular guidance people cannot do. The presentations on the last day may have helped in clarifying this issue;

d. There was interest in the application of a systems approach by M.S.W.s in their work, but lack of clarity on how it might be done.

It was interesting to me that the groups saw as the major problems facing them in school social work the following:

1. rejection of children by teachers and "the system;"
2. lack of security of children;
3. pressure on children and teachers;
4. lack of effective parent-school communications;
5. family problems;
6. passivity of teachers; and,
7. present political situation

Obviously, none of these is amenable to traditional casework methods. While the group recognized the necessity of a broader view and particular skills in addition to casework, it was difficult for them to make personal applications. Obviously, the issues raised at the end of the workshop showed the distance between an intellectual grasp of the situation and the "gut issues"—like certification. It seems to me that devising a means to move the social workers as a group from sole concern with eliminating education courses for VT/SSW's to developing means of dealing with broad issues systematically is a major item on the future agenda of the Project. In the first place, there aren't enough caseworkers; and in the second place, they know full well that casework alone isn't the answer. In fact, it is becoming contraindicated in school social work. Startling information such as B.A. level applicants for the Division of Family Services who were music majors and were outscoring social welfare majors on state merit examinations should suggest a reordering of priorities for better service delivery.

The place of the M.S.W. in the chain between higher education and paraprofessionals who can "rap but can't scribe" is almost self-evident. It has the twin virtues of being a good lifeboat and being an essential, legitimate social service.

I don't envy you the task of helping to build this bridge. After two days of dealing with school social work in social change, systems change, etc. the real issues were on the level of hours for certification. This may mean that the two extremes can't be divorced, but will have to be tackled simultaneously.

Two more items: The idea of dropping the requirement that guidance workers hold the administration and supervision certification

is fine for M.S.W.s, but if the group seeks to dump it for all guidance workers, they are likely to create real hostility and almost certainly will fail. The reason is simple: guidance departments usually serve as training grounds fo. administration. Not only are budding administrators spotted there; would-be administrators know this fact and go into guidance in order to be "found." So the drive shouldn't apply just to M.S.W.s.

Secondly, does the formation of the Task Force and its expected activity run the risk of being counterproductive to the field of school social work? The Task Force could strengthen and more-or-less assist the state level leadership, and ought to be prepared to deal with potential divisions which could weaken the whole development of the field.

Some of the comments in the total-group meetings set off a couple of ideas which might be worth something to you. Gaye Katsaris suggested the importance of communicating with people, using audio-visual techniques. She's right. Human-interest feature stories usually go over well in home-town papers, which is where small districts are. Regional Sunday supplements pick up such stories, too. So something on the special services (and problems and successes) of the school social worker could be a good one-shot public relations device.

I just called N.A.S.W. in New York about any blurbs or audio-visual material which could be used at meetings, employment fairs, school openhouses, and such. They don't have much, but what they do have can be obtained from: Don Bates, Public Relations, N.A.S.W., 2 Park Avenue, 10016. Also, Social Work Careers at the same address has a publications list that may be helpful.

The Task Force could work on arrangements whereby school social workers might cooperatively cover counties which have none. For example, two counties might buy half a worker each. Or, a county with many workers (e.g. Pinellas) might release one for a day a week to train paraprofessionals in a neighboring non-M.S.W. county.

Attention might fruitfully be directed to getting vacant positions filled with M.S.W.s which leads to another point: the school social workers ought to have a chance to learn more about practical politics. There appeared to be a need to learn something on the political process in Florida, for example, how to draft bills properly; how to get bills introduced and by whom; proper research to back up bills and supply legislative sponsors with ammunition for moving them; critical points in the legislative procedure; strategies and timing for influence; ways to disseminate information on bills introduced, pending, or passed; and so on.

I hope this memo has not been presumptuous. I enjoyed the workshop; I believe that it was important and that follow-up will make it even more important.

Impressions Of The Workshop

Mary H. Leslie

As a school social worker in the New Orleans, Louisiana Public Schools, I am most appreciative of having the opportunity to share in this experience with the Florida Social Workers. The three questions posed by Jeff Lickson, in terms of school social work services in Florida—(1) "Where are we now," (2) "What is our direction," and (3) "How do we get there," are no doubt being raised by school social workers in many other areas.

It was in response to the first question, "Where are we now?" that I sensed a feeling of hopelessness and anxiety on the part of several of the members of my discussion group. Feelings of separateness and isolation were expressed as well as the perception of unique local problems experienced by school social workers. The remarks regarding the including of school social work service within the Child Welfare services of the Department of Public Welfare were a clear illustration of the search for a niche to keep social work services as a primary function rather than have it come under education, psychology, etc. Some of these concerns are well founded when one considers Dr. Austin's report on his research regarding the use of Master's level Social Workers and the paraprofessional in social work.

Mary H. Leslie is a school social worker in New Orleans, Louisiana.

Our inability as MSWs to plan beyond the one-to-one relationship was clearly demonstrated when we were confronted with the problem of planning a hypothetical $300,000 program. We have not envisioned our roles as administrators, program designers or even as researchers. It was pointed out that these are areas to which we should address ourselves at this time. School social workers should be ready to tackle current problems and issues in terms of offering some approaches and solutions to them. School social workers, according to Dr. Austin, must continuously articulate to superintendents their goals for the future, ever increasing their request and extending their goals. They must be the salesmen for their program. When confronted by school administrators with the question "How do you know what is proposed will work?", the response from the school social worker might be "What do you have that is working?" In other words, let's risk ourselves in trying new approaches to problem-solving.

The student presentations gave us an excellent opportunity to look at ourselves critically. Their experiences again pointed up the need to be creative in the interest of children and their parents if they are to be helped to utilize the educational setting to the utmost. The "Snoopy Store" is a most unique idea and is certainly worthy of adoption when feasible.

The discussion groups, speakers and Town Hall Meeting, in that order were the outstanding features of the program.

Workshop Advisory Committee

Mr. Jeffrey Lickson, Field Instructor in School Social Work
Department of Social Work, Florida State University
(Advisory Committee Chairman and Workshop Coordinator)

Mr. John Alderson, Associate Professor
Department of Social Work
Florida State University

Dr. Frank Biasco, Director of Pupil Personnel Services
Jacksonville

Mrs. Gaye Katsaris, Undergraduate Social Work Program Field Instructor
Florida State University and Florida A&M University

Miss Naomi Knepper, Field Instructor in School Social Work
Department of Social Work
Florida State University (St. Petersburg)

Mr. Larry Pool, Lecturer
Department of Social Work
Florida State University

Miss Anne Ritter, Field Instructor in School Social Work
Department of Social Work
Florida State University (Tampa)

Miss Patricia Stevens, Program Specialist in Casework Services
West Palm Beach

Students Serving on Advisory Committee:

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Miss Judy Brotman
Miss Jane Clement
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Mr. Ron Long
Miss Gladys Neal
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Mr. John Walsh
Miss Lonnie Wesley

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Mrs. Judith G. Lutz
Florida Junior College at Jacksonville, Jacksonville

Miss Louise Atty
Daytona Beach Junior College, Daytona Beach

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Palm Beach Junior College, Lake Worth

Dr. Thomas W. Fryer, Jr.
Miami-Dade Junior College, Downtown, Miami

Dr. Thomas W. Strickland
Department of Education, Tallahassee

Mr. Gordon W. Denham
St. Petersburg Junior College, St. Petersburg

Mr. Charles Gesslein
Chipola Junior College, Marianna

Mr. Dennis Orthner
Tallahassee Community College, Tallahassee

Mrs. Victoria Warner
Florida A&M University, Tallahassee

Dr. Odest Watson
Bethune-Cookman College, Daytona Beach

Dr. Lester Sielski
University of West Florida, Pensacola

Dr. Stanley Lynch
Santa Fe Junior College, Gainesville

Mr. Robert North
Santa Fe Junior College, Gainesville

Dr. William Allen
Florida Technological University, Orlando

Dr. John Degrove
Florida Atlantic University, Boca Raton

Dr. Robert H. Nee
Barry College, Miami

Dr. Bernhard Scher
Florida State University, Tallahassee

Mrs. Ruth Stanley
Department of Health & Rehabilitative Services, Miami

Dr. Diane Bernard
Florida State University, Tallahassee

Mrs. Pamela Manley
Florida State University, Tallahassee

Mr. James Furdon
Barry College, Miami

Mrs. Marianne Brauzer
Barry College, Miami

Dr. Darrel Mase
J. Hillis Miller Health Center, Gainesville

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Bureau Chief, Teacher Education, Certification & Accreditation, Dept. of Education

David Agresti
Director Tampa Halfway House, Div. of Youth Services, H.R.S.

Harriet Baeza
Supervisor, School Social Work Services, Pinellas County

Annabel Brantley
School Social Work Consultant, Div. of Pupil Personnel Services, Dept. of Education

Miles T. Dean
Personnel Officer, Div. of Administrative Services, H.R.S.

Frank Dosal
Personnel Director, Div. of Mental Health, H.R.S.

Margaret Evje
Training Supervisor, Miami VA Hospital

Helen Fallert
Social Work Consultant, Div. of Vocational Rehabilitation, H.R.S.

Paul Fitzgerald
Director of Pupil Personnel Services, Dept. of Education

Toby Harris
Classification & Pay Supervisor, Div. of Personnel & Retirement, Dept. of Administration

Martha Horne
Personnel Director, Div. of Family Services, H.R.S.

Harry Howell
Superintendent Gainesville Sunland, Div. of Mental Retardation, H.R.S.

David Leroy
Supervisor of Examination Development, Div. of Personnel & Retirement, Dept. of Administration

Helen McRae
Chief of Staff Development, Div. of Family Services, H.R.S.

Judy Meisner
Staff Director, House Committee on Health & Rehabilitative Services

Anthony Mixon
Personnel Director, Div. of Mental Retardation, H.R.S.

William Morse
Personnel Director, Div. of Youth Services, H.R.S.

G. Carl Neill
District 7 Administrator, Div. of Family Services, H.R.S.

Frank Nelson
Director, Drug Abuse Program, H.R.S.

Anton Vicek
Executive Director Children's Home Society, & Pres., State Council, NASW

Douglas Zellner
Planner & Evaluator, Div. of Planning & Evaluation, H.R.S.