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TEACHING UNDERGRADUATE SOCIAL WORK STUDENTS HOW TO HELP OTHERS MAXIMIZE THE UTILIZATION OF SOCIAL WELFARE RESOURCES IN BUREAUCRATIC SYSTEMS

by

FRANCES PETERSON

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May 1, 1978
date

Chairman of Examining Committee

May 1, 1978
date

Executive Officer

Supervisory Committee

The City University of New York

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PREFACE

While serving as a faculty member in undergraduate social work education at York College, it became apparent that the students were experiencing problems that hampered their academic work. Observation of these problems, listening to the students express their difficulties and concerns, and recognizing their inordinate demands for advice made it appear that there were some unmet need or needs that, if satisfied, might enable the students to improve their academic performance.

The students were asked to write an essay on the problems they were experiencing at York. These essays, together with the previously noted observations, enabled three categories of problems to be identified: (1) family and financial matters, (2) maturation, (3) difficulties in dealing with the educational system. Moreover, these problems appeared to be combining to the detriment of academic performance. Once this identification was made, an analogy with social work practice suggested the probable nature of the problem and how it might be overcome.

It was recognized that the students resembled the social welfare clients in their pressing need to <u>get</u> rather than to <u>give</u>, and also in their lack of understanding of how to negotiate complex, bureaucratic systems. Moreover, there were ways in which the students failed to observe the protocol of the educational situation.

For example, they tried to manipulate the social work content of the classes to obtain solutions to problems concerning their own need for resource utilization. The students brought family members and friends to attend a lecture given by a guest speaker from the Social Security Administration, and sought to turn this occasion into a "clinic" at which expert advice could be obtained.

It appeared that the undergraduate students needed more than was being provided in the social work curriculum. Along with information about complex systems, there seemed to be a parallel need for application of some of the helping principles of social work practice to the instructional process. The need for facilitation, encouragement, and support were strongly indicated. Also, incorportation of these principles into academic instruction seemed particularly appropriate since the professional goal of the students was to become social workers. Hence, it was hypothesized that prior ability to understand and overcome the problems of a complex system would later facilitate the students' recognition and solution of similar problems of clients. Of more immediate importance, by understanding and recognizing how to overcome some of their own systems problems, the students would be "free" to relate to and understand more fully the remainder of the social work curriculum which is intended to promote skill in providing help to others and not with meeting personal needs.

The problems of the students were patently real. The instructional approach to alleviating these problems, however, was untested. This report describes how the approach was tested and what results were obtained.

CHAPTER I

INTRODUCTION

As a result of the writer's knowledge of the students' problems a Seminar was designed for the purpose of teaching undergraduate social work students how to help others maximize the utilization of social welfare resources in complex systems. Upon graduation these students hope to become professional helpers. One of their functions as helpers will be to link persons, who require help, to the appropriate social welfare system. Undergraduate educational experiences should prepare them to effect such linkages in ways that will maximize the use of resources that are available. The goals of the Seminar were to develop a more effective way of educating students for the described function while concurrently helping them make better use of resources within their own lives.

An assumption was made that the students' lack of understanding of complex systems was affecting their ability to perform intellectually. It was further assumed that increased understanding would lead to improved performance. The design of the Seminar focused on three principal elements to be understood: 1) The nature of complex systems; 2) Use of rules and procedures; and 3) Identification and matching of needs with available resources.

The purpose of the Seminar was to increase understanding

of these three elements in order to improve performance. Performance was defined as: 1) attendance, 2) class participation, 3) completion of assignments, 4) overcoming obstacles to proper functioning, 5) adherence to rules and procedures, and 6) test performance.

A more effective way of educating undergraduate social work students was operationalized through experiential learning, where the learning was in relation to the real problems and needs experienced by the students themselves. The design also assumed that experiential learning was an appropriate format for accomplishing the teaching tasks associated with this project. The real problems and needs experienced by the students provided the illustrative anecdotal materials in relation to which the desired understandings were achieved.

The description of the project that sought to implement this experiential educational effort follows. Initially, in Chapter 2, the nature of the subject matter to be introduced is considered. The structure, organizational complexity, and limitation of social welfare delivery systems, including their development and utilization are discussed as a background for understanding the choice of learning tasks utilized in the Seminar.

The design sought to utilize the students' experiences at York College as a "real" involvement in an organizational bureaucracy. The appropriateness of this choice, is considered in Chapter 3, where the characteristics of the college as a social system providing a human service are explored, and correspondence of system arrangement, problems, and understanding of system norms, to

the typical social service system is identified.

Having established the substantive content to be taught and the relevance of the experience at York for understanding complex systems, use of rules and procedures and relating needs to available resources, Chapter IV then describes the educational setting in which the Seminar was conducted. This chapter also describes the cohort of students included in the project, and compares their characteristics with those of students entering undergraduate social work professional programs in general.

Chapter V rounds out the background needed to follow the rationale of the plan for implementing the project. The justification for the helping role in the teaching function in a social welfare curriculum is presented. The educational principle that commands the selection of experiential learning as a teaching method is also discussed.

Chapter VI outlines the course content, the implementation of the Seminar, the sequential learning opportunities provided, and the experiences of the students.

Chapter VII describes the procedures followed in attempting to evaluate the outcomes of the project.

Chapter VIII analyzes the findings obtained by the test instruments, while Chapter IX presents the instructor's evaluation of the strengths and limitations of the Seminar's design. Chapters X and XI present conclusions, implications and recommendations.

CHAPTER II

THE COMPLEXITY OF SOCIAL WELFARE SYSTEMS

This chapter discusses some of the major factors that have contributed to the institutionalization of social welfare. In addition, it describes how the process of institutionalization has resulted in a complex and bureaucratic service delivery. The range of needs serviced, as well as the number of those in need, have grown. With this growth there has been a parallel expansion of the system of welfare services in terms of its rules and procedures, fragmentation, specialization, and eligibility requirements. These characteristics of the social welfare system affect the ease with which those seeking services can link effectively with the resource systems that offer the services. As previously noted, the linkage function is the focus of the Seminar presented in this project.

It will be shown that the system has become much more difficult to negotiate as the Federal Government has become the principal sponsor of social services in general. Thus, linkages that once could be made as a matter of course now require deliberate effort and skill. Another aspect of the linkage problem, namely, the range of individual need that should be served by social welfare agencies, is reviewed briefly. One may choose to limit needs to be met to those services to which a welfare client is

entitled and to provide these services as effectively as possible. A different choice could be to address whatever needs are made manifest by the client when he seeks help, including those not envisioned within the central element of the service. Choosing between these two approaches poses difficulties for all parties involved in agreeing upon objectives.

Bureaucratic Characteristics and Problems

Purcell and Specht (1965)[1] and Vinter (1974)[2] recount the problems involved in obtaining help where this requires dealing with bureaucracies. Illustrative of the difficulties identified by Purcell and Specht, and Vinter is the experience of families in relation to a housing problem:

> Seven different public agencies were involved in maintainance of building services. Later, other agencies were involved in relocating the tenants. There is no one agency in New York City that handles all housing problems. Therefore, tenants have little hope of getting help on their own. In order to redress a grievance relating to water supply (which was only one of the building's many problems) it is necessary to know precisely which city department to contact. The following is a partial listing: No water, Health Department; Not enough water, Department of Water Supply; No hot water, Buildings Department; Water leaks, Buildings Department; Large water leaks, Department of Water Supply; Water overflowing from apartment above, Police Department; Water sewage in the cellar, Sanitation Department.[3]

This problem illustrates the befuddling complexity associated with functional bureaucracies, sharing the same or overlapping turfs. Others have demonstrated equally discouraging patterns in a variety of health and welfare services at the city, state,and national level. Recognizing the nationwide scope of this problem, Governor Evans of Washington could be sure of a warm reception from his

audience of governors when he observed:

> We don't have a genuine national welfare program. As a consequence, many of the nation's poor who need help don't get it, and many who do get it don't really need it. The Federal publications on individual welfare eligibility alone are a yard high and impossible to understand. [4]

The primary reasons for the complexity of the social welfare system are embedded in the multiple goals it seeks to accomplish, in the multiple levels of government funding of its programs, in seeking to assure accountability for uses of tax monies, and in the necessity to make the system conform to legislative mandates which are shaped by diverse and often conflicting political interests. Representative Elizabeth Holtzman (1976)[5] noted four goals the system seeks to accomplish: 1) provide the incentive for work; 2) break the cycle of poverty; 3) eliminate fraud (from the system); and 4) meet human needs.

These goals are often in conflict with one another in specific programs, though they may appear to be congenial in their general intentions. Thus, not atypical is the "reforming" intent of proposals for the social welfare system now featured in all political party platforms and political conferences. For example, the proposed Democratic Party platform for 1976 stated:

> Fundamental welfare reform is necessary. We should move toward replacement of our existing inadequate and wasteful system with a simplified system of income maintenance, substantially financed by the Federal Government . . . . First and most important, it should provide an income floor for both the working poor and the poor not in the labor market. It must treat stable and broken families equally. It must incorporate a simple schedule of work incentives that guarantees equitable levels of assistance to the working poor.[6]

Not surprisingly, despite similarity of language between the Democratic "plank" and recommendations made in the report of a

special welfare reform group to the National Conference of Governors, the latter voted against endorsement of a guaranteed annual income in any form while the Democrats endorsed it. Thus, there is agreement by all parties that simplification is needed, but disagreement concerning the course to be taken. Almost certainly this disagreement is heightened by the complexity of the system which now has a multiplicity of purposes.

In summary, even when clients in need make appropriate contacts with the system, the outcome may not be satisfactory unless the social worker and client, together, are well prepared to overcome a complex of barriers that must be surmounted before needed services are actually delivered. Preparing students to understand this system, with the expectation that they may be seeking to participate as providers of services, requires early recognition of the limitations of the structure now in existence. Moreover, the students themselves have often had frustrating contact with the system as clients, as was true for the cohort participating in this demonstration project. This recognition commended the provision of an opportunity for students to vent their feelings and express their perceptions of the system however disruptive such a provision might prove to be to an efficient, didactic presentation of the facts.

Fragmentation, Specialization, Eligibility

Fragmentation

Fragmentation of service delivery is one of the factors that contributes to the complexity of the system. Two of social welfare's fundamental issues contribute to fragmentation. The issues,

themselves, involve 1) deciding what needs should be met, and 2) deciding for whom society is responsible. Efforts to resolve the basic requirements of a rational social welfare system have contributed to fragmentation. Under constant review, and therefore subject to continuous change, are decisions concerning what needs should be met and for whom society is responsible. The gradual expansion of the scope of needs to be met from basic survival needs, such as food, shelter, and clothing to such services as marital counseling, job skills to facilitate employment, mental health supports, and recreational opportunities has occurred incrementally and has resulted in program fragmentation. Concurrently, the expansion of eligible population has frequently taken the form of add-on for special groups, also contributing to fragmentation.

Federico (1976)[7] attributes fragmentation, in part, to society's struggle to differentiate between those who are deserving of help and those who are not. This differentiation requires definitions of categories of needy persons. Such definitions are required to establish who is eligible to receive a particular service and who should be excluded. The "means test," for example, established by the Elizabethan Poor Law of 1601, required the seeker of help to prove the existence of need. This law established categories of "deserving poor," "the helpless," and "the involuntarily unemployed." These categories, modified somewhat, with additional sub-divisions, have survived to the present time. Given the categories of target populations, the variety of

eligibility requirements and the specializations that have evolved in delivery of services, the result is a complex matrix of differentiated individuals and differentiated services. With client need fitted into categories and then dealt with on an immediate basis by social workers and others, what is lost is an overview of the client's needs within the boundary of the system. This overview of client need is now not possible in the current fragmented operation of the system.

Specialization

The scope of social services has been enlarged through focus on the needs of "special groups" such as children, the aged, the handicapped, and the mentally ill. Because of the evolutionary process by which specialization has occurred, (Wilensky and Lebeaux 1966)[8] availability of increasingly more comprehensive services has not resulted in a "total" approach to the delivery of services. In practice, almost the opposite has been the case; the more comprehensive the roster of services offered, the more fragmented (i.e., less coherent) has been the system by which the services have been delivered.

Eligibility

Various sources of client frustration can be identified from studies of the current operations of the system. What clients must endure to establish their eligibility to receive help is a major source of frustration. Still, the process is unavoidable since, without establishment of eligibility, benefits can not be secured. While social welfare agencies are responsible for helping

people to understand the services available to them, they must also help the clients with the rules and procedures that the system requires before it delivers these services. More often than not it is the establishment of eligibility, rather than eligibility per se, that is the problem. This is because the establishment requires the meeting of various bureaucratic criteria even though empirical evidence of need may be quite apparent.

Katz (1975)[9], in his study of the utilization and under-utilization of public welfare services, surveyed uses of these services in relation to their preferences for types of eligibility requirements. He found that dissatisfaction is minimized when governmental services meet two criteria: 1) a clear set of eligibility requirements, and 2) uniform application of services. In observing that public assistance often falls short of meeting these requirements, he also noted that: "Where there are clear specifications by an agency for eligibility, people are more likely to avail themselves of its service."[10] The converse of this proposition suggests a means, albeit an improper one, by which assistance may be limited.

The criterion of uniform application provides a variety of difficulties. For example, the present welfare system is categorical. Different eligibility criteria exist for the aged, the blind, the disabled, and families with dependent children. Moreover, Katz observed, individual differences in services may be based on amount of savings, cost of renting an apartment, expense of transportation and other situational factors. Such differences

can combine in complex permutations and almost inevitably open the system to complaints of preferential treatment. Nevertheless, the individual's best protection is a clear and accurate understanding of eligibility criteria and how to document them. The professional social worker has a major role in providing this understanding and in facilitating this documentation.

Problems of Linkage

The essentiality of linkage of need to resource is obvious enough, but as previously noted there is not unanimity concerning the range of individual needs that should be served by social welfare agencies, and the scope of resources to be provided.

Mills' (1959) discussion of the source of differences between personal troubles and public issues suggest the source of difference contributing to this lack of unanimity:

> Troubles occur within the character of the individual and within the range of his immediate relations with others; they have to do with his self and with those limited areas of social life of which he is directly and personally aware. Accordingly, the statement and the resolution of troubles properly lie within the individual as a biographical entity and within the scope of his immediate milieu. . . . A trouble is a private matter: values cherished by an individual are felt by him to be threatened. . . . Issues have to do with matters that transcend these local environments of the individual and the range of his inner life. . . . An issue is a public matter: some value cherished by publics is felt to be threatened.[11]

By separating troubles from issues and individuals from "publics," Mills highlights the possible conflict in social welfare policy choices. The needs of the individual co-exist and, sometimes are in conflict with the needs of society. The needs of poor people, have evolved with, and have derived from the way in which society itself has evolved. Society has responded to the needs of poor people,

but not always in the same manner and not always appropriately. The responses have reflected changes in political attitudes toward social welfare, social assistance and social justice. Social welfare linkages are value-laden. Thus, what can be accomplished through linkage depends on prevailing values within the interacting political, sociocultural and social welfare systems.

Goodwin, in his model of the "welfare problem," explains its elements:

> . . . . The donor comprises persons who, through legislation and appropriations, define and provide resources for meeting the problem. On the national scene, this would be members of Congress and the Executive Office. There is also the recipient system, which comprises those who are granted funds subject to the requirements of the donor system.
>
> . . . . Two intermediary systems can be distinguished. The administrative system comprises persons with overall responsibility for administering the various programs that will presumably solve the problem. . ... The other intermediary system is called the delivery system. It consists of the people who interact with recipients and actually provide, under the guidelines of the administrative system, the services mandated by the donor system. Social workers . . . would be part of the welfare delivery system.
>
> . . . . Two additional systems should be mentioned. The job-environment system, which involves the job market the other environmental factors that affect the employability of welfare recipients, and the constituency system, which consists of the voting and taxpaying groups in society at-large that influence donor members.[12]

The social work literature emphasizes what happens at the linkage between Goodwin's "recipient" and "delivery" systems because this is the area of social work practice.[13] However, Schwartz (1969) sees the social agency as not just a means of providing services and resources but as an area for the conversion of private troubles into public issues. He states:

> . . . . The polarization of private troubles and public

> issues cuts off each from reinforcing the power of the other. There can be no choice - or even a division - between serving individual needs and dealing with social problems, if we understand that a private trouble is simply a specific example of a public issue and a public issue is made up of many private troubles.[14]

In summary, the social work linkage between professional social workers as resource providers and welfare recipients as persons in need is constrained by other linkages in the larger social welfare systems and by the values that exist within the total system. To operate effectively within the system, whether as social worker or client, requires an understanding of its essential characteristics. Significant effort must be applied to gain this understanding because of the system's complexity. For the students in this project course this understanding was more than an intellectual exercise. The system and its flaws exact a deep, painful, and exhausting toll on the public lives of these students in their day-to-day experiences. Thus sharing with them the broader meaning of the problems identified both informs and engages the students, with deep feeling, in the tasks associated with a linkage function.

Geographic Unit of Operation for Service Delivery

Linkage involves the joining of elements. In the context of social work, "the primary objective is to steer persons toward the existing services that can benefit them. Its focus is on enabling them to use the system and negotiate its pathways."[15] For this reason much of the following discussion is concerned with some form of "neighborhood center," i.e., the physical location where many

social services' linkages occur. For the students in the project course such a focus is real, immediate to their experience, and intellectually manageable.

As discussed here, linkage is required between a seeker of social services and some element of the social service system. In earlier periods of social services in the United States such linkages occurred at the local level i.e., in the neighborhood. In the main, this pattern of service delivery has aroused dispute and has had an uneven history. During the past four decades, much variation in the pattern of service delivery resulted from the expanding role of the Federal Government in welfare and has depended on the extent to which federal policies and funding have permitted and encouraged the provision of welfare services through neighborhood centers.

Until the first World War, in the United States, provisions of welfare services followed the organizational pattern of service delivery evidenced in the Charity Organization and Settlement Movements. The Charity Organization sought to bring society's resources to bear on some of the social problems arising out of the industrial revolution by coordinating the work of numerous relief societies and through the services of "friendly visitors" at the neighborhood level. Dillick, (1953) in discussing the philosophy of the Charity Organization Movement states:

> . . . the big problem was not poverty but pauperism which was regarded as a character defect. The character of the individual had to be improved through the influence of another individual upon him. Hence the great stress was on neighborly intercourse with the poor. The 'friendly

> visitors' were to prevent the poor from sinking into pauperism. The object of charity was to relieve those who were below what was called a life of tolerable misery.[16]

Settlements in the United States began in the form of centers established by advantaged persons who desired to help the people of a deprived neighborhood. Such individual efforts developed rapidly into a social institution. The first settlement, the Neighborhood Guild (later named the University Settlement), was founded in New York City in 1886. By 1897, the United States had a total of 74 settlements and, by 1900, the number reached 103. The principal focus was on the needs of new immigrants from Europe and, hence, the settlements were concerned with adjustment problems as well as with welfare services. Again, the neighborhood was the geographic unit of service delivery.

The influence of the neighborhood institutions was affected severely by the Depression that began in 1929. Limited funds and facilities were strained beyond their breaking point by the ever increasing numbers seeking assistance. The inability of the neighborhood centers to cope with problems forced government--local, state, and federal--to assume responsibility for social welfare. Today's welfare system of service delivery has its roots in the federal and national programs that were established in the 1930's. These programs centralized services at the county, city, state, neighborhood, and federal levels:

> As a consequence of the assumption of public responsibility for social welfare at a federal level, state and local level, voluntary agencies were pressed to redefine their functions. . . . For a time, voluntary agencies saw their

> central purpose as research and demonstration, but gradually it became clear that the public agency could do as much pioneering as the voluntary . . . . There came to be a proliferation of health, welfare, and educational programs with a considerable distance between the persons the programs were designed to help and the persons who administered the programs.[17]

It was not until the "Great Society" programs begun by President Johnson and, in particular, the Economic Opportunity Act of 1964 that there was both a new impetus to social welfare programs and a change in location of service delivery - back to neighborhood action programs, after an interruption of over two decades.

Part of this revival had its roots in the conviction that services would not be effective unless the barriers were reduced between helpers and those to be helped. But equally important influences grew out of the Civil Rights movement. The Economic Opportunity Act created the Office of Economic Opportunity (OEO) with the responsibility to implement one of the Act's provisions, namely that there should be "maximum feasible participation of the poor." OEO implemented this provision by requiring the participation of "representatives of the poor" in managerial positions of community action agencies. The broad programs of community action covered a variety of remedial and welfare activities similar to those that had been conducted previously by social agencies.

A deliberate and important difference is that power to plan and operate the OEO-sponsored programs was brought closer to its participants. In describing the function of OEO Neighborhood Center Program, Bertram Beck (1967) states:

> . . . these centers are defined as (1) a place in a poverty neighborhood which serves as the focal point of the neighbor-

> hood community action program. All such centers are located where poor people are; (2) provide a variety of services to the residents, either directly or through referral to other agencies; and (3) provide opportunities for the residents to act as a community on common concerns.[18]

O'Donnell and Sullivan (1972) discuss a different political aspect of neighborhood Centers. They state:

> All but gone is the neighborhood ward 'healer' and his patronage system for obtaining jobs, welfare, and legal service for the poor. The neighborhood center is an attempt to institutionalize many of the services performed (formerly) by local political bosses. The neighborhood service system has become the functional equivalent of the old political ward system.[19]

March (1968) implies that problems of linkage may be alleviated by the neighborhood center approach:

> There have been numerous experimental approaches to providing ways to bridge the gap between the person in need of health and welfare services, particularly in the metropolitan areas of the United States . . . . The shortcomings of the existing organizational patterns for social services are significant and clearly evident. The main targets are clear: achievement of improved community and neighborhood organization and participation. . . .[20]

The information provided by March makes it possible to infer that attempts to solve the problems of delivery of services may also exacerbate them. First, he states that: "efforts to find solutions to <u>complex social problems</u> have led to exploration in <u>recent years</u> of many new <u>approaches</u> to the coordination of social services and human resource programs."[21] He says further:

> The compartmentalization and fragmentation of programs at the Federal level has often been replicated at the local level. . . . The drive toward specialization and toward professional identity has often promoted compartmentalization. As compartmentalization grew and was extended vertically, horizontal integration of programs has tended to be neglected.[21]

Not surprisingly, some of the community action programs sponsored by OEO became extremely controversial when they stressed political activism rather than limiting their activities to welfare services as their predecessor agencies had done. While these recent events are too close for a clear historical perspective, it appears that community action programs have been in a period of recession for several years. During this period, demands from all quarters have grown for a complete restructing of the welfare system. Unfortunately, there has been less agreement concerning what should be done and how it should be accomplished.

It now seems probable that a restructing will be attempted by the Carter administration and the 95th Congress. It also seems probable that determined attempts will be made to provide a major role for neighborhood (i.e. community) centers in the welfare reform programs. If this happens, the neighborhood concept will have survived, but its new form will be more complex than it was originally. Whatever the shortcomings of the turn-of-the-century version in terms of services provided and its links through the ward-heelers with political corruption, it was truly a local enterprise that deliberately co-opted the poor thereby presenting minimum problems of linkage. In contrast, the new version, however well intentioned and far reaching in terms of range of services potentially available, has introduced severe problems of access to these services.

A function of workers in the neighborhood centers is to help persons to obtain the resources and benefits available to

them. Unfortunately, however, this often requires the referral of clients to larger and long established agencies. Workers at the neighborhood level should be able to help clients make the needed linkages since initial requests for help are apt to be made at the local level.

Utilization of Social Welfare Resources

Social welfare is a concept that is made operational through the interaction of a number of separate but related professions. For example, vocational rehabilitation counseling is a profession that helps individuals to overcome handicaps and to develop appropriate job skills, while social work helps individuals and groups to develop skill in the procurement and use of emotional, social, and financial resources. Each profession is a means to attain one or more social welfare goals, and as such, forms part of a societal social welfare structure.

There have been many attempts to formally define social welfare. As stated in the Encyclopedia of Social Work:

> Social welfare generally denotes the full range of organized activities of voluntary and governmental agencies that seek to prevent, alleviate, or contribute to the solution of recognized social problems, or to improve the well-being, of individuals, groups, or communities. Such activities use a wide variety of professional personnel such as physicians, nurses, lawyers, educators, social workers and others.[23]

In this study, social welfare resources include those that are administrated by social work and other professions. The utilization of social welfare services has been studied by a number of persons. A recent and revealing survey was undertaken by Katz,

Gutek et al. (1975).[24] This study was concerned with the under-utilization, as well as the utilization, of a variety of public social welfare resources. Among the types of resources included in the survey were Job Corps, Medicare, Medicaid, Public assistance (WIN Program), Social Security, Food Stamps, and Unemployment Insurance. Of the programs studied, the findings reveal that job training and employment services are the least utilized in relation to need, while unemployment compensation and public assistance are the most frequently utilized.

Lack of knowledge of the agency or the available program was cited as the most frequent single reason for under-utilization of services. For those who knew of the existence of programs, the practical problems of getting to the appropriate office (overcoming personal obstacles), and dealing with bureaucratic complexity (institutional barriers) were more important than negative feelings about public bureaucracy.

The findings revealed variation in the types of resources utilized within demographic categories. For example, blacks were proportionately more likely than whites to utilize job-finding, job training services, and public assistance. Whites were more likely to utilize social security, retirement, and workmen's compensation. Higher income was associated with more knowledge. Respondents whose annual family income was more than twenty thousand dollars were more knowledgeable in all areas of services, except hospital and medical benefits, compared to those whose family income was less than three thousand dollars. The relationship is probably a

function of education, but nevertheless, the most needy, those with the lowest family incomes, were more likely to lack information on the appropriate available resources. The increased sophistication that comes with higher education and its concomitant higher income, has enabled the middle class person to take advantage of services which are provided. On the other hand, structural considerations have also aided the middle and working classes. For example, only people who have been employed at a regular job are eligible for workmen's compensation, unemployment benefits, and social retirement benefits.

In summary, the findings revealed a conspicuous under-utilization of public social welfare resources. On the average, about one third of the people with problems for which services are provided do not go for help. The data suggest that more effort should be expended in order to inform "poor persons" of the services available to them and to help them derive full benefit from the services.

Janowitz delineates two levels of information that are required for resource utilization: 1) "Orientating knowledge - deals with the over-all working of the agency and the system of administration. Orientating knowledge indicates the level of awareness of the system and how it operates";and 2) "Instrumental knowledge - crucial information about the immediate consequences of administration as they impinge on an individual's rights and obligations with respect to a specific agency."[25]

Instruction about these types of knowledge was included in

the Seminar course. For the purpose of teaching the students, Janowitz terminology was changed to knowledge and understanding of key attributes of bureaucratic social welfare system and how they operate. The attributes selected included specialization, fragmentation, and eligibility.

NOTES

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[19] Edward O'Donnell and Marilyn M. Sullivan, "Service Delivery Through the Neighborhood Center: A Review of Research," The Practice of Social Intervention: Goals, Roles and Strategies, ed. by Frank M. Loewenberg and Ralph Dolgoff(Itasca, Ill., Peacock Publishers, 1972), p. 289.

[20] Michael March, "The Neighborhood Center Concept," Public Welfare, April, 1968, p. 97.

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[23] Encyclopedia of Social Work, National Association of Social Work, Vol. II, p. 1446, New York, 1971.

[24] Daniel Katz et al., Bureaucratic Encounters: A Pilot Study in the Evaluation of Government Services," Survey Research Center, Institute for Social Research, University of Michigan, Ann Arbor, Michigan, 1975.

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CHAPTER III

UNDERSTANDING AND PERFORMANCE IN RELATION TO INSTITUTIONAL NORMS

This chapter delineates the unmet need addressed by the project in its contextual setting. A major assumption is that academic performance is affected by the students' level of understanding of the educational system's norms. The relationship between performance and understanding the system is discussed. Also, a descriptive analysis of the SEEK* Program and the Academic Counseling services at York is presented, and the contrast between the counseling services provided by these departments and the counseling component of the dissertation is highlighted. The context of this study is an educational institution, specifically York College, which is conceptualized as a social system. Within this system, emphasis is placed on interaction between institutional elements and personal factors. An analogy is drawn between the students in the social work education program and the clients of social welfare agencies. The ways in which the same kind of norms affect each group are discussed.

Nature of Unmet Need

The unmet, or insufficiently, met need, addressed by this project relates to the impact of the educational institutions' normative culture on student performance. A possible reason that the need is

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*Search for Education, Elevation, and Knowledge.

in sufficiently met is that the impact is insufficiently recognized. Students are judged not only in terms of what they do but also of how they do it, i.e., considerable weight is attached to rules and procedures as well as to substance. Term papers, for example, must be acceptable with respect to both substantive content, form and timeliness.

While the details are different, rules and procedures are also important in Social Work Practice. Possibly, it is the difference in details that have hampered recognition of comparable elements in Social Work Practice and Social Work Education. Conventionally, the academic focus, in Social Work Education is on teaching students how to help "others" and not on helping the students themselves to understand and overcome the social and institutional problems of the educational process they are experiencing in order to achieve that focus. At college, it is academic performance that is the overriding criterion for successful completion of the undergraduate program, with little evaluation of the personal management problems facing the student and his success or failure in dealing with them.

Identification of the unmet need was not as immediate as the above discussion might imply. It was based on observation of the students' behavior, and on looking for information that might account for this behavior. The literature[1] reports that:

1. Large numbers of students from diversified backgrounds are entering social work education at the undergraduate level, in major cities throughout the country.

2. Many of these students are "minority" and/or dis-

advantaged.

3. Policies of Open Admission, and equality of educational opportunity, result in the admission of students with deficient academic skills.

4. The educational system recognizes the deficiences and provides for remediation in certain subjects.

5. Programs such as SEEK and College Discovery have been designed to provide remedial services and counseling.

The remedial approach presupposes a deviance from the norm that has social and cultural overtones in addition to the observed academic deviance. Academic performance refers to producing what is required in accordance with established norms. Clearly, understanding what is required is a prerequisite to its production. Hence, the students need understanding in relation to:(a) substance, i.e. "what," and(b) the way in which the substance is produced, i.e. "how".

Two assumptions were made: 1) improvement in understanding can lead to an improvement in a person's performance, and 2) there is an interaction between (a) and (b) such that poor performance of (b) may interfere with performance of (a).

Academic Counseling Service and the SEEK Program

Counseling was an important element of the experiential phase of the Seminar. However, it was applied differently from the way in which counseling is used in standard academic practice and, differently again, from its use in the SEEK programs. To make these

distinctions clear, it is first necessary to summarize the principal characteristics of academic and SEEK counseling. The traditional function of academic counseling services has been to offer support to students in fixing their career goals, and relieving academic difficulties. These functions are included in the service provided to students at York College, but the full range of services is broader. As part of its outreach services, the Department of Counseling and Student Development sponsors two one-credit courses: Student Development 101 and 102 (Developing Individual Life Styles). The 101 course is open to entering and lower Freshmen. This course focuses on "a consideration of intellectual, emotional, social, and vocational aspects of development, and on an analysis of key issues in higher education and the student's role in society." Students with one semester of college and above are eligible for the 102 course which is an "intensive exploration of values, vocational choices and the world of work as they pertain to the college student."[2]

Both of the courses are conducted as Theme Seminars; the purpose is to help the student "integrate both feeling and content, in which self understanding and expansion of emotional awareness enable cognitive processes to function more efficiently."[3] Some of the general goals include

> The development, understanding, and transmission of knowledge; clarification of the relationships between ideas; facilitation of new ways of thinking; suggestions for solution to problems; understanding of others' points of view, and establishment of relationships with fellow student and faculty members.

For the 1974/75 academic year, it was estimated by Student Development that about 40% of student contacts were for academic advisement, about 25% were for financial aid, and the remaining third were distributed fairly evenly among choice of career, placement, personal matters, veterans' affairs, and group counseling. About 60% of the students who sought counseling did so of their own volition, almost 30% came in response to college regulations, and the others in response to letters of invitation from counselors.

Writing about a SEEK experiment conducted in 1967, Clark observed that "there is no homogeneous group of educationally disadvantaged any more than there is a homogeneous group of advantaged."[4] One implication is that a variety of responses to remediation programs may be expected. However, a general characteristic of the SEEK students enrolled in the Northside Center program was their intense motivation and involvement, almost certainly reflecting a desire for upward mobility and an identification of education as the enabling mechanism. The SEEK program at York differs from regular academic counseling at York in several respects: 1) the explicit purpose is remediation; 2) counseling and the remedial courses are combined within a separate department of the college, and 3) the program is a cornerstone of the educational program for the students enrolled in it. In contrast, the general counseling activities are separate from and ancilliary to the regular programs of academic instruction, i.e., services are available if students identify the need to be

counseled.

In contrast to both of these programs, in the Seminar:

1. Counseling was directly related to the substantive material covered.

2. The instructor was involved as both counselor and teacher, (no time was taken up in preliminary explanations of subject matter, etc.)

3. Counseling took place as a component part of the process of experiential learning, i.e., it was integral with the learning process and recurred on a planned basis so that a progression of learning was possible.

4. Counseling took place in a group setting that was structured (a) to permit interaction among the students as well as with the instructor, (b) to permit students to recognize patterns of behavior and general approaches to solution of institutional problems, i.e., students were encouraged to be analytical and to reason analogically, and (c) to avoid waste of time through individual, sequential counseling on similar matters.

5. The helping role was introduced into the teaching process, and a deliberate problem solving approach was used.

Counseling was not made an alternative to either the SEEK program or general academic counseling. In spite of the fact that both of these programs were meeting certain needs, the response of the students to the Seminar reinforced the analytical judgment that other needs of the undergraduate students in social work education were not being met either by the existing counseling service or by

the academic curriculum.

The approach to satisfying the unmet need of the students was to increase their understanding of complex systems, in relation to the demands imposed by the systems and also to help them manage the interferences with academic performance. The efficacy of this approach is substantiated by a Project conducted by Hunter School of Social Work.

From 1965 to 1971, Hunter College[5] conducted a six-week summer, pre-admission program for minority candidates, mainly Puerto Rican and Black, who did not meet the academic criteria for admission but, nevertheless, were considered to be highly motivated toward graduate study and showed evidence of possessing appropriate personality attributes for the social work profession. The six-week summer program was modeled on Hunter's regular social work curriculum, comprising concurrent class and field experience. The course content was presented as a problem-solving process with emphasis on discussion. Induction processes and role requirements for worker and client were explored. In this way, the students alternated between being the givers and receivers of help.

By October 1970, a total of 55 students had participated in the pre-admission program. Approximately 90% of the participants were admitted to the regular MSW program, with 80% of the number receiving their masters degrees.

An implication drawn from the Hunter College experiment, in relation to sequence, is that the Program should be launched before the students enter into the regular academic program. Success

in the latter depends on prior understanding of role requirements and skills in how to manage these requirements. The Seminar sought to provide students an opportunity to obtain the necessary understanding and skills before entering the practice phase in the Social Work program where such understanding and competence are assumed to be already in existence.

The Educational Institution As A Social System

A social system has institutional and personal elements. Institutionally, there are the expectations and goals of the system. These are paralleled by the dispositions and goals of individuals working within the system. Interaction between the institutional and personal elements is responsible for the social behavior of the system. The interaction is illustrated in Figure 1 which is based on Getzel (1961).[6]

The chief components of personality as defined by Getzel, are the cognitive and effective disposition of an individual, such as needs, motives, and reactions to the environment and its expectations.

A university is an example of an institution, and its students are among those who work within its systemic boundaries. The roles and the function of persons at the institution affect the dynamics of its behavior as a system, while the roles of its institutionalized individuals are defined by the rights, privileges, and obligations to which the incumbents of roles must adhere. Roles

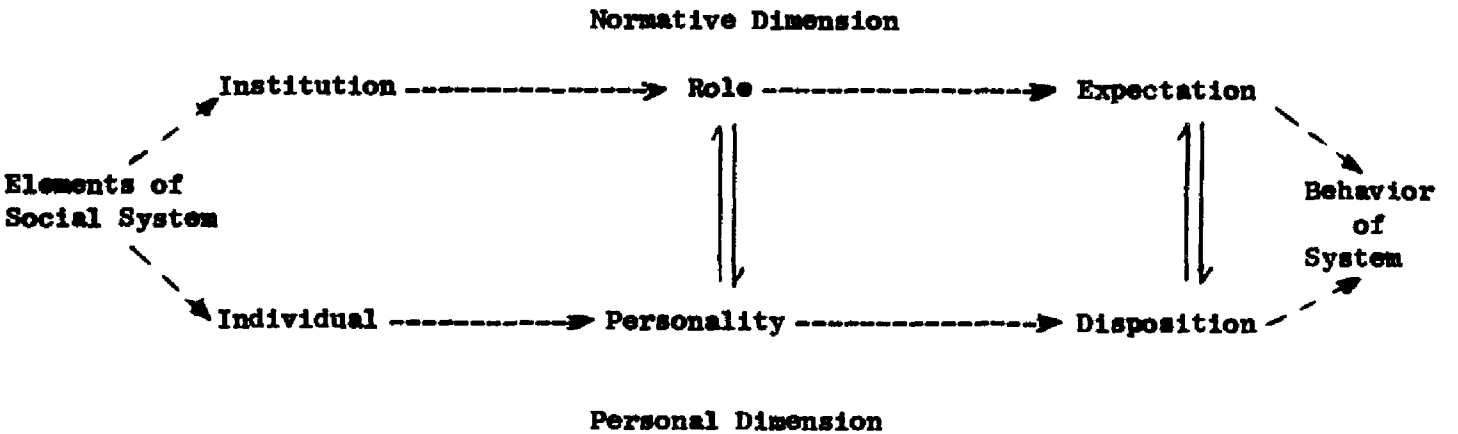

Figure 1. Interaction Between Institutional and Personal Elements

are complementary and interactive, tending to form "role sets". Thus, the role of teacher and the role of student can not be properly understood and operationalized except in relation to each other and to the rest of the system.

A university as a social system is a part of a particular community. The internal system of the school is related to the external culture of the community with its corresponding ethos and values. This is illustrated in Figure 2, which is taken from Getzel's discussion of schools and pupils within a community.[7] In the following discussion these elements have been replaced by a university and its students, also within a particular community, i.e., York College, its students, and the Jamaica Community.

The conceptual framework may be used to discuss various interactions and issues. First, there is the impact of the community on the expectations of its university and the disposition of its students, which might be represented by AB and CD interactions. Such interactions would include, respectively, the impact of community culture on curriculum and of socialization practices in the family and the ability and willingness of students to learn. The latter also involves the relationship between the student's position in the social structure and in the academic structure. More congruence in the interaction may be expected for students with middle class socio-economic backgrounds than for those who are members of lower socio-economic groups who are frequently referred to as the "culturally deprived". Lack of congruence may lead to dysfunctional behavior, and this may be manifested in

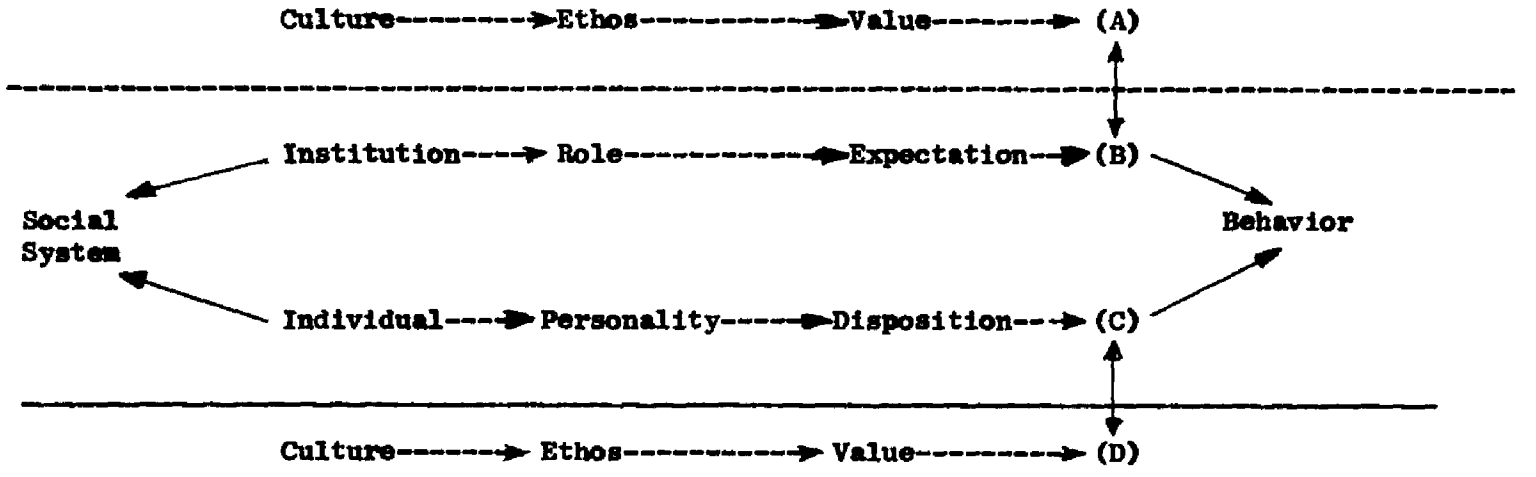

Figure 2. Framework of Normative, Personal, and Cultural Dimension of Behavior in a Social System

the student's academic performance (and in other ways). This, however, is a relational not a quantitive concept, since "deprivation" in the context of this study refers to lack of familiarity with middle class values and experiences. It does not imply that the "culturally deprived" student has few values but, rather, that he may have different values. The point is captured well in the following citation:

> Why is it that individuals--or families or organizations or peoples or nations--behave as they do behave, rather than otherwise?--We observe how they behave without understanding why they act like that! Buried inside this frustrating failure to understand each other is a frustrating subcultural dilemma. Which persons, groups, or organizations in a society are judged to be odd or deviant is more than anything else determined by who makes the judgement and who has the power to enforce such judgements.[8]

The literature suggests that a lack of congruence in the students' interractions with complex systems can, in turn, affect academic performance (Savard, 1968),[9] (Sjoberg et al, 1973)[10] and (Adler, 1968). Adler points out that ". . . culturally deprived students are unaware of the ground rules for success in school, but ignorance of how to be successful does not imply unawareness of the value of education."[11]

An approach to increasing academic performance, via increasing the students' understanding of system norms, was strongly indicated. Social welfare clients also have difficulty in understanding institutional norms. This reduces their effectiveness in dealing with resource systems, as discussed in the next unit.

Social Work Analogy and Norms

Inadequate performance of one's obligations to resource systems, judged on the basis of behavior that does not comply with institutional norms, usually results in being denied the opportunity to lay claims on rights and entitlements. Many persons in our society are affected by this situation. The greatest proportion of persons adversely affected are those who are disenfranchised in other ways and have the greatest need for resource utilization. Findings from research studies that have addressed this issue reveal that communication patterns and styles of interaction are two predominant barriers, for persons at a cultural disadvantage, to fulfilling system norms' requirements. These two elements can compound the difficulties experienced in widely different fields of social welfare.

Gans (1965) found that persons from lower socio-economic strata typically relate to each other in a personal manner, while middle class individuals are capable of greater detachment.[12] Rosenblatt and Suchman (1964) make an analogous observation in relation to medical services:

> Certain of the values of the blue-collar urban poor and the newer blue-collar migrants to New York contrast with those of dominant middle-class citizens. At the same time certain of the expectations toward the setting and provision of medical services are different. The member of the middle-class may not like it but he is accustomed to accepting the fact that the hospital will be a large and complex organization in which he as a patient becomes separated from his family, is expected to become fairly passive, and is relatively helpless about looking after his own needs. He expects to be a tiny cog in a big city fairly impersonal structure, and he knows that in many instances the doctor and nurse will be more interested in his chart or his temperature than they are in him. On the other hand, his own unique qualifications as a person are

> lost, or his self becomes reduced at the same time that he becomes subject to the rules and regulations of a large scale, rationalized bureaucratic organization. Because he has been raised within the system, the middle-class American has certain adjustment mechanisms for coping with these aspects of medical care.[13]

Barriers may be created by the style of interaction and communication between professional worker and client. For example, Zola, (1966)[14] showed that ethnic differences affected the way in which patients presented themselves to doctors, and that this could lead to wrong diagnosis. Davis, (1968)[15] found that patients were less likely to conform to their doctor's orders when there were communication difficulties during the doctor's visit. Miller and Schwartz, (1966)[16] reported that declaration of insanity and commitment to an institution were less likely if the defendants acted in a controlled manner.

Service organizations tend to by-pass individuals who are not socialized to middle class norms according to Sjoberg and Brymer (1966).[17] A more subtle form of client selection was found in Child Guidance Clinics where children were often selected on the basis of their "receptivity" to therapy, Hunt, Garrshin ,(1973).[18] Clients whose normative behavior runs counter to that which is expected by resource systems experience rejection. Orienting knowledge is needed from the social worker as well as help in identifying the precise aspects of organizational behavior that generate obstacles in a manner that permits the clients to pursue a course of action to alleviate the problems. The fact that organizational behavior, itself, affects the individual's sense of self confidence and self esteem suggest the need for the social worker to help the client

strengthen these personal attributes and to develop an adjustive mechanism for coping in order to increase the client's potential for resource utilization.

In summary, the literature reviewed indicates that lack of familiarity with system norms affects one's ability to perform properly within the system. Accordingly, the Seminar was conceptualized as an educational system. Attendance, punctuality, adherence to rules and procedures are examples of norms that were used to help the students understand the meaning of system norms and how to relate to them effectively.

NOTES

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[18] Op. cit.

CHAPTER IV

THE EDUCATIONAL SETTING

The Mission and Goals of York College

York is a public, baccalaureate level College of the City University of New York. It was chartered in November 1966, and admitted its first students in September, 1967, with an inaugural class of 371 freshmen. By the Fall of 1975 total enrollment had grown to 6,017. By that time, the College had 1,469 graduates and the expectation of 137 additional graduates in January, 1976.

At first, York occupied temporary facilities on the campus of Queensborough Community College in Bayside, Queens. The College moved to its present, and prospective permanent site in Jamaica in September, 1971. However, a permanent campus has not yet been constructed.

Academic Program

York offers an extensive educational program leading to B.A. and B.S. degrees in the traditional arts and sciences, and Afro-American Studies, Certificate programs are offered in certain career-oriented disciplines. In addition, the College offers a program of activities with and for the community, including Adult and Continuing Education, Community Professional Programs and Community Service Programs. It also provides a variety of student

services and learning resource programs (including SEEK and student clubs). Day, evening, and weekend programs are offered. The goals of the College are to provide liberal arts education, career education, and public service programs. The paramount concern is to "make the educational benefits of College available to the broadest spectrum of students, particularly with regard to age, ethnicity, experience and academic background."[1]

York College Community

The College site is situated in the Jamaica area of Queens in Community Planning District 12, which is one of the most depressed and blighted areas of the borough. In fact, the location of the College was chosen with the deliberate intention of having it contribute to the revitalization of the community. While the area comprises only 11% of the total population of Queens, the district houses more than 50% of the Black population. It is from this area that the College gets the bulk of its Black students. The 1970 Census provides comparative demographic statistics for District 12, the borough of Queens, and all of New York City.[2] (See Table 1)

It is apparent that, in 1970, District 12 had a much higher percentage of Blacks than the borough of Queens or the City as a whole. Also, the population of District 12 had a younger age profile.

TABLE 1

COMPARATIVE DEMOGRAPHIC STATISTICS
FOR PLANNING DISTRICT 12
QUEENS, AND NEW YORK CITY

	District 12	Queens	N.Y.C.
Population (thousands)	229	1,986	7,894
White, %	34.9	85.3	77.2
Black, "	63.7	13.0	21.3
Other, "	1.4	1.7	1.5
Age Profile (%)			
under 5	7.9	7.0	7.8
5 to 17	24.1	19.1	20.5
18 to 65	58.0	61.4	59.7
over 65	10.0	12.4	12.0

General Profile of York Students

A recent survey* of York's entering Freshmen by the American Council on Education, 1975,[3] indicates that these students are different from the national average in that they tend to be older and comprise a larger percentage of minority students and students with lower family incomes. The results of the survey indicated the following demographic characteristics:

1. Almost one-fifth of entering freshmen were 20 years of age or older in contrast to 3% of the national sample.

2. Blacks comprised 41% of the student population compared to 12% in the national sample.

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*Entering Freshmen, except those in the SEEK Program, complete the ACE (American Council on Education) Freshmen Survey each Fall semester.

3. Six percent of the students received a GED high school equivalency diploma compared with 1% of the national sample.

4. Ninety-one percent of the national sample were enrolled in a college preparatory program in high school, while 76% of York students were in such programs.

5. Ten percent of York students report family incomes of less than $10,000 per year compared to 26% of the national sample; 9% of York students report family income as less than $6,000 per year in contrast to a national average of 5%.

6. Seventy-two percent of York students expressed concern about financing their college education.

In general, the opinion of York students to questions on various social issues and college expectations were similar to the national average except in the area concerning employment where 41% indicated a need to work while in college.[4]

York's students, in general, show a considerable range in most characteristics, as illustrated by the analysis of the enrollment for the Fall, 1974.[5] When the entire enrollment of 5,202 students were considered the majority were full-time, and in this category, the male students outnumbered the female by a small margin. Most of the part-time students, however, were female. The actual percentages of students in these categories were as follows:

TABLE 2

PERCENTAGES OF STUDENTS IN FULL AND PART-TIME STUDIES

Full-time		Part-time	
74%		26%	
Male	Female	Male	Female
52%	48%	36%	64%

The analysis of the Fall, 1974 showed a wide range in the ages of the students, as indicated in Table 3. About 13% of the students were over 35 years of age, and about 8% were over 40 years of age. These characteristics reflect continuation of the trend toward an increasing number of older students in programs and courses throughout the College, as well as in all of the levels of classification.

TABLE 3

AGE PROFILES OF YORK COLLEGE STUDENTS

	Ages: 17-20	21-25	26-35	Over 35
All students	32%	39%	16%	13%
Freshmen (36%) and Sophomores (22%)	49%	25%	13%	13%
Juniors (20%) and Seniors (10%)	3%	72%	14%	11%
Non-Degree Students (12%)	10%	33%	32%	25%

Source: Reference (6)

Approximately 8% of York students are Veterans and 2% are foreign students. Almost 14% are enrolled in three special programs which are mechanisms for servicing the particular needs of certain student populations: SEEK Program (11%); CUNY Baccalaureate Program (1.4%); and Community Professional Program (1.3%).

Certain characteristics of York's students appear to be significantly different from those of students at other institutions across the United States, although perhaps not at other urban or especially CUNY colleges, as indicated in Table 4.

TABLE 4

DIFFERENCES IN CHARACTERISTICS
OF YORK STUDENT SAMPLE
AND
NATIONAL SAMPLE

Characteristics	York Sample	Comparative U.S.A. Population
Over 24 years of age	24%	1%
Married with one or two children	16%	0%
Divorced or separated	4%	0%
Full-time students	75%	99%
Living with relatives	67%	14%
Work more than 30 hours per week	23%	1%
Work more than 16 hours per week	50%	9%
Live more than 1 hour from campus	26%	8%

York's self-evaluation report suggests that students do not

work to their full potential.[8] In a survey, by questionnaire, in the Spring of 1975, 74% of the faculty respondents rated the students as Good or Excellent in academic ability, but only 37% rated them as Good or Excellent in academic performance. Assuming that these ratings are valid, it would appear that something is inhibiting the students from translating ability into performance.

The SEEK Program

The SEEK program at York began in the Spring of 1968 and, by the Fall of 1975, there were 540 students in the program. Statistics for the Spring, 1974[9] indicate that of the 540 students, 80 were Juniors (17 male, 63 female) and 24 were Seniors (6 male, 18 female). Since inception of the SEEK program there have been 57 graduates, of whom 50 began their college education at York and had high school averages in the range of 63 to 89, with a mean of 73.5. The grade point average of the graduates was 2.6, with a range of 2.0 to 3.85. One student was graduated Summa Cum Laude, 2 Magna Cum Laude, and 7 Cum Laude. This is testimony that a high level of achievement is possible. However, during 1974-75, 142 of the SEEK students left York, of whom 13 transferred, 57 were academic dismissals, and the remainder left for other reasons (personal, financial, medical). The "either/or" for most of these statistics attributes learning at York to a single cause. However, it is possible that the process that led to the terminations involved the interaction of academic and non-academic factors, that the academic performance of many students at York is externally constrained, and that more effective use of available resources to relieve these

constraints could contribute to better overall performance.

Profile of Social Work Students

Data taken from the autobiographical and educational data sheets prepared by the 37 York College social work students enrolled in field placement during the Spring, 1975 semester revealed the following characteristics:

1. The average age was 26.6.
2. Thirty percent were married.
3. Seventy point two percent were female.
4. Seventy-five percent were Black or Puerto Rican.
5. Eighty-six point five percent were Queens Residents.
6. Only 13% were interested in applying immediately to graduate school.

These data support the general surveys that York students are older, have a large percentage of minority students, and by and large come from the local area. Also, implied in the data is that the baccalaureate degree will be the beginning level for entry into Social Work employment for the majority of the students enrolled in the Social Work Concentration. This is further substantiated by a follow-up study in January, 1975 of the 54 graduates from the York College Social Work Concentration. Nineteen of the 24 graduates who responded to the questionnaire reported they had attempted to find employment immediately following graduation, while only five had entered graduate schools of Social Work.[10]

A demographic questionnaire was administered by the writer in the Fall, 1975 to the entire social work population in order

to get a profile of York's social work students. The questionnaire was completed by 208 students enrolled in social work courses. About 68% of the students were female, which is slightly less than the national average of 75%. Age distribution showed 44% to be 23 years or older, with 12% over 31 years of age (The Social Work students are somewhat older than the general student population at York). Almost half of the students were Black, while 14% were Hispanic. One third of the students were married, while another 8% were divorced or separated. Additionally, one third of the students had one or more children. The characteristics are summarized, on a percentage basis, in Table 5. Detailed data are presented in Appendix A.

In regard to living arrangements, approximately one half of the students were living with their parents or with relatives. The vast majority had siblings (83%). A large number of the students were already employed (59%), while 25% were seeking immediate employment. Of those already employed, one third worked 35 hours or more per week. Approximately one third of the jobs held by the students involved a social work function. More than half of the students in the social work population were admitted to York by means other than regular admission:

Open Admission	24%
SEEK	11%
College Discovery	8%
Other	9%

TABLE 5

DEMOGRAPHIC CHARACTERISTICS OF UNDERGRADUATE SOCIAL WORK STUDENTS AT YORK COLLEGE

Characteristics		Percentage
Sex	Male	32
	Female	68
Age	18 or less	15
	19 - 22	41
	23 - 26	22
	27 - 30	10
	31 or more	12
Marital Status	Married	33
	Single	58
	Divorced	5
	Separated	3
	No response	1
Race	Hispanic	14
	White	33
	Black	47
	Oriental	2
	Other	2
	No response	2
Children	None	63
	One	15
	Two	13
	Three or more	8
	No response	1

Full-time students represented 82% of the population, and 53% were carrying 14 or more credits. At least 92% of the students had the goal of obtaining a degree in social work. The responses to

"What degree level?" were: Bachelors 25%, Masters 54%, Doctorate 19%, No response 2%. It appears that the majority of the students have the perception that a master's degree in social work is needed for upward mobility within the profession. However, only a small percentage of York's social work students have enrolled in graduate school.

Of the students who selected social work as their minor,* only 5% reported that their intention was not to be a professional social worker. Therefore, the present situation in which York's students cannot major in social work is contrary to the wishes and intentions of the students.

The reported desire for some area of specialization was overwhelming. One third of the students indicated a preference for Child Welfare, and this was the predominant choice of the female students. Only 16% was interested in the area of Public Assistance. More than a third (35%) of the students or their families had been clients of social welfare agencies. The gradation of income of the students' parents showed that 17% fell below $7,000 per year, another 21% was in the $7,000 to $10,000 range, while 41% had higher incomes. There was a 21% "no response" to this question.

The composite picture of students in undergraduate social work at York College represent two predominant groups:

1. Black students representing an unusually high percentage (47%) combined with 14% Hispanic,gives the minority students a clear

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*York does not offer a degree in Social Work at the present time. The social work program is a degree program in another major, and a minor concentration in social work.

cut majority over the second predominant group; 2. the white students.

The students tended to be older than the general student population. More than half of the students had been admitted by means other than regular admission and required some remediation work. A highly significant number had been known as clients to social welfare agencies, thus representing a life style of the people they would be serving as professional social workers.

There is an increasing number of students from ethnic minorities entering social work at the undergraduate level. Nationwide, in the Fall of 1974, the ethnic and racial distribution of undergraduates enrolled in social work was:[11]

Ethnic and Racial Background	% of Social Work Students
White	75
Black	18
Puerto Rican	2
Other	5

Clearly, social work is an area of particular importance to Blacks and other ethnic minorities. Thursz and Rothenberg (1968) summarized the assets that these students possess in relation to social work:

> The disadvantaged student has a contribution to make to social work and to social work education, which grows out of his life experience and background. He may bring to his professional service insight developed out of direct experience as a member of the target population, an ability to communicate with persons whose lives and milieu he shares, an intelligence and a capacity to learn, and a great deal of personal strength tested in battle for survival in an environment that often

> impairs human capacity. Among the educationally disadvantaged are persons who have unusual motivation and an ability to cope with adversities, as well as an ability to learn new behavior in a helping role.[12]

These students' ideas and the importance of their contribution must be met with acceptance by the educational institutions, so that they can develop the self-confidence it will take to overcome deficiencies. They will need to learn communication skills; because of their closeness to the people they will serve, they will know how to communicate in terms the clients understand. They will need to learn skills of communication which will make it possible for them to relate to the educational institutions and service delivery systems that have been foreign to their life styles. They will need to learn by doing step by step procedures of what is involved in a professional helping role. The crucial test for both the students and undergraduate social work programs is the linkage of what the student brings to the educational situation and what the educational system provides the student in helping him provide meaningful service to the client.

In 1974, York College began the task of program development in terms of developing a professional undergraduate social work program that would meet accreditation standards of the Council on Social Work Education. It was in the environment of an evolving curriculum design and dedicated effort to develop the most effective program for educating York College undergraduate social work students that the Seminar Course, an approach to combining the teaching and helping function, was implemented.

The Seminar Design is outlined and discussed in the next chapter.

NOTES

[1] Self-Evaluation Report, York College, The City University of New York (Prepared for the Commission on Higher Education, Middle States Association of Colleges and Secondary Schools) Spring, 1976, p. 1.

[2] "Report of Curriculum Committee to the Council on Social Work Education," York College, 1975.

[3] Max Prola, "Results of 1975 American Council on Education Survey," Division for Student Development, York College.

[4] Ibid.

[5] Self-Evaluation Report, York College, the City University of New York (Prepared for the Commission on Higher Education, Middle States Association of Colleges and Secondary Schools), Spring, 1976, p. 8.

[6] Ibid., p. 8.

[7] Ibid., p. 10.

[8] Ibid., p. 20.

[9] Ibid., p. 59.

[10] "Follow-up Study of Graduates in the Social Work Concentration," York College, January, 1975 (Prepared by York College Social Work Faculty).

[11] Lillian Ripple, Statistics on Social Work Education in the United States, Council on Social Work Education, New York, 1975.

[12] Daniel Thursz and Elaine Rothenberg, "The Educationally Disadvantaged Student: The Challenge to Social Work Education," Social Work Education Reporter, Volume 16, Number 3 (September, 1968), p. 26.

CHAPTER V

THE USE OF AN EXPERIENTIAL APPROACH IN DESIGNING A SEMINAR FOR UNDERGRADUATE SOCIAL WORK STUDENTS

An objective in the experiential approach to learning was to use the students' "real experiences" in relation to institutional encounters to heighten their awareness of their own feelings, attitudes and problem-solving processes. Involving the students in group activities enhanced the process of experiential learning as students interacted with each other. It was not the objective of the Seminar to deal with attitudes and feelings other than on an educational level. However, it was deemed essential that self-awareness be enhanced in order that the students recognize the principle of "self as an instrument" as they develop a background for the disciplined use of self that will be required of them in their later professional role of helping others.

Self-awareness is viewed as a necessary component in the helping process. According to Eriksen (1977): ". . . .Self-awareness is a knowledge of your own feelings and wants, your attitudes, and values, your wishes and fears, your strengths and weaknesses."[1] Awareness of one's self apparently touched on all aspects of the role carried by the professional helper, and influences his or her ability to render an objective, effective, and relevant service. For example,

concerning a major dimension of the helping process, the interview, Garrett (1972)[2] states that:

> . . . .All the things said about understanding human beings apply also to the interviewer, for he, too is a human being, with unconscious as well as conscious motivation, ambivalence, prejudices, and objective and subjective reasons for his behavior. He brings to his relationship with the interviewee his own predetermined attitudes which may profoundly affect that relationship. He has a natural tendency to impute to others his own feelings and may thus seriously misunderstand his client's situation and problem. If he is unable to bar frustration of poverty, he may find it difficult to comprehend his client's toleration of it.
>
> An interviewer who finds it difficult to reveal himself to others may decide that a client should not be probed, when as a matter of fact the client wants nothing so much as to be helped to talk.[3]

The Seminar was designed so the students would have an experience in asking for and receiving help as distinct from providing it to others. The intent was to teach the students, through their own experiences, what would be required of them in a future professional helping role in fulfilling the linkage function, and to heighten their awareness of their own feeling and attitudinal responses, through the use of educational medium, to being placed in the recipient role.

The following discussion outlines the elements of the Seminar design, the theoretical bases, and the educational rationale for the use of the experiential learning approach as a teaching method.

Elements of Seminar Design

The Peace Corps (1968)[4] developed an experiential learning program for cross-cultural training of volunteers. While some of the

components were specific to the cross-cultural aspects of training, others had more general applicability and were modified and incorporated in the design of the Seminar Project. The model was chosen because it was designed to prepare a range of personnel for helping roles and also because it had been tested operationally. With pertinent implementation shown in parentheses, the elements of the model were:

1. creation of a learning community in which the student has experiences conducive to learning and is encouraged to do so. (implemented in the classroom sessions of the Seminar as described in the Seminar manual.)

2. learning should grow out of the needs, difficulties and emotional reactions experienced while tackling real problems. (implemented through the experiences encountered vis-a-vis the agencies where volunteer placement was obtained by the students.)

3. learning should focus on types of requirements and responsibilities that would be encountered by the students in their subsequent professional roles. (operationalized via the linkage and self-as-instrument elements of the Seminar.)

4. experiences should be chosen to help students to develop more effective patterns of behavior. (implemented through (a) selection of experiences to improve students performance in dealing with systems, and (b) performance expected of students during Seminar.)

5. learning and personal growth occurs most readily in a milieu of value and need conflicts--(implemented, initially, via

the pressures experienced by the students when negotiating volunteer placements and, subsequently, during the period of these placements.)

6. the group leader's role should be to support and encourage the students, and to facilitate the learning processes. (discussed under "Role of Group Leader".)

7. interpersonal experiences and interactions are valuable learning tools, hence it is desirable and more effective to conduct experiential learning in small groups. (discussed in "Use of Peer Group as a system of Mutual Aid.)

8. role modeling is considered to be one of the most effective devices for collecting and selecting relevant content, and also for providing students with a mechanism for conceptualizing and integrating their total experience; used properly role modeling is analytical and abstractional. (as discussed later.)

Use of Peer Group as a System of Mutual Aid

Peer group influence can exert an important affect on learning, and the influence of a peer group may be mobilized to provide mutual aid. The role of the leader of such a group is to facilitate the process by which the peer group can mobilize itself in the desired direction.

Studies of the effect of peer groups on individual learning (Lowry 1962)[5] reveal that a peer group can help its individual members to become more open to learning. Also, the group can help the individual to learn methods of experimentation, analysis, and utilization of experiences encountered in his own problem-solving

efforts.

Studies of the influence of peer groups on attitude development (by students) have been reported by Allport (1955)[6], Bales (1955)[7], Knowles (1969)[8], Thelen (1967)[9], and also by Newcomb and Rossi (1961)[10] The latter indicate that the peer group can exert great influence on what is to be valued, and that the members of such a group may transfer these learned values to others outside the group. Rossi believes that the impact on intellectual activity may be more powerful than that of the curriculum itself.

A major assumption underlying the Seminar is that students would require affective support in their encounters with the anxiety-provoking and frustrating aspects of interactions with the complex system of social welfare agencies. Thus, the mutual aid made possible or facilitated through the functioning of the Seminar group was both planned and deliberately structured. For example, during the induction phase of the Seminar, the students were required to develop a plan for negotiating their volunteer placements. This activity was planned so that cooperation with each other would be advantageous, and the feedback reporting format provided the opportunity for each student to share his anxiety-provoking experiences with the others and to receive assistance from them (and from the instructor) in analysis, problem-solving, and general encouragement.

Role of Group Leader

Because different activities require different behavior from participants in a group (Vinter 1967),[11] activities may be

planned to elicit the specific behavior desired. Such planning is, of course, the role of the group leader. This role in relation to task-oriented groups (such as the Seminar group) is seen by Wilson (1957)[12] as that of an enabler. She states:

> An enabler who works with a task-oriented group uses his understanding of the dynamics of human behavior and of the group with consideration of the adjustmental problems of the members,but he does not change the content of the group's program for the purpose of helping the members with their individual problems . . . . In task-oriented groups, the group leader's primary responsibility is to support the group to accomplish its task.[13]

Thus, the Seminar leader's role as enabler involved supporting and mediation. Objectives were to stimulate and mediate linkages within the group, strengthen the integration of the group system, and help the students to overcome apathy and disorganization. Activities involved eliciting information and opinions, facilitating expression of feelings, discussing alternative courses of action, clarifying situations, and providing encouragement and reassurances. As teacher and educator, the objective was to help the students to acquire information, and to increase their understanding of complex systems in the three content areas of the Seminar. Activities comprised:

1. <u>the provision of information</u>, which was treated on two levels:

(a) information drawn from the instructor's own knowledge and expertise of complex systems, and given to the students, for example, prior to their seeking volunteer placements, in relation to obstacles they could expect to encounter, and

(b) theoretical and empirical information to augment their understanding of the principle and theoretical basis underlying their experience. (A summary of the key principles and issues identified in the students' anecdotal material, the theoretical information provided, and suggested readings, are contained in the Seminar Manual, Chapter 6.)

2. role playing, used during the induction phase of the Seminar and described in detail in the Seminar Manual.

3. demonstration of desired behavior, as discussed under "Modeling."

Modeling

Live modeling techniques were used to demonstrate some of the Seminar content. The instructor was careful to model the same performance behavior required of the students, such as punctuality, attendance, follow-through on assignments and responsibilities. No sessions were cancelled. Follow-through was scheduled for matters such as individual conferences, and the preparation of letters to agencies for individual students who were seeking volunteer placements as the practical component of the Seminar. If the schedule was disrupted by emergencies, the students were notified immediately, reasons for adjustments were given, and other arrangements were substituted.

Bruner deals with the concept of teacher-as-model when he says:

> . . . . What the teacher must be, to be an effective competence model, is a day-to-day working model with whom to

> interact. It is not so much that the teacher provides a model to imitate. Rather it is that the teacher can become a part of the student's internal dialogue -- somebody whose respect he wants, someone whose standards he wishes to make his own . . . . The language of that interaction becomes a part of oneself, and the standards of style and clarity that one adopts for that interaction become a part of one's own standards.[14]

The instructor tried to achieve the integrative depth of modeling proposed by Bruner rather than the more conventional imitative approach that is especially associated with Bandura (1969)[15] who defines modeling as learning by imitation as opposed to direct experience. The instructor also modeled the behavior required to overcome the institutional problems encountered during the Seminar. For example, on two occasions there were administrative errors in scheduling the meeting room for the Seminar. When this occurred, another place was located quickly so the sessions could be convened. Appropriate administrative action was taken. In the Seminar discussion, the problems were cited to the students as phenomena to be expected of large bureaucratic systems (system malfunction) and also as problems that could be overcome by appropriate responses.

The literature on modeling indicates that the characteristics of the model affect the extent to which matching responses are induced from observers. Such characteristics may be categorized to include social power, competence, and position in a pertinent hierarchy. If the observers identify their own characteristics or potentialities with those perceived in the model, then the effectiveness of the modeling experience is likely to be increased. The writer assumed that the majority of the Seminar participants

identified with the characteristics of the instructor.

An outside model was used in the Seminar course; the background and characteristics of this model were also important. The model was a black female who eight years ago started out with the Social Security Administration as a Grade 2 level file clerk. From this position she moved up to a Grade 10 level Field Representative. She demonstrated how a worker's knowledge of the agency's resources can help one identify and anticipate needs which could be acted upon before reaching the crisis stage. This facilitates delivery of services, since most bureaucratic resource systems are geared toward a (slow) response to problems. The demonstration also included the use of rules and procedures to obtain needed benefits and services.

Modeling has disadvantages or risks, but these may be minimized if recognized before interaction with observers occurs. In live modeling, care must be taken not to introduce stimuli or behavior that could undermine or confuse the messages selected for communication. In the Seminar, the outside model was briefed in advance concerning the specific learning behavior intended for the Seminar participants. The briefing and preliminary preparation also included a written script of the modeling exercise. (See Appendix B.)

Operating Procedures

Pincus and Minahan (1973)[16] in their discussion of the formation of action systems, outline several important factors that influence the functioning of such systems. They state:

> . . . . The action system is the medium through which the worker influences the target of change. Its effectiveness can be enhanced by careful planning of its formation and operation. The social worker forming action systems must operate within the constraints of three major characteristics of action systems: size, composition, and operating procedures governing interaction, including the use of time, the place or setting, and norms of procedures governing interaction.[17]

These characteristics were relevant to the formation of the Seminar group and are elaborated as follows:

1. Size and Composition. The optimum size for any group varies according to purpose. Size is a factor that determines the rules for interaction. A group of 5 to 10 members is considered the optimum size for the purpose of the enhancement of close interpersonal interaction. The Seminar group consisted of 11 students. The composition of the group was selected in a random manner from a population of students who shared common problems and interests in relation to the goals of the Seminar.

2. Time. - refers to time as duration of the Seminar, period between meetings, length of each meeting and hour of day of meeting. The duration of the Seminar was 12 weeks. Sessions were held on a weekly basis for three hours (8 A.M. to 9:30 A.M.) and (11 A.M. - 2 P.M.) on the same day (Wednesday).

3. Place - refers to where the meeting takes place and how the physical setting is managed. Settings can indicate the kind of behavior that is expected. The Seminar sessions were held in a conference room that was conducive to group interaction; the exchange of feelings and opinions.

4. Norms or Procedures - refer to those established for interaction and decision making, which were determined by the purpose

of the instructor and the characteristics of the Seminar participants. A climate in which the participants were free to contribute was encouraged and the ability of the participants to solve the problems encountered was enhanced. The Seminar was conceptualized as an institutional system, and in keeping with this objective a low degree of autonomy was granted to the group in relation to establishing the curriculum content and performance criteria for the Seminar Course. However, a high degree of autonomy was granted in relation to expression of feelings and exchange of ideas and opinions.

Theoretical Framework

The theoretical framework for the Seminar was based primarily on experiential learning theory. This theory has been most influenced by the work of John Dewey who considered learning as:

> an activity that arises from the personal experience of grappling with a problem. He defines learning from experience as a backward and forward connection between what we do to things and what we experience in consequence. Thus, doing becomes an experiment. Some experiences are merely passive affairs, pleasant or painful, but not educative. An educative experience is one in which we make a connection between what we do to things and what happens to them or us in consequence.[18]

The key feature of experiential learning is beginning with a real experience. It involves doing the actual task and then discussing the experience and learning derived. Bramer (1973)[19] refers to the approach as "do, look, learn." For the purposes of the Seminar, experience was defined to include anything that happened that had an impact on the students in relation to institutional behavior, anything the students experienced participating in an educational system (York College), the Seminar, and in their dealings with Social

Welfare systems in the community.

The experiences were followed by reflection or thinking back over what had been experienced (the students were required to keep a log of their daily experiences). In turn, this phase was followed by classroom discussion of the learning and understanding derived and sharing the experiences with other students.

Experiential Learning Model

The experiential learning sequence used in the Seminar is described as a process in Figure 3.

The diagram outlines the principal activities of the Seminar's experiential learning process, where these activities occurred, the relationships among the activities, and the sequence in which the activities occurred and were iterated.

In the right hand column of the diagram, E denotes an activity relating directly to, or occurring at, an Agency where volunteer placement was obtained by the Seminar participants. H denotes an activity that the participants performed "at home" (i.e., neither at an Agency nor in class). C refers to activities that took place in the Seminar classes or discussions.

Steps E-1 and E-2 cover experience, H-1 through H-3 reflection, and C-1 through C-4 the discussion activities of the Seminar.

Overall, the diagram indicates the dynamics of the experiential learning process. Implicit in the model is the assumption that learning would depend on the ability and willingness of the participants to utilize the experiential process. The purpose

Location	Activities	Feedforward/ Feedback
Agency (Volunteer Placement)	General Experience	E-1
	Encounter Obstacles/Problems	E-2
At Home	Write up Experiences (Log)	H-1
	What do the experiences mean? Analyze Principles involved?	H-2
	Figure out tentative course of action in terms of tasks to be accomplished	H-3
Classroom (Seminar Discussions)	Summary of Placement experiences	C-1
	Summary of Obstacles/Problems with Analysis and Intended Action	C-2
	Critique and Suggestions by Other Students and Group Leader, with Clarification of Principles	C-3
	Action Plan clarified and, possibly, modified	C-4

Figure 3. Diagram of Experiential Learning Model

of the model was not only to provide new knowledge, but also to facilitate "learning how to learn" in a way that will be necessary for effective continuation of learning and adjustment in the field of professional social work.

Problem Solving and Task Performance

In experiential learning emphasis is placed on creative problem solving. The Seminar activities consisted of some aspects of problem solving and task performance, a process which involved the following steps or phases.

1. Identification of (institutional) obstacles encountered.
2. Exploration of possible approaches to overcoming the obstacles.
3. Survey of required information about the obstacles and identification of persons who should be involved.
4. Development of a plan of action in terms of tasks to be performed.
5. Task performance and feedback.

Obstacles were defined as barriers created by resource systems that can interfere with, prevent, or limit the ability of a person to make use of services and opportunities that the systems provide. Tasks referred to the activities that the students agreed to perform during the Seminar, i.e., the action to be taken to overcome an obstacle (Reid and Epstein, 1972).[20] These tasks did not include those associated with social work practice skills, such as interviewing, and establishing relationships with clients. The

integration of problem solving and task performance with the experiential learning process is reflected in Figure 3.

Research studies have shown that the outcome of problem solving activities is affected by the confidence with which one approaches problems (Bloom and Broder, 1950)[21], and the expectation of success (Rosenthal and Jacobsen, 1968).[22] Bloom and Broder report that in their study of college students, successful problem-solvers had more confidence in their prior problem solving abilities than did non-successful problem solvers. Rosenthal and Jacobsen studied the effect of expectations on outcomes in education. They planted in the minds of school teachers expectations concerning the future performances of certain of their students. The teachers thought the researchers' predictions were based on the intelligence test they had just administered, whereas in fact the assignment of students to the "will blossom" category was entirely random. The results reported indicated that the students who were expected to improve did so to a greater extent than those who were not expected to improve.

The initial climate of the Seminar was positive, expectant and hopeful, The students viewed having been selected to participate as a sense of achievement. They were willing to meet at eight o'clock in the morning and to devote time and energies that far exceeded the amount of course credit. The instructor attempted to maintain a positive atmosphere throughout the Seminar, and to strengthen the students' confidence in their ability to meet the Seminar requirements. The verbal reporting format (feedback process) gave the instructor additional opportunities to reinforce positive

thinking, give encouragement and show genuine appreciation of individual and group efforts, and to help them to not become bogged down in negative feelings. The distinction that was made in the Seminar between institutional problems and individual problems helped the students separate their failures from those resulting from the system. This distinction served to enhance the students' sense of confidence and self esteem in their problem solving and task performance ability by focusing more appropriately on sources of difficulty outside themselves when such focus was called for.

Principles

From the content and process relating to the experiential learning approach, as described, it was possible to develop two guiding principles that informed the general design of the course. These were:

Principle 1 - The structure of the educational program made provision for the students to have an opportunity to express subjective feeling engendered by the "real" learning experience, and to receive support and encouragement from each other and the instructor.

1. Each student made a weekly presentation, in the Seminar session, of the experiences encountered.

2. The presentations included factual description and analysis of the experiences encountered and the feelings engendered by the experiences. The feeling aspects included both the negatives and positives.

3. Participants and the instructor provided encouragement

and support to the presenting person in order to help the person overcome blockage to the learning-and-doing process.

Principle II - The instructional content was geared toward the type of knowledge, tasks, requirements, and responsibilities associated with a subsequent professional role, to provide purpose, meaning, and direction to the educational experiences.

1. The instructor identified and made explicit the professional role with which the Seminar content was associated.

2. Focus on the professional role identified was the common thread woven throughout all aspects of the instructional program to integrate its various components.

3. The content selected to be understood by the students in the program, and the type of tasks, requirements, and responsibilities required of them, were consistent with the knowledge base and behaviors associated with the professional role identified.

NOTES

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[11] Robert Vinter, "Readings in Group Work Practice,"(Ann Arbor; Michigan: Campers Publishers, 1967), p. 98.

[12] Gertrude Wilson, "Social Group Work: Trends and Developments," Social Work, Vol. 1 (No. 4), October 1956.

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[14] Jerome S. Bruner, Towards a Theory of Instruction (Cambridge, Mass.: Harvard University Press) p. 125.

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[17] Ibid. Pp. 194-204.

[18] John Dewey, Democracy and Education (New York: The Free Press, 1966), p. 103.

[19] Lawrence Brammer, The Helping Relationship: Process and Skills (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1973), p. 73.

[20] William J. Reid and Laura Epstein, Task Centered Casework (New York and London: Columbia Press, 1972), Pp. 94-120.

[21] B. S. Bloom and L. J. Brader, Problem-Solving Processes of College Students (Chicago: University of Chicago Press, 1950).

[22] Robert Rosethal and Leonore Jacobson, Pygmalion in the Classroom (New York: Holt, Rinehart and Winston, 1968).

CHAPTER VI

THE SEMINAR COURSE

This chapter, in manual form, outlines what the Seminar Course consisted of: (a) course content; (b) the sequential learning opportunities provided, and (c) the experiences of the students. In addition, the implementation of the various Seminar components is described. The objective of the Seminar included a process as well as a product. The writer chose this form of presentation to report what occurred and also to bring out the dynamics of the experiential process.

Classroom sessions were held twice a week for a total of three hours per week. Instructional units of the Seminar were: 1) the nature of complex systems, 2) identification and matching of needs with available resources, and 3) the use of rules, and procedures. The Seminar was divided into four units:

1. Induction - Activities consisted of getting acquainted, clarification of respective roles, requirements, procedures, objectives, and goals of the Seminar.

2. Obtaining Volunteer Placement - During this period the students negotiated volunteer placements in social welfare agencies. The problem solving, mutual aid, and task performance components of the Seminar were initiated. The instructional objectives covered were the identification and matching of needs with available resources and

the nature of complex systems.

3. Volunteer Placement Experience - The core phase of the Seminar. Activities consisted of a continuation of problem solving and task performance. The instructional unit for this phase was the use of policies, rules,and procedures within the system to secure needed benefits and services.

4. Evaluation - The ending phase, which consisted of a review of the Seminar in terms of what had been accomplished, planning and preparation for termination, evaluating the results.

Unit 1 (1st Week): Induction

The following outline delineates the content covered during the Induction Phase of the Seminar.

Objectives: To begin the group interaction process and have participants become acquainted with each other. To orient participants to the purpose, specific objectives, instructional method, and requirements of the Seminar.

Course Outline

Participants and group leader introduced themselves.

Participants were asked to state their career goals in the field of social work and also their expectations of the Seminar.

The purpose, objectives, performance requirements and evaluation criteria of the Seminar were explained and discussed.

Purpose

Increase participant's understanding of what will be expected of them in a future professional role of linking persons to resource systems and helping them to make the best possible use

of available resources.

To help the participants make a better use of resources in relation to their own activities.

Seminar Course Objectives

To illustrate how one identifies one's own needs that may be met by available resources.

To explain the nature of complex systems and how one learns about them.

To demonstrate how one uses the rules and procedures of the system to secure benefits from it.

Instructional Method

Experiential learning, problem solving and task performance

Performance Requirements

Attendance: Good attendance was expected; participants were allowed two absences for the duration of the Seminar.

Mutual Aid: Participants were expected to cooperate with each other, to help each other, and to work toward the common objectives of the Seminar.

Social Agency: Each participant was required to spend at least three hours per week as a volunteer in a social welfare agency.

Seminar Participation: Each student was required to participate actively in the Seminar classroom discussions. Participants were expected to adhere to the following guidelines:

Reporting of Experience weekly oral presentations of agency experiences, using log books.

Description of Experience (what occurred) The identification of what the experiences were, feelings engendered (negative and positive) and the processes involved. Experiences were those that related to institutional situations. Encounters that involved "how to help clients" were not to be included (problems of this kind were to be dealt with through the respective agency supervisors).

Analysis: The identification of the critical aspects of the situations encountered, with emphasis on the elements that required special attention and action. This process included making generalizations and abstractions, and relating the immediate personal experience to the broader implications of how systems operate and what the linkage function entailed.

Summary: Summation of what had been learned including the understanding derived from the experiences.

Spontaneous Participation: Feedback provided to individual participants making their formal presentations, and contributions to the mutual aid system.

Feedback: Substantive content; thoughtfulness, and pertinence to the situation at hand.

Mutual Aid: Supportiveness; comments directed to the situation or individual's behavior rather than to the person. Coverage included positive as well as negative aspects.

Overcoming Obstacles and Problem Solving

Institutional: Participants were expected to effectively overcome the institutional barriers to achieving desired goals with the help of the instructor and participants.

Log Books: Participants kept a daily written log of

experiences and institutional obstacles encountered and were required to use this log in making weekly presentations. The logs were submitted periodically to the group leader and on the last day of the Seminar.

Directions for Log: The log book was kept in accordance with the guidelines established for Seminar participation: Description of experiences, analysis, and summation. In recording institutional obstacles participants were asked to include the specific goal that was being pursued in each instance.

Examples of Goals: obtaining volunteer placement; negotiating duties involving Social Work; obtaining information from the Agency about its services, rules and procedures; and carrying out a specific work assignment in the Agency.

Individual Conferences - were held with participants at the request of the instructor and/or participant.

Reading Materials: Students assumed responsibility for reading the Xeroxed articles provided on the four content areas of the seminar. Additional resource materials were provided as needed by the individual participants.

Instructor's Role: Facilitator, catalyst, resource person.

Evaluation Criteria: Performance in the following areas were evaluated: 1) Attendance; 2) Punctuality; 3) Seminar participation; 4) Agency participation; 5) Completion of assignments; 6) Overcoming obstacles; and 7) Written examination (after test).

Approaches to Maximize the Use of the Seminar Experiences

Participants were encouraged to practice the new behavior

learned in the Seminar (that had been found effective in dealing with institutional systems). The instructor recognized that there were other ideological approaches to dealing with systems that range from overthrow of the system to complete conformity with it. The Seminar approach was based on learning how to make more effective use of what systems offer, via increased knowledge of system behavior, expected behavior of the individual, and resolution of problems created by interaction of the two.

Summary of Unit 1

The students reacted differently to different aspects of the Induction Phase. For example, they responded well to the small group format and to the individual attention that it permitted. However, they were confused or apprehensive about the experiential learning model and about the responsibility placed on them for accomplishing the learning.

Apprehension about experiential learning was anticipated because this approach to learning was quite different from the traditional approach that most of the participants have experienced. It was an assumption that the model would enable the participants to accept the major responsibility for their own learning. It assumed that, given the opportunity, they would establish realistic goals that they would modify in the light of their own experiences. The process of modification was a learning process that, hopefully would be incorporated and utilized by the participants beyond the Seminar.

The experiential model required that participants become more actively involved in the learning process than most of them had

been during conventional education. While pursuing professional careers as social workers, individuals will have to assume responsibility for continued learning. So learning how to learn from experience was perhaps the most valuable skill that one could acquire from the Seminar.

Most students were more familiar with conventional learning procedures: memorizing lectures and reading assignments, following instructions, and taking tests given by the instructor. The majority of the participants had not had much practice with the inductive, discovery, and analytical modes that are essential to experiential learning. The Seminar participants had to re-learn how to learn, and that was difficult. This required additional effort, investment of time, and responsibility.

Unit 2, Part 1 (2nd Week): Identification and Matching of Needs with Available Resources

After discussion of the requirements of the Seminar, the next step was to move the students toward volunteer placement in social welfare agencies. Instead of assigning the students to agencies they were asked to select their own placements.

Since the need for understanding has a positive influence on learning, the instructor made every attempt to create the need for understanding of the three content areas of the Seminar.

This instructional unit was linked to the process of obtaining volunteer placements. The unit covered the identification of needs and the matching of these needs with the appropriate available

resources. It dealt with the preparations necessary before approaching agencies so that maximum benefit could be derived from the volunteer experience. The preparations themselves were designed to facilitate a clear articulation of the type of volumteer placement desired and, more importantly, learning an effective way of approaching the agency.

In preparation for securing placement, the students were advised of the following:

1. That they were expected to negotiate their own placements within a specified time.

2. That a directory of names and telephone numbers of placement was available, including the name of the Director of Volunteer Placement of the Mayor's Office in Queens (prior arrangement had been made with this office to assist the students).

3. That they were expected to plan and establish goals prior to contacting agencies for appointment.

4. That they were to secure the agreement of the pertinent agency official that the volunteer work could be performed within the amount of time they were prepared to give.

As a process, the students were first asked to think how they would approach the tasks just described. They were to develop tentative guidelines that would then be discussed and refined during the next classroom session. The intent was to activate the students' own problem-solving capabilities and, once activated, to guide the problem-solving process as needed. The students were given complete freedom in the formulation of their own needs. The only constraints

were that their approach had to be rational and that the volunteer experience should be related to social work.

The participants' attention was focused on the social worker's responsibility to help clients to identify needs that could be met by an appropriate resource. Frequently, clients are conscious of needs only after they become acute and problematic. Also, clients may be aware of various needs but may not know either if appropriate resources are available or what they are.

Objectives

1. Help the participants to identify their own needs in relation to volunteer placement and how to match these individual needs with an appropriate resource.

2. Prepare the students for problems they should expect to encounter while seeking volunteer placement, and also to engage them in thinking about alternative solutions to these anticipated problems.

3. Illustrate the social worker's role in helping clients to recognize institutional obstacles, and to plan effectively in order to overcome such obstacles thereby achieving desired goals.

Feedback

Feedback was obtained from the students in relation to their progress in establishing goals and in developing guidelines for securing volunteer placements. When it was observed that the students were having difficulty in getting started, the following guidelines were provided:

1. that they first identify their own needs in terms of an orientation goal, e.g., an area of interest such as mental health

or child care.

2. that they identify practical constraints such as a placement either close to home or to York College, time availability or other personal considerations.

Elaboration and discussion of these specifics were followed by a work period in which the students were asked, individually, to work out a tentative plan. Each of these plans was then presented to the group for further analysis, feedback and help.

Examples of Group Interactions and Problem-solving

Two students were unable to select an area of interest. The group members helped them to make a choice by asking critical questions such as: "Do you feel more comfortable in dealing with children, or teenagers, or adults?"

Another student complained of shyness and did not feel that he could handle an interview with an agency official. The group reacted in a warm and helpful manner, and suggested that the student participate in a role playing exercise for the purpose of getting some practice. The group decided that the person playing the role of agency official should assume an authoritative and demanding posture in order to force the student to be self-assertive. The student agreed to this approach and by the middle of the interview the student appeared to be more positive and self-assertive. The group suggested that the student consider doing some more role playing exercises at home prior to an interview with an agency.

Anticipation of Placement Problems: Role Playing

Hypothetical problem-solving situations were presented to the group by the instructor. The ensuing simulations anticipated, via role playing, some of the real obstacles and problems that might be encountered while seeking placement. After discussing the situations the group members played the roles involved in the following situations:

1. agency official agreed to accept student as a volunteer but offered clerical duties instead of social work, due to cut-back in clerical staff.

2. agency official began the interview by informing student of the agency's need for volunteers but preferred a person who could work at least two days a week, which was more time than student could devote to volunteer work.

3. agency official offered student a position and assured student he or she would be able to have social work related tasks. However, agency personnel explained that it was impossible to say precisely what the student would be doing, but student was encouraged to trust agency personnel and everything would work out alright.

4. Student did not receive a follow-up call, after an interview in regard to the agency's decision to offer student a volunteer position.

Summary of Unit 2, Part 1

Ultimately, the students were proud of what they had accomplished. Initially, however, they had many apprehensions. For example, they would have preferred to have been assigned to an agency by the instructor because they were not sure that they would be able to

negotiate their own placements. Some feared talking to supervisors and agency directors. Moreover, at the outset, many of the students were not certain of what they wanted, e.g., sure identification of their field of interest and the setting in which to further it. To these students the notion of having specific needs, and finding agencies to meet these needs, was alien; their inclination was to take whatever was offered and make the best of it.

Some students were unable to see the need for planning and were eager just to get out and start "helping people." They did not understand the concept of negotiating placement, nor why this was essential. These same students were those inclined to take at face value whatever they were told by agency personnel. For example, if social work duties were requested but clerical work was offered the students would assume that social work was not available and would not wish to press the matter further.

Finally, the students were insufficiently aware of the contributions that they would make to the agencies and the reciprocal nature of the situation. Some felt at the mercy of the agency, and that the agency would be doing them a big favor to accept them as volunteers.

By the conclusion of this unit each student had a plan. There were wide differences in the adequacy of these initial plans. Nevertheless, each participant knew his area of interest, the maximum amount of time that could realistically be devoted to placement, the days on which time would be volunteered, and whether a place nearer home or to York College would be more suitable. Additionally,

they all had some idea of how to get started, either by using the resources suggested by the instructor or by contacting known agencies in their own locations.

As the unit progressed, the students became less dependent on the instructor. A better understanding of what was required led to actual accomplishments and, in turn, to more self-confidence and less dependency.

Role-playing exercises were managed completely by the students after the purpose had been explained. They were told that the purpose was to provide practice in articulation of needs (effective communication) and in negotiating them with others. The exercises also provided the opportunity for the students to consider some of the needs of agencies and the conflicts possible between these needs and their own. In the process of role-playing, some understanding was gained of how individual needs might have to be modified in the light of experience and new information (i.e., via the Problem-solving Process)

The instructor drew upon the experiences of the students to discuss similar problems encountered by social welfare clients, e.g., parallels were found in the following areas:

1. fear and apprehension of dealing with agency officials, and also the feelings engendered by asking for and receiving help.

2. help needed to get linked to the appropriate resource, within a resource system, that can meet a specific need. (The nature of resource systems and the fragmentation of services requires identification of what one needs in relation to what is available to satisfy the need. Social workers can assist clients with this identification and with the establishment of realistic goals)

3. inadequate information about the existence of specific resources. (Social Workers can provide this information, however, in order to do this the workers must themselves be knowledgeable and abreast of resources and must understand the significance of resources to clients).

The instructor identified the central themes of the classroom discussions, interpreted them in terms of social worker/client relationships, and provided the students with reading material to augment their theoretical understanding, as shown in Table 6.

Unit 2, Part 2 (3rd Week): Negotiation of Volunteer Placement

This phase of the Seminar covered the period during which the students negotiated and obtained placement in social agencies. The purposes of the unit were to (a) heighten the students' awareness and understanding of the various aspects of institutional behavior encountered by clients when they attempt to utilize the resources of a complex system, and (b) identify central themes expressed by the students and then relate the themes to problems experienced by clients and to indicate how the approaches used could also be applied to helping others in similar situations.

Objectives

The four principal objectives of the unit were to:

1. Obtain feedback from the students on the process, outcome, and analysis of their experiences during the negotiation of their volunteer placement.

2. Facilitate the problem solving process so that unsolved problems were defined into realistic tasks that could be performed by

Table 6

READINGS RELATING TO THE IDENTIFICATION AND MATCHING OF NEEDS WITH AVAILABLE RESOURCES

Topic	Required Reading
emotions and behavior	Towle,Charlotte, Common Human Needs NASW, 1965, p. 15-17.
available social welfare resources	Federico,Ronald,The Social Welfare Institutions, 1st ed. "The Structure of Social Welfare Services: Some Illustrative Examples," D.C. Heath and Co., 1973, pp. 182-207.
identification of needs	Brill , Naomi, Working with People: The Helping Process, "The Basic Human Needs," J. B. Lippincott Co., 1873, p. 6-11.
the social work role of linkage	Pincus, Allen and Minahan, Social Work Practice: Model and Method, Peacock Publishers, 1973, Pp. 3-23

the students, thereby alleviating the problem.

3. Show understanding and provide support and encouragement for the emotional aspects of the experiences encountered while learning by doing.

4. Utilize the material presented by the students to provide theoretical information on the nature of complex systems, and the social work role in linkage.

Feedback

Each student was asked to make an oral presentation of his experiences while seeking placement, using his log-book to guide the presentation. Individual examples follow.

Experiences of Students

The examples that follow are condensations of the students' own reports. As far as possible, the students' own language is retained.

Student #1: I decided I wanted to work at Creedmore State Hospital. In looking for the number to call, I became aware of the complexity of the mental health services provided by the state. After I examined the many types of services listed, I felt that my needs for volunteer placement could best be met by going to the office of volunteer placements. This gave me some experience in learning that my needs have to be met by correctly matching them to the appropriate department at Creedmore, and in this case, the volunteer placement office.

In my interview at the volunteer placement offices, I again had to choose among several types of work I wanted to do. This choice began to give me a sense of the real needs I had and how I would best be of service to the patients within my limitations of my own perception of my abilities.

The preparation in class helped me to understand that placements are difficult to negotiate due to the time requirements of the Creedmore system. I had originally felt that agencies were begging for volunteers and would take anyone they could get their hands on. I learned some of the procedures involved in how to set up appointments, negotiate positions, and approach people to gain a placement. Some of these items included being on time, being firm in my time commitment, and showing an interest and some knowledge in the area in which I wanted to work.

In class I learned how to identify some of the particular needs I had in the area of Mental Health so that when it came to deciding on a place to apply I already had identified the agency that would best match my needs to their resources. Outcome: Placement obtained.

Student #2: After I identified an agency that I wanted to work for, it wasn't very easy to get started. I called the agency to ask for a volunteer position. I was told I would have to write a letter describing my experience and why I would like to work at this particular clinic. After I wrote the letter I was notified about an interview. At the interview I was questioned about how I would identify with the clinic. I resented being asked so many personal questions. I informed the interviewer that this procedure for volunteer placement was to secure the benefits of each patient. Outcome: Placement obtained.

Student #3: First I called the Mayor's office of Volunteer for Action to make an appointment. Unfortunately, it rained all day. The bus dropped me three blocks away from the address so I had to walk back. When I entered the building I felt a little lost. There was a party going on and the place was filled with kids. I went to the receptionist and asked several questions (I arrived twenty minutes earlier). The receptionist directed me to the proper office. The interviewer gave me three referral sources for volunteer placement. I called the agency (my first preference) so many times. The person I needed to talk with was either out to lunch or in a meeting somewhere. Finally I gave up on this agency and contacted my second choice, and was successful in

scheduling an appointment. This placement was not such a hassle, and I was expecting the questions and the demands that would be placed on me. I liked the agency and since it was closer to my school I accepted placement there. Outcome: Placement obtained.

Student #4: I made four contacts before I was able to obtain suitable placement that was acceptable for this Seminar. I felt that the direct approach was the best method for me. I wanted to get an idea of what the agency would be like and the people that I would be working with. I also didn't want to commit myself to any agency until I felt that it would be suitable to my needs in fulfilling the requirements of the Seminar and my own personal needs.

My first contact was with a children's shelter, the Social Worker was not there at the time. I left my application and a note explaining my objectives and needs. I received no answer, so I made another visit at the time that the Social Worker was there. The Social Worker then explained that he worked flexible hours and that it would be hard to schedule a time to work with me. On my second try, I went to a housing community center. During the interview the Social Worker assured me that he would be glad to have me work with him, and added that he would help me in any way that he could. I understood that my attendance would not be too important, and there wasn't too much to do. At this point, I still was determined to find suitable placement.

My next place was a Head Start Center, the director was very pleasant and wanted me to do volunteer work at the center. She assigned me to record keeping. I did this for a day, after that day I

explained to her that I really needed experience in working with a Social Worker. She then made an appointment for me to be interviewed by the director of the Economic Opportunity Council, Inc. (EOC), a referral agency. The director said that the agency needed volunteers, he assigned me to work with a Social Worker. He introduced me to the staff as a Social Work student. The staff consists of Social Workers, and counselors. Outcome: Placement obtained.

Student #5: I used the Mayor's volunteer office for assistance with placement. When I called (on Friday) the person I needed to speak with was not available. I made an appointment through the secretary for the following Wednesday. When I arrived, he seemed very friendly and extremely willing to assist me in finding a placement in the area of work I was seeking and in the vicinity of my home. He looked into a file and came up with the names of some agencies and told me that after he checked into them he would give me a call. Later that day I received the message that I was to report to a community center for an interview with the director. During the interview I was asked how many days I wanted to work and for how long. I was told I could work two days a week from 2-5. I agreed, and chose to work on Tuesdays and Wednesdays. Then I was introduced to the person I would be working with (supervisor). I became very disenchanted with the agency when I asked what was done there and he said "hey-man, we don't do anything here." Outcome: Tentative placement. After feedback and analysis from the group the student decided to return to the agency for further evaluation before discarding the agency for placement since the agency met all of the requirements that he wanted. Final Outcome: Placement obtained.

At the following session the student reported that the problem had been resolved. "My initial disenchantment disappeared when I went back and met the kids at the center. Instead of working in the recreation room as first assigned, I got permission to work in the section where the girls worked with the kids. There is a school right across the street from the center and the kids came directly from school for help with homework and other problems."

Student # 6: Prior to the experience of obtaining a volunteer placement, I did not really believe that there would be so much effort one had to exert just to serve as a volunteer. I found out how hard it was to seek something you need. Before I had the nerve to go to the agency and ask to be a volunteer I had to go shopping. I needed to get an agency for the Seminar and somehow got the courage to go to the agency to be placed. Through this experience I gained the sensitivity of knowing how hard it must be for clients to ask for help in an agency.

When I spoke with a social worker in the agency I thought she would inform me of whether or not I was accepted. Instead, I had to get the O.K. from the agency's supervisor who was not there at the time. I had to phone the agency several times before I got my reply because the supervisor was not informed of my request until the following week. I learned that workers cannot do things on their own without the sanction of someone higher in position.

At the beginning of the Seminar I would have accepted whatever agency that would have taken me. I was not "choosey." The preparation phase and role playing that I did in class helped me to

set goals and to develop strategies to become more specific in my approaches while looking for an agency. Knowing my objectives and needs allowed me to decline the offers of positions by the HRA Voluntary Action Assistance that did not meet my requirements. I learned that in order to get what you want from agencies, you have to know what it is that you are looking for.

During the course of my experience a person (in a referral agency) was surprised to see that I wanted an agency that would offer me something useful. I was specifically told that no agency official in their right mind would allow me to do the things I wanted to do without any skills. I was told that in order to help clients it is necessary to know how to treat them and if anything goes wrong the heads of the agency would get the blame. Through this I realized that not everyone is competent to deal with people, that is why agencies are so selective in selecting persons who work for them. There is a lot of hierarchy of positions in agencies, and the higher up you go the more responsibilities you have toward the agency. Outcome: Placement obtained.

Student #7: Social welfare systems are such that the volunteering individual is looked upon as someone the system can use for their own benefit. I found this out myself when I offered my services as a volunteer. The personnel director insisted that typing was the only work available even though she had said over the phone that I would be able to work with the children. She needed a typist. I encountered the same experience (typing hassle) at another agency. My participation in the seminar enabled me to tactfully stick to my guns and not perform.

clerical duties. However, I experienced difficulty in convincing the agency to accept my proposal for a three hour a week assignment. The spokesman for the agency was very frank and said three hours would not be helpful. I returned to the agency and explained that in reality my traveling time, meetings, and my home preparation of reports for the agency would total much more than three hours. To my surprise, my three hours were accepted as just what the agency needed to fill the time slot on Tuesdays from 12:00 to 3:00. I had time available and the agency discovered the need for someone. I feel if I hadn't stressed the need for three hours, I would have missed out on the experience I could have acquired at this agency. Outcome: Placement obtained.

Student #8: I contacted the volunteer placement office, and made an appointment. When I arrived for the appointment, I learned that the director was out ill. I spoke with another person who asked me what areas I was interested in. The volunteer placements offered were interesting and I was eager to begin.

When I telephoned the agency of my choice for an appointment, I was referred to the educational director and we arranged to meet on Wednesday at 2:00 P.M. During the interview, I was informed that the volunteer work was with the children in the classroom assisting the teacher. I informed her that my goal was to become a social worker and that I was interested in duties in this area. I was told that the only other areas available were in child psychology and family service counselors. She also said these were very confidential areas, therefore, she did not want to build my hopes up and would

have to speak to the director of the center and would let me know. I told her I would stop by the next afternoon to find out what was decided. The next afternoon, I discovered upon my arrival that the educational director who was in a meeting had forgotten to speak with the center director. I spoke to the director myself. The director had a master's degree in social work, but was too busy to work with me. The social worker would, in turn, have to speak to the family counselors to find out if I could assist them. I spoke to the social worker once again and the counselors agreed to accept my services. Outcome: Placement obtained.

Student #9: This student had initiated the process of placement but unlike the others, had not secured placement. The student did not feel that he had a presentation to make since he had not been successful in completing the assignment. The instructor encouraged him to share what his experiences were and helped him to focus on what he had learned, so that not having successfully reached his goal he would still benefit from the process of learning by doing what was the major focus of the group. The group members demonstrated the mutual aid concept by offering suggestions as to how he could find a placement quickly, which included informing him their agencies needed more volunteers and providing instructions for how to go about applying. Immediate Outcome: Placement not obtained.

An appointment was made with the student for an individual conference, for the purpose of exploring, in greater detail, areas in which the student needed additional help from the instructor. Such exploration was deemed inappropriate to be conducted during the

seminar session. Student explained that his personality was on the passive side, and for this reason he had difficulty asserting himself with agency officials and overcoming the obstacles presented. He said he was eager to participate in the seminar so he could test himself in relation to the personal attributes needed to be a social worker. He said he would have dropped out of the seminar had it not been for the support and encouragement he received from the group. He was eager to continue and made an appointment with an agency for an interview. Outcome: Placement obtained before the following session. Students #10 and #11: Were already employed and used their agencies for experiential learning.

Summary of Unit 2, Part 2

The range of the students' experience was exemplified by the experiences of students #5 and #9. The former had very little difficulty in securing a placement, but what was obtained was unsatisfactory ("Hey man, we don't do anything here"). After discussing the problem with the other students in a classroom session, a second negotiation with the same agency resulted in a satisfactory placement. In the latter case, the student had very great difficulty with obtaining a placement and, in fact, did not initially do so. However, the analysis and encouragement provided by the mutual aid of the other students enabled the individual to obtain a placement before the next session of the Seminar course convened.

The types of volunteer placements obtained by the students are listed in Table 7.

Table 7

TYPES OF AGENCY PLACEMENTS, DUTIES, AND ORIENTATIONS

Agency	Duties	Orientation
Salvation Army Community Center	Group leader in charge of homework and organized recreation.	Social Work
Jamaica Housing Community Center	Group leader and assistant to professional group worker	Social Work
Consumer Affairs Bureau	Consumer advocate -- received, recorded and adviced on consumer complaints	Social Work
Flushing, YM/YWHA	Counselor -- supervisor in charge of activities planning and initiating programs, conducting "rap" sessions, supervising counselors	Recreation
Head Start	Assistant to family service counselor. Registering new parents.	Social Work
Carleton Garden, Children's Center	Tutor in after-school program.	Educational
Economic Opportunities Council, Inc.	Assisted professional social worker accompanied her on home visits. Was assigned two school drop-outs for weekly counseling, recorded interviews.	Social Work
South Jamaica Center and Parents	Assisted family service worker, registering and interviewing parents.	Social Work
Creedmore Hospital	Therapeutic aid	Social Work
St. Vincents Home*	Counseling, supervisor	Social Work
Community Center, P. S. 40	Homework and recreation assistant	Educational

* Student was not employed at this agency, as claimed. Clarification is provided in the summary section of Ending phase.

From the material presented by the students, the following characteristics of bureaucratic resource systems were identified, explained, and discussed:

1. System complexity caused by specialization of services which produces fragmentation that creates much confusion and "run-around" for clients.

2. System malfunction manifested by lack of prompt action, e.g., delay in follow-through.

3. Hierarchical authority structure leading to specified areas of command and responsibility. Hence, recruitment of personnel is done on the basis of ability to insure competence and efficiency.

4. System maintenance needs relating to goal attainment, accountability and survival.

Personal characteristics and behavior essential for dealing with complex systems were also discussed. These included: 1) perseverence, 2) self-esteem, and ability to solve problems and overcome the obstacles presented by institutional behavior.

The students gained insight into the behavorial characteristics of complex systems through linking their experiences while seeking volunteer placement with the characteristics of bureaucratic systems identified in the literature.

Further readings were assigned to the students to expand their theoretical knowledge of complex systems. The specific topics and references are listed in Table 8.

The next unit describes the Volunteer Experience Phase. The students' own involvement with the rules and procedures of their

Table 8

READINGS RELATING TO THE NATURE
OF COMPLEX SYSTEMS

(a) Nature of complex systems complexity due to specialization (b) Malfunction of system Hierarchical structure (bureaucratic structure) (c) System's maintenance needs	(1) Wilensky, Harold L. and Charles N. Lebaux, Industrial Society and Social Welfare, Free Press, 1965, pp. 233-265, and particularly p. 235 for (c), p. 248 for (a) and p. 252 for (b) (2) Vinter, Robert D. in Perspectives on Social Welfare, Paul Weinberger, 2nd ed., 1969 "The Structure of Social Service," pp.369-386 and particularly p. 375 for (d) pp. 376-379 for (a) and (b), and p. 379 for (c). (3) Ibid., "Analysis of Treatment Organization," pp. 428-432. (4)Federico, Ronald, The Social Welfare Institutions: An Introduction, D. C. Heath & Co., 1976, pp. 87-103 for general discussion and illustrative examples.

respective agencies was used as a basis for instructing them how to use the rules and procedures of the system to secure needed benefits and services.

Unit 3 (4th to 11th Week): Volunteer Experience Phase (Use of the System's Rules and Procedures to obtain Needed Benefits and Services)

This unit comprises the core phase of the Seminar. The overall purpose was to illustrate the social worker's role in helping clients to use the Systems' resources to advantage.

Objectives

Accomplishment of the social worker's role involves understanding the rules, policies and procedures to be respected while dealing with complex systems in order to obtain needed benefits and services. To this end the objectives were:

1. To help the students familiarize themselves with various features of the systems in which they were placed.

2. To obtain feedback from the students on their personal experiences with rules and procedures in their agencies and to draw on some of the problems they encountered to highlight similar problems experienced by clients.

3. To use the material from the students' experiences to explain and discuss the theoretical framework of rules and procedures, and to identify areas in which social workers can assist clients in coping with institutional barriers.

4. To facilitate the experiential learning and problem solving processes.

5. To demonstrate how one uses rules and procedures to advantage.

6. To present a live modeling exercise to illustrate the knowledge required by a worker of an agency's policies, rules, and procedures to help clients obtain the services and benefits to which they are entitled.

Initial Task

After the students had obtained volunteer placements they

were asked to find out the following information about the agencies in which they were placed:

1. The purposes and goals of the agency

2. The services offered by the agency and the resources at its disposal.

3. Policies and procedures that govern the availability and use of the services and resources, thereby establishing the boundaries and norms for assistance, i.e., what can be done, by what means and under what conditions.

4. Rights and obligations of the agency's clients, i.e., an understanding of the services to be rendered to individual applicants (what the individuals are entirled to receive, the facts required to establish eligibility and how to "behave as a client").

5. Rights and obligations assumed by the volunteers as workers at the agency. This requires definition of the worker's own responsibilities and also precise information about what is expected of him in relation to the responsibilities of other staff members.

Feedback Sessions (4th to 9th Week)

Five examples of the type and range of the students' experiences are presented. Difficulties in meeting agency requirements produced tension in the students. This is evident from the following condensations of the students' own words:

Example #1

The obstacles I have encountered in relation to rules and

procedures are enough to keep me busy for two full semesters: 1) getting approvals on files to be taken out - by volunteers; 2) speaking to the appropriate person. I have to find who that person is, what department, and office, and 3) Psychiatric Department restrictions on files to non-personnel.

I went through a lot of motions in order to use the rules and procedures of the agency. For example, I needed to see the record of a patient I was assigned to work with; before seeing a patient it is customary to look over their files. I had to take simple steps by finding out just what to do and who to see. After speaking with the Director of Voluntary Relations, I gathered that in order for anyone to see the private files of patients one must first investigate whether or not the organization allows such acts by non-personnel. I further gathered that all approvals must come from responsible persons in each department. I was told by the Volunteer Relations Director to see the Educational Director. I saw him, and he referred me to the Rehabilitation Counselor who referred me to the Social Worker. This person sent me back to the Rehabilitation Counselor who gave me clearance to see the records - by the approval of the Educational Director.

I was told that the Volunteer Relations Director had the General Manual. Unfortunately, the manual was with another office, and again, I had to go through endless motions before I obtained it.

I have found that institutions are primarily based on concepts and many sophisticated, unexplainable plans. Such plans afford clients certain liberties and at the same time limit them. Our modern bureaucracy challenges the output of services to the people who

need it most. Institutional frameworks are destroyed by the compounded efforts of too much confused government controls - I have seen that vital services or programs essential to the stability of various communities and the clients who need them unexplainably diminished, and the clients left confused and in despair.

Example #2

The supervisor gave me the case files on several individuals at the center, and requested that I learn as much as possible about these individuals. I asked the supervisor if I could take the records home to study. She then showed me the agency manual which stated all information concerning clients is to be kept confidential and that the records are to remain in the center at all times. On another occasion one of the members in the agency asked me if she could take a model home that she was using in the sewing class to copy from. I presented the matter to my supervisor who informed me that members must use the materials at the agency. She said that nothing could be taken out of the center under any circumstances, and gave me a hand-out on the rules of the agency. These incidents helped me to think about why do such rules exist and how do they contribute to the efficiency of the delivery of services.

Example #3

During the Thanksgiving holidays one of the girls (clients) at the center had no place to go. The agency would not permit this girl to go home with one of the aides because of a previous sexual attack by a client on an aide. A counselor was all prepared to take the girl home with her but was informed by the Director that she

couldn't. The Director explained that clearance would be needed from the Chairman of the Board of Directors, and conferences would be required with the girl's counselor, social worker, etc. By the time all these steps were accomplished the holiday will be over.

Another experience I encountered in relation to the agency's rules and procedures involved my taking three of the younger girls with me to Jamaica Avenue. The Senior Advisor was very upset because such action was against the rules. Even though the idea was a good one I should have discussed the matter with my supervisor first.

Example #4

When I inquired at my agency about reading the manual to learn more about the goals and purposes of the agency as Professor Peterson had requested, I was told that no one had seen the manual in years. When I asked again later how it was known what couldn't and could be done within the framework of the agency, I was told that the agency operates on a set of informal and unwritten rules. Evidence of this occurred to me when one of the Assistant Directors tried to start a petition in order to get the public school gym open. He was told that as a worker there he couldn't do it. He then got me to do it because as a volunteer I was not under the same restrictions as he was.

Example #5.

The following describes the experience of a student who was already employed in an agency:

At the conclusion of the first meeting, I realized I had an edge over the other students in the seminar. I would not have to face the difficulties of finding a volunteer placement and negotiate

the various duties involving social work. As one of the many staff persons at the Flushing YM/YWCA, I was already established and giving all that I could as an aspiring social worker.

Up until the seminar, I had worked in the agency without any personal specific guidelines. I knew, and tried to do my best for the children by helping them with their problems and involving them in the various after school activities offered. But after a few meetings of the seminar, I realized that in order to operate to the fullest capacity (and find meaning in the work) the social worker must have guidelines to follow and specific goals. The only way to accomplish this would be to behave like a professional and have the other workers treat me as such.

I knew immediately that this would be the hardest obstacle to overcome. I say this because, I have been with the "Y" eight years and during that time I have developed very strong, friendly ties with my co-workers. Another and embarrassing problem would be to ask after so many years as to how the agency runs (services and rules) and not get laughed at.

It was very difficult to overcome the obstacles that I faced. My co-workers refused at first to take me seriously. After eight years of joking around and trying to make the next person hysterical (our favorite pastime), I walked in and suddenly announced that all of this nonsense must end! I believe this got the biggest laugh of all time. I gathered all the staff together and lectured them on how I would now be working and my expectations of them. After the speech ended, my friends all applauded politely, and

stated that I'd never be able to work in a serious manner. I assured them I would and walked out with a feeling of accomplishment. Was I ever wrong! Starting from that moment and running for three weeks, they began calling me "General" and whenever I approached them they would snap to attenion and salute. After another speech, this one ending with a threat to their happiness, they believed my sincerity and began to help me out, by taking on a serious role.

Another incident occurred when I asked my director (who is very dedicated to the agency and its members) to explain to me the purpose and goals of the agency. He looked at me in disbelief, then started to laugh. He said he couldn't understand how I was asking about a process that I was so involved with for the past eight years. I explained that I have not been walking in my sleep all this time, but needed to know this information for the seminar and for the benefit of other members (including myself). He handed me a key, and told me to look in another office for some information on the subject and if I couldn't find any, he would outline it for me. I didn't come across anything, so I went back to him and asked him to start explaining. Three hours later, he asked me to avoid him for at least five months.

Although the obstacles I encountered may appear more comical than serious, they had a very significant outcome. Because of the change in attitude of myself, and later my co-workers, we are working harder and accomplishing more. There is new ambition to take on challenging tasks. Everyone is doing their best to help each other. The children sense this, and have found <u>new</u>

respect for the people who really love and take pride in them.

Being well informed about what the agency has to offer, made it possible for me to incorporate the children and parents into various programs they had been left out of, but entitled to!

Example #6

In my particular placement I learned that there can be a complex system without a formal structure and how to deal with the complexities of a system composed of volunteers, clients, and professional workers. I also learned from my observation and experiences that without some formal structure those with the most authority tended to dictate the wants and needs of the system and those in it. Also, it is evident that because of the absence of some rules and procedures the agency is not every effective in carrying out its aims. I also learned to set up my own personal set of rules and procedures to satisfy my own particular needs.

I can see that in this setting the needs of the client far outweigh the capacity of the available resources. This taught me to limit my activities to maximize the amount of benefits for each patient. While I wasn't too successful with any of the above, it gave me an understanding of the type of skills and knowledge required in order to successfully fulfill the needs of myself, the clients, and professional workers in this type of informal setting.

Example #7

The children I was working with were pre-schoolers. When they were getting ready to play outside I started to help them put on

their hats and coats. I also began to button their coats and tie their shoelaces for them. When play was over, I would take their coats off and hang them up. Well, I was told by the supervisor not to do these things for the children but to teach them how to do for themselves. She explained that the purpose of the program was to help the children become independent. After hearing the reason for the rules I could understand and accept what I was doing wrong.

Themes from the Students' Experiences

The following themes were identified from the students' direct experiences with the rules and procedures of social welfare agencies:

1. Rules and procedures may be learned effectively from case examples and from experienced persons in the system.

2. The nature of rules: (a) rules are derived from principles; (b) principles are derived from theory, and (c) theory is an abstraction of actual behavior and, if understood, will also provide an understanding of reasons for the rules.

3. The purpose of an agency, auspices and size are factors that contribute to the type of rules and procedures it employs.

4. Tensions are experienced as a consequence of the desire to help clients and the need to follow established rules and procedures (role conflict).

5. Induction into a new role causes tension and stress (role strain). This theme was related to clients who also must

cope with learning how to assume the "client role." Social workers can help clients resolve conflicts that block role assumption. Frequently, role induction problems experienced by clients are misinterpreted for other things such as unreceptivity, unwillingness, and so forth.

Problem solving activities during the core phase, fell into the following categories: (a) obstacles presented in relation to following rules and procedures; (b) obtaining enough work at the agencies was a problem that had to be negotiated by many of the students; and (c) how to approach persons (e.g., supervisors) for what they needed, such as appropriate assignments,enough work to do, and job related information.

Required readings are listed in Table 9.

Table 9

READINGS RELATING TO THE USE OF RULES AND PROCEDURES

Topic	Readings
Systematic features	Howard Goldstein, Social Work Practice: A Unitary Approach, pp. 121-130.
The significance of size for administrative structure	Robert Vinter, pp. 375-378
Role strain	Ibid., p. 133-134.
Role conflict	Ibid., p. 372-374, "Bureaucratic Structure and Professional Culture"

Facilitation of Learning by Doing

Initially the students showed considerable difficulty in learning from the practical experiences encountered during the volunteer experience phase. This difficulty was observed in their oral presentations and in their written logs. The presentation format, and instructions for keeping their logs were:(a) experiences encountered, (b) analysis and generalization, (c) obstacles to be resolved.

The student tended to focus on (a) and (c) and excluded (b). With the active involvement of the group a new technique was devised in order to help the students to develpp and use the analytical skills of conceptualization and generalization, thereby to learn from their experiences. The new technique required the students to critique the quality of each other's presentations and their adherence to the rules of the presentation format (coverage). Operational definitions of each category in the presentation format were reviewed. The rules for feedback specified that the presenter must receive feedback in areas in which strong skill was exemplified as well as in areas that were not covered or were weak. The rules also called the indentification of weaknesses and suggestions for improvement. It was important to maintain an atmosphere of openness, trust and cooperation rather than one of competition.

The students responded favorably to the new procedure, and managed it increasingly well as the Seminar progressed. They listened attentively to each others' presentations, were considerate and kind in their comments while at the same time retained an evaluative and critical stance. The instructor monitored the process and raised questions as appropriate to guide the students in their thinking.

Demonstration by Instructor (10th Week)

The instructor modeled the behavior required to overcome institutional problems encountered during the Seminar. For example, on two occasions there were administrative errors in scheduling the meeting room for the Seminar. Another group was assigned the same room for the same hours. When this occurred, another place was located quickly so the sessions could convene, and the appropriate administrative action was later taken to circumvent future occurrences. To the students, however, the problems were cited as phenomena to be expected of large bureaucratic systems and also as problems that could be dealt with by appropriate responses and actions. The students responded positively, by relating to a purposeful effort to overcome a problem in the way of achievement of their goals.

The instructor also demonstrated how rules and procedures may be used positively to secure benefits from a system that is geared to give benefits only if its procedures are observed. The demonstration came from the instructor's own current experiences in getting the Seminar course instituted into the social work curriculum at York College. In a sense this was a project-within-a-project. The bureaucratic process required the same kind of behavior, at a more advanced level, as that required of the students in the Seminar. The procedural steps taken to secure acceptance and approval of the course were shared with the students. These steps included:

1. Obtaining the support and approval of the social

work Coordinator and of other social work faculty through verbal and written communications.

2. Meeting with the department Curriculum Committee after submitting the forms required for proposal of new courses.

3. Gathering additional data required by the department Curriculum Committee.

4. Final approval by the College Curriculum Committee, combined with the recommendation that the Seminar be instituted, in the Fall of 1976, as a prerequisite for all advanced courses in the Social Work sequence at York College.

Learning behaviors

The above presentation was designed to demonstrate how:

1. rules and procedures can be helpful when applied positively to securing one's benefits.

2. persistence and perseverance are required in dealing with institutions, since goals can seldom be achieved overnight.

3. a belief that positive outcomes are possible when proper use is made of the mechanisms established by the system.

4. system maintenance requirements may take precedence over individual needs.

5. specific knowledge of a system's maintenance requirements can increase one's ability to select the course of action necessary to achieve the desired outcome.

6. the system may be monitored with respect to changes occurring within it that may affect institutional priorities and/or the capacity to deliver the desired benefits.

Live Modeling Exercise (11th Week)

A representative from the Social Security Administration was invited to participate in one of the Seminar sessions for the purpose of:

1. explaining the workings of a large bureaucratic system.

2. increasing the students' knowledge of the range of Social Security benefits and entitlements, and the complication associated with establishing eligibility for each need.

3. modeling behavior - the official's role in informing persons of their rights and obligations.

The modeling exercise was intended to illustrate the considerable knowledge required of what resources are at the disposal of an agency, to insure that clients can obtain all of the benefits to which they are entitled. The exercise was not intended to model the helping process itself. The Social Security Administration was selected, as opposed to a social work agency, because of the vast number of benefits it offers. Also because obtaining these benefits is dependent solely upon an eligible person's ability to follow instructions and adhere to rules and procedures. It was made clear to the Seminar participants that Social Security officials are not social workers and that the behavior displayed by the worker in the exercise was not to be confused with the type of behavior required of social workers.

The modeling script was based on a hypothetical case called a "Family in Need" which was devised by the writer and discussed

with the students prior to the exercise. (The hypothetical case and the modeling script are in Appendix B.)

Summary of Unit 3

The students experienced more difficulty with understanding and dealing with rules and procedures than with any other elements of the Seminar. Initially, strains and role conflicts taxed the students with a consequent impairment of their learning ability. However, once they found their niche in their respective agencies, they became less self-focused and were then able to relate better to clients and to linking these clients with available resources. Once settled, the students were able to work out strategies themselves, and to tackle the obstacles they encountered more independently of the instructor. At this point they began to identify with the agencies' responsibilities rather than with their own problems. They became better able to de-personalize system behavior as their understanding of systems increased.

CUNY's financial crisis became apparent during the latter part of Unit 3. Rumors of institution of tuition (fees) were circulated, and rumors that York College would be closed were rampant. This was a depressing and disturbing situation for students who saw a college degree as the route of upward mobility and were working hard toward this; feelings of powerlessness and alienation were reactivated. This situation developed at a point in the Seminar where the students were beginning to accept that the behavior of systems has an underlying rationale - and it was very difficult for them to see a rationale for CUNY's and York's predicaments.

CUNY's financial problems were paralleled in the agencies, and several were targeted for closure. In fact, one of the students was working at an agency when its director received a telegram notifying him that the agency would be closed. Some students saw experienced staff members in their agencies dismissed because of orders to cut back personnel.

The students were given the opportunity to express their feelings about the above situation in the Seminar. In addition, the instructor encouraged them to apply what they had learned about planning to their situations. The alternatives generated were: 1) take summer courses (before tuition fees were imposed); 2) investigate what financial aid was available, and to apply for it immediately, and 3) assess personal resources for support such as family, friends, and churches.

Unit 4 (12th Week): Ending Phase

This unit describes the concluding phase of the Seminar. In preparation for the closing sessions, the students were asked to make a written summary of their key learning experiences, which were defined as the learning that was most important to them individually.

Objectives

The objectives of this phase were to:

1. have the students share with each other what they had learned from their experiences during the course of the Seminar.

2. discuss how the gains made during the Seminar can be maintained afterwards.

3. obtain feedback from the students concerning the effectiveness of the Seminar's procedures, focusing on what worked well and what should be modified.

4. have the students take the After test in order to complete the pre-test/post-test comparison.

Required readings for the ending phase were as follows:

Table 10

READINGS RELATING TO THE ENDING PHASE

Topic	Readings
Characteristics	Goldstein, Howard, Social Work Practice: A Unitary Approach, University of South Carolina Press, 1973, p. 263-264.
Study and Evaluation in the ending phase	Ibid., pp. 265-275

Sampling of Students' Final Summaries

Samples of the students' summaries of the experiences that were most important and meaningful to them as individuals are given below:

Sample #1.

The most meaningful learning experiences for me stemmed from those periods of questioning, from situations, and from actions that evolved over a period of time before coming to a resolution. As a result of my agency placement and the Seminar sessions I've been able to resolve one such issue and learn more about myself which in

turn allows me more freedom and a broader base in understanding others than I had before. I learned to correct one unconscious tendency I had of assuming that I knew where people were at in certain situations.

My experiences helped me to see that I was just one individual with very individual feelings and that every other person is just as different and as individual. Before, I would have never been able to observe and learn from or appreciate the other students in the Seminar group. The wealth of individual talent in that room is tremendous! Presently, I'm making an effort to model myself after one girl with an impressive knack for social and political involvement. And the talent of one classmate for quick, clear, and balanced thinking, expressed so well and probing so many angles - so foreign to me and my talents. And the person who can think equally strong both in concrete and abstract ways, a combination I was unaware existed. This person strikes me as having fine administrative capabilities. The point I'm trying to make is that because I felt my personal hierarchy of knowledge was a universally "correct" one, I was robbing myself of the opportunity of possibly accepting or at least appreciating new ideas - without even being aware of doing it! Thank you side effects of testing ground Seminar!

Sample #2.

I found the Seminar to be very rewarding. I've gained a greater insight into the problems that clients have and also into the problems that those in the helping profession have. In my placement I encountered a large variety of problems, I learned how

to cope with many of these problems. I also learned something about myself with respect to how I act and react in certain situations.

As far as social workers are concerned, I've learned a lot about their role and function in society. I also saw the need for their services. I came into contact with those who received help from social workers and got feedback from them. I have gained a new respect for the profession. I also saw abuse and neglect which is very discouraging to see, and I also saw ungratefulness from both worker and client. I saw rebellion being hurled towards the social workers and counselors. I saw a need for a better network of communication. The entire experience was very informative and rewarding and I enjoyed the experience.

I learned that social work takes a lot of patience and feeling around for the right solution. I have found that you don't always solve a problem the first time around. It can take weeks for something to work out and it takes imagination to do it. In order to sum up what I have really learned during the Seminar is to state that seeing how agencies work and what is required from social workers is better than reading about it in class.

Sample #3.

I feel that I learned a lot about the problems inherent in working in an agency and the great need for an internal source of motivation. I felt a lot that I wasn't getting anything done and now even though I am supposedly completing the assignment, things don't feel tied together for me. Although I feel that I haven't

had that much of an impact on those outside of me, I feel personally that I have grown a lot from the experience. I am less afraid of new situations than I was when I entered the course this semester. I'm less afraid of making mistakes now that I'm really focusing on learning from them.

As a result of the experience I feel that I want to be much more directly involved with people. I know that I want to do more than help a client fill out an application. I really want to work with a person and help him grow and change and to develop his own inner resources.

I didn't have much direct contact with a social worker during my experience and the observing I did was really in my sitting in on conversations and phone calls of people who were seeking help from the agency; information and help in getting linked with resources in the community. I got a good idea about the diversity of tasks that a social worker has to do to teach and help people deal with bureaucratic systems.

During the group discussions, I experienced the different personalities in the group and I saw things in others that I would like more in myself. I also saw attitudes that threatened me and I was able to look at my feelings from the experience and learn about myself to help me become more open to the positive aspects. I became aware of how I hadn't communicated myself clearly and what I had wanted to say. I felt that the group also gave me support for going out on my own. It was reassuring seeing others having the same kinds of difficulties as myself. Also, the difficulties of others

stimulated me to think of how I would handle the same situation and how one could benefit from it.

Sample #4.

In some respects the experience was good and helpful and in others it was frustrating. I learned how social welfare systems function, some of the laws, regulations, policies, objectives and goals. The experience was frustrating in the sense that I discovered that the theory behind social work is utopian, it is the ideal. But unfortunately the practice is hard, and the reality is far from being utopian. The system is so bureaucratized and close knitted that there is little room for flexibility.

I believe in the art of helping people and caring for people, and like me I know that there are thousands of others. Unfortunately, in some agencies there is very little that one can do if one abides by the agency's rules and regulations.

Personally I do not feel I am cut out of the stuff it takes to be a social worker when it comes to working in an agency.

Continuity of Learning

In an earlier phase of the Seminar, the students were advised to evaluate their agencies in regard to prospects for 1) summer employment and 2) subsequent field placement. The underlying purposes were to help the students to find ways by which the gains made during the Seminar could be stabilized and continued. This was done because the social work curriculum made no provision for continuity of experiential learning. Hence, a gap would occur between the Seminar's experiences and field placement at a much later stage in their studies.

In general, the students were able to bridge the gap. Of the nine participants, two were employed by agencies prior to the Seminar. Five others who obtained placements during the Seminar continued these jobs afterwards, while the remaining two decided to drop out of social work.

Evaluation of Seminar Procedures by the Students

The students were asked to informally evaluate the procedures used in the Seminar in terms of those that were effective. Their comments concerned the negotiation of their placements, counseling by the instructor, analysis of their own experiences, and problems experienced at agencies:

1. The students were unanimous in agreeing that the negotiation of their own placements, although very difficult, was crucial to the benefit they derived from the Seminar. The instructor had expected that negotiation difficulties experienced by the students would have made them wish that the path had been smoothed in advance.

2. The counseling provided by the instructor during the preparation phase and throughout the Seminar was rated very high by the students. The peer group mutual aid was considered to be an invaluable component of the Seminar.

3. The students had considerable difficulty in analyzing their experiences, initially. They felt that the helping procedure that was introduced later was effective and that this procedure should be incorporated in the future as part of the planned instruction.

4. Some students felt that their agencies did not provide them with sufficient help to deal effectively with the problems of their clients. This problem suggests the need for the Instructor to screen the agencies before the Seminar to insure that the students will be given adequate on-the-job supervision.

5. Getting sufficient work in their volunteer placements was also a problem for several students. The Instructor dealt with this problem by encouraging the students to observe and identify what work appeared necessary and also by helping them to think out ways of approaching their agency supervisors about these matters. As with the previous item, a before-the-fact remedy appears preferable, namely, that the agencies should be screened to make sure that the students, as volunteers, will be used effectively.

The Seminar was made a permanent part of the Social Work curriculum at York College. The students' comments were utilized to strengthen some of the features of the Seminar.

Objective data were also obtained as a basis for judging the achievements of the students in the Seminar. The plan of evaluation and the research design are outlined in the next chapter.

CHAPTER VII

EVALUATION COMPONENT

The objectives of the evaluation were twofold: 1) the assessment of the strengths and limitations of the elements which comprised the Seminar Course Design and 2) measurement of changes in the students' understanding, knowledge, and attitudes in specific areas in which changes were desired from Time 1 to Time 2 (before and after the Seminar). The preceding chapter provided a process accountability of the experiences of the students in the Seminar. This chapter first describes the procedures followed in the operational development of the Seminar course, and secondly, the procedures followed in attempting to measure the outcome of the course in terms of student achievement, based on changes in knowledge, understanding, and attitudes. It is not intended that the project, as a whole, be judged only by the results obtained from the outcome measures; rather these results are only one part of a total evaluation of the project.

Program Design and Operation

As mentioned in the Preface of this report, this project was predicated by the assumption that students at York College were deficient in their knowledge of what resources were available to them at the College and also in their understanding of how to pursue needed resources. To test this assumption, before developing the project

proposal, an exploratory (short answer test), was developed to gauge the extent to which resource utilization presented a problem to the students enrolled in social work classes. The test was administered to the total population of social work students. The test results indicated that the situation was even worse than had been anticipated thereby confirming that a major goal of the Seminar would address a real need.

To obtain administrative support the project proposal was shared and discussed with persons in three departments at York College: 1) Social Sciences (Coordinator and Faculty); 2) Division for Academic Affairs (Associate Dean); and 3) Division for Student Development (Dean). The Social Work staff was enthusiastic about the Seminar course proposal and no suggestions for changes or alterations were made. They were particularly interested in the "self-screening" potential of the course in that it would afford students with opportunities to test out their career interest in social work before official entry into the social work program. In addition, the course was viewed as an asset to the total curriculum in terms of its potential for helping social work students to improve their performance of the normative requirements of the educational system, and, via their field placements, to prepare them for subsequent contacts with the social welfare system. It was understood and agreed that the writer would undertake the Seminar as an additional teaching assignment.

Conferences were held with the Associate Dean For Academic Affairs for the purposes of apprising the Department of the Project and for advice and help with obtaining course credit for the Seminar participants. The students were allowed to receive three course credits

for the Seminar, under the aegis of the regular class on Social Welfare Institutions from which they were drawn. It was assumed by the writer that course credit for the Seminar was important for two reasons: to induce participation and, from the start, to preclude a perception of the course as a "separate activity for special categories of students". Consultation with the Dean For Student Development occurred for discussion and clarification of the counseling aspect of the Seminar course. The result was favorable in that no conflict was noted with Departmental objectives. Clearance was obtained from The Committee For The Protection Of Human Subjects at York College for the research component of the project.

OVERVIEW OF THE SEMINAR

The duration of the Seminar was twelve weeks. Classroom sessions were held twice a week for a weekly total of three hours. The students spent an average of four hours per week in a social welfare agency. Obtaining volunteer placements in an agency, reading assignments, obtaining information needed for problem solving activities, documentation of experiences encountered in the field, and individual conferences brought the total expenditure of time to an estimated average of about 13 hours per week per person or a total of 156 hours per student.

The elements of the Seminar were 1) Experiential Learning; 2) Problem Solving and Task Performance; 3) Classroom Discussion and Peer Group Mutual Aid; and 4) Instructor's Role (counseling, modeling, provision of didactic information). These elements were intended to work together, i.e., to provide the basis for an integrated approach

to teaching students how to help others deal effectively with complex systems. Hence, the relative effectiveness of the elements was judged in terms of the overall outcome as well as each element, separately.

Experiential Learning

The premise was that incorporation of students' experiences with institutional behavior into the instructional process would enhance the students' understanding and knowledge of how systems operate and, in consequence, the students' level of competence in this area would be greater than would be achieved by regular classroom instruction alone. Experiential learning was linked conceptually with the social work function of linkage.

Volunteer placement in a social agency, for three hours a week, was the vehicle chosen to make the desired experiences possible. Assistance was obtained from the Director of the Mayor's Office for Volunteer Placement in Queens for the purpose of informing students of the agencies that needed volunteer workers which had been screened by this office. The desired experiences were those concerning institutional behavior, whether positive or negative that would enhance the students' knowledge and understanding of: 1) the nature of complex and bureaucratic systems; 2) how to identify and match needs with available resources; 3) the use of rules and procedures; and 4) the social work function of linkage. The structure for experiential learning was intended to determine what they learned about but was open-ended with respect to what they learned, i.e. the subject areas were preselected but the content was not.

To facilitate learning from experience, the students were required to keep a written daily record of their experiences in the form of a "log book", using the following format:

> Description of Experience (what occurred): The identification of what the experiences were, feelings engendered (negative and positive) and the processes involved. Experiences were those that related to institutional situations. Encounters that involved "how to help clients" were not to be included (problems of this kind were to be dealt with through the respective agency supervisors).
>
> Analysis: The identification of the critical aspects of the situations encountered, with emphasis on the elements that required special attention and action. This process included making generalizations and abstractions, and relating the immediate personal experience to the broader implications of how systems operate and what the linkage function entailed.
>
> Summary: Summation of what had been learned including the understanding derived from the experiences.

Evaluation of what the students learned from their experiences was based on (a) the evidence contained in their log books and (b) a written paper at the end of the Seminar. Instruction for writing the paper required the students to select three experiences in each of the subject areas and state what had been learned from them, and to summarize what they had learned in general, that had meaning to them.

Problem Solving and Task Performance

Individuals wishing to become social workers must anticipate that they will have to deal with people's problems. Solution of these problems will require linkage of clients to institutional resources, and this linkage will require skills in solving problems engendered by institutional behavior. These premises were operationalized by requiring the students to negotiate their own volunteer placements, in the

expectation that the negotiation would involve experiences of institutional behavior. It was anticipated that some of these experiences would include institutional barriers to performance of the assigned task (to obtain volunteer placements).

Factual information about complex systems was provided in advance, and the students were also introduced to some of the problems they could anticipate while negotiating placements. Notwithstanding this preparation, it was anticipated that considerable effort would be required for successful conclusion of the negotiations and that important learning experiences would stem from such effort. Difficulty was built into the task by requiring it to be performed in one week, and with the student's knowledge that the ability to meet the time constraint would be a factor in their performance ratings for the Seminar. However, it was expected that varying degrees of difficulty would be experienced by the individual students because their contacts would be made with different agencies and, hence, that attention would have to be paid to progress and approach as well as to the eventual outcome. (either placement or no placement)

To perform the social work linkage function, effectively, an ability to carry out or execute tasks is essential. Evaluation of task performance for the Seminar participants was based on attendance, punctuality, completion of assignments on time. The assignments were: (a) a final paper, (b) obtaining a volunteer placement, and (c) keeping a written log of experiences. An evaluation of the students' performance in volunteer placement was made by their

agency supervisors.

Classroom Discussion and Peer Group Mutual Aid

It was necessary to provide a forum for the problem-solving process for analysis of progress and problems. This was done via three hours per week of classroom discussions. Students were asked to make weekly oral presentations of their experiences, using their log books, and to identify and characterize their problems. They were encouraged to recognize similarities among problems, that some of the problems were being solved and, hence, that the approaches used successfully in one case might be applicable to other cases. It was assumed that the problem-solving process would be enhanced by a technique called "peer group mutual aid".

The success of a class where creative thinking and problem-solving are encouraged depends on a classroom climate that is open and accepting. To create this type of climate, cooperation rather than competition among students was stressed. Operationally, mutual aid was defined in relation to spontaneous participation by the students during the classroom sessions. The following criteria were established:

> Spontaneous Participation: Feedback provided to individual participants making their formal presentations, and contributions to the mutual aid system.
>
> > Feedback: Substantive content, thoughtfulness, and pertinence to the situation at hand.
> >
> > Mutual Aid: Supportiveness; comments directed to the situation or individual's behavior rather than to the person. Coverage included positive as well as negative aspects.

It was expected that the cooperative comments made by the

peer group would help individuals to recognize that certain approaches seemed appropriate to particular problems, that the individuals would be persuaded to try out these approaches, and that they would both learn and gain confidence in their learning from this heuristic process.

Instructor's Role

The instructor's role involved counseling, providing didactic information, and live modeling. Counseling was directed toward helping the students to keep on making their own efforts. It was anticipated that the students would experience difficulties and frustration, thereby tending to bog down and look for easy ways out. Counseling, therefore, took the positions that (a) the problems experienced could be solved through discovery and application of the correct or appropriate approach and (b) once learned, the approach would be applicable to other problems. The instructor's role was to encourage and to sustain the learning process but not to short-cut learning experiences by providing ready-made solutions to the problems encountered. This approach (intervening only when the students needed assistance from the instructor to move forward) was expected to also make it possible to evaluate whether the students were able to apply reasoning to institutional problems and then implement this reasoning.

Didactic information was provided in the form of required readings to provide theoretical underpinnings to the empiricism of the experiential learning process. The provision of didactic information was dealt with in the following ways:

1. Students were given zeroxed copies of the required reading assignments and were asked to familiarize themselves with the material.

2. The instructor identified the central themes of the classroom discussions and related these themes to the theoretical underpinnings identified in the reading assignments. Information from "practice wisdom," was also given to the students by the instructor.

3. Additional reading references were given to individual students, as the need occurred in relation to solving specific problems.

4. An outside speaker provided information on resources offered by the Social Security Administration.

An assumption was made that application of the teacher-as-model concept would help clarify for the students the type of professional behavior that will be required of them in a future role of helping clients to utilize opportunities and resources offered by complex systems. Volunteer placement in a social agency placed the students in a position to experience similar problems and frustration in dealing with systems to those experienced by social welfare clients. It was intended that clarification for the students of how they will be expected to perform in a professional function of linkage would be provided, via the type of attitude and behavior displayed toward them by the instructor. An assumption was also made that the instructor would need to "set the stage" for peer group mutual aid by modeling the behavior expected of them. Modeling, therefore was a consciously

integral, not a separate, part of the instructors' role.

Design For Evaluation of Changes in Students' Knowledge, Understanding and Attitudes

Outcome measures were developed to test three hypothesis related to: 1) knowledge, 2) understanding, and 3) attitudes. It was assumed that the operation of the seminar (independent variable) would increase the students' level of knowledge and understanding (dependent variables) of how complex systems operate and how to maximize the utilization of resources offered by these systems. It was further assumed that changes in attitudes toward bureaucracy in social welfare systems would occur as a by product of changes in knowledge and understanding of various bureaucratic characteristics that affect system behavior.

Knowledge and Understanding

To deal effectively with complex and bureaucratic systems requires (a) knowledge of the essential characteristics that causes such systems to be complex and difficult to negotiate and (b) understanding of how to put the knowledge to proper use. It was considered that knowledge and understanding would be needed to complement the process skills discussed earlier.

In order to assess changes that might result from the seminar on the knowledge and understanding variables, an instrument was designed, called "Complex Systems and Resource Utilization", to measure the students' status "before" and "after" the seminar (see Appendix A). This instrument contained a series of true/false, multiple choice, and matching questions which covered all of the

content areas in which changes in knowledge and understanding were desired. The test questions were constructed in accordance with an operational distinction that was made between knowledge and understanding: knowledge could be obtained by memorizing factual information while understanding required the ability to reason, interpret, and to recognize cause and effect.

Knowledge

Test questions were developed to gauge the level of specific factual information in three areas: 1) The nature of complex systems; 2) Rules and procedures; and 3) The social work function of linkage.

The Nature of Complex Systems: Complex Systems refer to formal organizations that offer services, opportunities, and benefits. The nature of complex systems refers to various bureaucratic attributes: specialization, hierarchical structure, fragmentation of services, and general systemic features. Test questions such as these were posed:

1. Clients often have to go to several agencies before reaching one that will handle their case. This is primarily because of:

   a) poorly planned work schedules at many agencies

   b) discrimination shown toward clients by agency personnel

   *c) specialization and fragmentation of services

   d) excessive work loads at many agencies

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*Correct answer

2. The formal characteristics of bureaucracies include:

   a) a high degree of specialization and hierachical authority

   b) recruitment of personnel on the basis of ability

   c) impersonal relationships among personnel

   *d) all of the above

Rules and Procedures: Rules refer to those established by a given organization, and define the way in which a potential user of resources must act or behave in order to obtain needed benefits and services. Procedures refer to the steps required and the sequence in which the steps should be taken in order to obtain a particular resource from a given organization. Test questions asked, for example, were:

1. To establish eligibility for a specific service, a client must:

   a) prove that his need for the service is real

   b) prove that he cannot obtain the service elsewhere

   c) both a & b

   *d) meet the pertinent qualifications

2. Rules, per se, do not inform a person why a particular action is required.

   * True False

Social Work Function of Linkage: A professional function performed by social workers, which involves helping persons to take advantage of resources offered by complex systems. Knowledge of the

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*Correct answer

linkage function relates to factual information and awareness of what the function entails, and its importance in social work practice. Test questions in this area included:

1. Social workers have many different roles and functions in their professional practice. One of the functions consist of helping persons to overcome the institutional barriers that can prevent persons from taking advantage of resources that are available to them.

   *True False

   Social workers should help clients to match their needs to the resources available for satisfying them. This involves:

   a) conversion of the clients' needs that are emotionally felt into what is bureaucratically feasible

   b) providing clients with pamphlets and other written material that explains what resources are available

   c) getting clients to realize that most of their needs are unrealistic

   *d) both a and b

Understanding

Changes in understanding were measured in the areas of 1) How to solve bureaucratic problems; 2) How to use rules and proceedings; and 3) How to identify and match needs with available resources. Operational definitions of these areas were established and test questions were developed accordingly.

Solving Bureaucratic Problems: Refers to appropriate approaches to dealing with the barriers and obstacles presented by bureaucratic and complex systems when one attempts to obtain the services, opportunities, and benefits offered by these systems. Here,

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*Correct answer

the emphasis is placed on approaches to bureaucratic problem solving in relation to what is "theoretically" correct based on knowledge of how systems operate. Examples of test questions developed are:

1. Persistence on the part of clients is often needed to overcome bureaucratic run-around. Which of the following examples of persistent behavior is likely to be most effective?

   a) perseverance with demands no matter what the social workers says

   b) refusal to leave the agency until demands are met

   *c) listening carefully to what the bureaucratic requirements are, and trying to understand and meet them

   d) a combination of a) and b)

2. Effective dealing with resource systems and social welfare agencies depends in part on:

   a) selection of an appropriate approach

   b) recognition that a negotiation will be involved in which client and social worker both have responsibilities

   c) having a good story to tell and sticking with it

   *d) a combination of a) and b)

Use of Rules and Procedures: Complex systems are geared to offer benefits but only if their rules and procedures are followed. Here, the focus is on understanding the purpose and meaning of rules and procedures in relation to utilization of services. Test questions such as the following were used:

1. Failure to respond to all questions on an application may lead to its rejection. The reason for such rejection is that:

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*Correct answer

a) experience has shown that clients deliberately conceal important information by "forgetting" to answer certain questions

*b) complete answers are required to insure uniform treatment of all clients

c) data processing by computer is not feasible unless every question is answered

Identification and Marching of Needs with Available Resources: Individual needs that are emotionally felt must be converted into bureaucratic terms of what is available and appropriate to a given situation. Needs refer to those for which society has provided resources. Such needs are classified as basic human needs that cover the categories: a) emotional, b) social, c) intellectual, d) material and physical. Resources are defined as the services, benefits, and opportunities provided by social welfare organizations to meet basic human needs. The process of matching refers to identifying a specific need and then selecting an appropriate resource to fulfill it. This process requires knowledge of what resources are available, the conditions under which they are offered, and judgment of what is appropriate in an individual case.

To assess understanding in this area, a hypothetical case, "A Family in Need", was developed (see Appendix B) which simulated the context in which such needs would be presented to professional social workers. Based on the information presented in the case, the students were asked to check "yes" if the resource suggested in the question was appropriate to the needs and circumstances of this family and "no" if, it was not. For example:

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*Correct answer

1. Is Mr. Jones eligible for unemployment insurance benefits? Yes_____ No *

2. Should a professional social worker advise Mr. Jones to apply for Workmens' Compensation in view of the fact that his accident was caused by his own carelessness? Yes * No_____

Validation of Instrument

Three experienced social workers (colleagues) were used as judges to review the questions proposed for each of the target areas. The judges were instructed to evaluate the items for their representativeness of the particular area. Questions not considered to be relevant were classified as "other" by the judges, and were discarded. Questions were also discarded if two out of three did not agree upon the appropriate classification, or if they found some other defect in a question that could not be overcome by a change of wording.

The judges were also asked to evaluate the questions that were preclassified as either a test of knowledge (K-type) or test of understanding (U-type), based on the definitions used in this study. For the third target area, identification and matching of needs with resources, the judges were asked to evaluate the material contained in the hypothetical case of "A Family In Need" with respect to its representationness of situations actually encountered by professionals in a linkage function. The judges were also asked to evaluate the adequacy of the content in the hypothetical case in relation to the questions proposed.

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*Correct answer

Attitudes

As mentioned earlier, changes in attitudes toward bureaucracy was hoped for as a by-product; it was considered that participation in the Seminar and, in particular, experiences gained by negotiating and working in volunteer placements could affect the attitudes of the students toward bureaucratic institutions. Accordingly, a written test was administered to both experimental and control groups at Time 1 and Time 2. The test instrument was developed by Katz and Gutek (1975)[1], which consisted of 15 statements with which the students could strongly agree, agree, express uncertainty, disagree, or strongly disagree. (See Appendix A) Evaluation was in terms of the relative extent of T1/T2 changes in attitude for the two groups, with comment on the specificity of these changes.

Research Plan

The basic plan of the research was a pretest/posttest design requiring random assignment of social work students from the conventional course on Social Welfare Institutions into two groups: experimental and control. The comparisons of these two groups after the former was exposed to the Seminar constituted a test of the effects of the Seminar. An effort was made to assure comparability between the cohort exposed to the experimental program and those who received only the conventional course offering.

Note. Daniel Katz, and Gutek, Bureaucratic Encounters: A Pilot Study in the Evaluation of Government Services, Survey Research Center, Institute for Social Research, University of Michigan, Ann Arbor, Michigan, 1975.

Randomization to some degree may have assured such comparability, but given the limitations of sample size, and unavoidable sample loss, and recognizing that no absolute certainty could be assumed with regard to the avoidance of contamination through uncontrolled association of students in both experimental and control groups, conclusions must be viewed with caution and as suggestive.

Selection of Experimental and Control Groups

Thirty-one students participated in the study. They were selected in the following manner:

1. Initially, a demographic questionnaire was administered to the entire social work population (see Appendix A) (208 students enrolled in social work courses.) Questions were included in the questionnaire that provided information making it possible to identify the students who met the initial criteria established for selection. The student criteria were:

   a) intended to become professional social workers (the project was designed for students who intended to become professional social workers at the undergraduate level. Not all of the 208 students enrolled in social work courses had this intention.)

   b) enrolled in the day section of the course on Social Welfare Institutions (this was the conventional classroom course that paralleled the Seminar). Students enrolled in the night section were excluded for practical reasons.

   c) classified as Sophomores or Juniors. The Seminar was intended for students who had not entered the practice phase in the social work sequence. This excluded Seniors who had already entered the practice phase. Freshmen were excluded on the assumption that they lacked adequate theoretical preparation.

There were fifty students who met the above criteria. These students were randomly assigned to two groups of twenty-five; one group designated as experimental and the other as a control.

Of the 25 students initially assigned to the experimental group, 10 were unable to participate due to a conflict in schedule. (The meeting time for the Seminar was scheduled after the students had arranged their class schedules). Four students were unable to devote the time required for the experiential component because of full-time employment (in non-social work activities). Five of the students in the control group dropped out of school before the end of the semester. A total of 11 students in the experimental group of 20 in the control group completed the study.

Demographic Characteristics of Sample

Table 11 gives the demographic characteristics of the experimental and control group students.

Of the key characteristics identified in Table 11, no substantial differences between the experimental and control groups were noted. Thus, at least in these respects the randomization process did provide comparable groups. Losses of students from the original group of fifty could have influenced the comparability of the resulting experimental and control groups but this analysis of characteristics does not provide such an indication.

After the experimental and control groups had been selected, a test of "Knowledge of Resources at York College," given to all the students prior to the development of the course, was used as a basis for determining the extent to which those two groups were comparable. (The instrument is contained in Appendix A.) This provided not only an additional initial comparison of these groups but also a comparison of these

Table 11

DEMOGRAPHIC CHARACTERISTICS OF EXPERIMENTAL AND CONTROL GROUPS

Characteristics		Experimental Group #	Experimental Group %	Control Group #	Control Group %
	Total	11	100	20	100
Sex	Male	3	27	6	30
	Female	8	73	14	70
Ethnic and Racial Background	Hispanic	1	9	1	5
	White	2	18	5	25
	Black	8	73	14	70
	Oriental	-	-	-	-
Age	18 or less	1	9	2	10
	19 - 22	6	55	9	45
	23 - 26	2	18	7	35
	27 - 30	1	9	1	5
	31 or more	1	9	1	5
Marital Status	Married	3	27	7	35
	Single	6	55	11	55
	Divorced	1	9	2	10
	Separated	1	9	-	-
Children	None	9	82	14	70
	One	2	18	5	25
	Two	-	-	1	5
	Three or more	-	-	-	-

groups with other students who took the test. The results of these comparisons are summarized in Table 12.

While the two groups were very similar in their overall test scores, the tests were revealing in other respects. For example, in both the experimental and control groups, with rare exceptions, students were unable to answer correctly more than half of the questions;

Table 12

RESPONSES OF STUDENTS TO TEST OF KNOWLEDGE OF RESOURCES AT YORK COLLEGE

Group	Number in Group	Group mean test score	Standard Deviation
Experimental	11	32.5	10.9
Control	20	33.9	14.9
Other test Participants	62	31.9	12.7

this suggests considerable room for improvement. Even in this respect, as the standard deviations suggest, there was a wide range among the members of each group as to what they did or did not know. This highlights a problem, that is common to both groups, namely that of having to teach a range of students' competencies.

Similarly, the experimental group did not differ initially from the control group in the knowledge part of the pretest ($\bar{X}_C$= 7.05, $\bar{X}_E$ = 7.00, t = 0.06, N.S.) nor in the understanding part of the pretest ($\bar{X}_C$= 12.95, $\bar{X}_E$ = 13.18, t = 0.18, N.S.). Thus, it may be inferred that the two groups were drawn from the same statistical population.

As described in this chapter, the content areas were selected in order to maximize the potential of the Seminar participants for increasing their knowledge and understanding of various dimensions of complex systems, and resource utilization. The major instruments used for collecting, describing, and/or quantifying data were: The demographic questionnaire, knowledge of resources at York

College, complex systems and resource utilization, and attitude toward bureaucracy.

The analysis of the data which follows provides a description and interpretation of findings.

CHAPTER VIII

DATA AND ANALYSIS OF FINDINGS

Using the instruments described in the preceding chapter, before and after measures were made which leads to the findings and interpretations which follow.

Knowledge and Understanding

The performance of the students, in their written responses to questionnaires given before the Seminar (TI) and at its conclusion (T2), was measured in terms of the number of incorrect answers on the knowledge test that covered each of the content areas in which improvement of the students' knowledge and understanding was desired. Statistical comparisons of test scores between the experimental and control groups were made using the analysis of variance.* (Kerlinger 1964).[1]

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*There were 11 students in the experimental group (N_1=11), and 20 in the control group (N_2=20). Thus, for calculation of the variance of the experimental group (V_1) and of the control group (V_2), there were 10 and 19 degrees of freedom respectively. Group variance was compared by the F ratio, while the groups' performance was compared by the t test; there were 29 degrees of freedom for each of these comparisons. The performance comparisons utilized the mean test scores of the groups both before and after the course ($\bar{X}_1 \bar{X}_2$). The group means were derived from the individual student totals of incorrect answers for each of the T_1 and T_2 tests. The T_1 between group comparisons were made to check that randomization had led to initial equivalence of the groups. The individual student T_1 and T_2 scores were also utilized to calculate gain scores, i.e. the improvements in performance represented by the differences between the T_2 and T_1 scores. A probability level

Overall Gains in Knowledge and Understanding

The T_1 statistics in Table 13 indicate the initial equivalence of the experimental and control groups. The group means were 41.2% versus 41.5% of incorrect answers to the knowledge questions for experimental and control groups, respectively at Time 1. For understanding, the Time 1 comparisons were 38.8% versus 38.% of incorrect answers to the questions measuring understanding. The corresponding t test values of 0.06 and 0.18 confirm the statistical equivalency of the test scores. The absolute level of these scores indicates considerable room for improvement in both the knowledge (k) and understanding (u) areas at time T_1.

Turning to the gain scores, it may be noted that the experimental group made the greater numerical improvement in the K and U areas combined. Quantitatively, the experimental group's gain was 1.46 times that of the control group for K and 1.59 times as great for U (see Table 13). These gains are significant at the 0.05 and 0.01 probability levels respectively (t-test).

Additional analysis was undertaken by making comparisons between the experimental and control groups for each of the content areas separately for knowledge and for understanding.

Knowledge

Three areas of knowledge were assessed: (a) nature of complex systems, (b) rules and procedures, and (c) the social work function of

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of 0.05 was chosen for the null hypothesis, thereby permitting a one-in-twenty chance that statistically significant gains would be indicated erroneously. Null hypothesis probabilities (p) of less than 0.05 indicate a less than one-in-twenty chance of an erroneous indication, i.e. the lower the numerical value of p the more clearly are the hypothesis of the study supported.

Table 13

OVERALL COMPARISON OF THE PRE-TEST AND GAIN SCORES OF THE EXPERIMENTAL AND CONTROL GROUPS ON KNOWLEDGE AND UNDERSTANDING

		Knowledge Measures		
		E- Group		C - Group
		N=11		N=20
Pre-Test	Mean, $\bar{X}$	7.00		7.05
	Variance, v	3.80		5.84
	F ratio, (p)		1.54 (N.S.)	
	t value, (p)		0.06 (N.S.)	
Gain	Mean, $\bar{X}$	2.27		1.55
	Variance, v	1.62		1.10
	F ratio, (p)		1.47 (N.S.)	
	t value, (p)		1.71 (0.05)	
		Understanding Measures		
		E - Group		C - Group
Pre-Test	Mean, $\bar{X}$	13.18		12.95
	Variance, v	8.76		12.36
	F ratio, (p)		1.41 (N.S.)	
	t value, (p)		0.18 (N.S.)	
Gain	Mean, $\bar{X}$	4.36		2.75
	Variance, v	2.06		3.57
	F ratio, (p)		1.74 (N.S.)	
	t value, (p)		2.46 (0.01)	

Note: (1) (N.S.) - not statistically significant
(2) A single-tail probability applies to the gain score comparison by the t test, because gain specifies the direction of change.

linkage. A summary of the statistical analysis of the test results is given in Table 14.

The individual T_1 test scores for the three K areas reaffirm the initial equivalence of the experimental and the control groups. In each case the analysis of variance supports the insignificance of the numerical differences between the group mean test scores at T_1.

The gain scores in each of the content areas were greater for the experimental than for the control group. However, none of the individual t values reached the 0.05 probability level.*

The questions used to measure knowledge were based on assigned readings as well as on information provided by the instructor during classroom sessions. The Seminar made increased demands upon the participants' time. In consequence, it is possible that the experimental group devoted insufficient time to reading assignments and, hence, to improvement of their knowledge in the content area. However, it should be pointed out that inadequate reading is a general problem of York's student population and, as such, will have affected both the experimental and control group students. The problem is attributable, in part, to the facts that many of the students need to work and also have family responsibilities, thereby cutting into the time that otherwise would be available for out-of-class study.

Understanding

Increased understanding was sought in the areas of (a) the

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*The pertinent single tail value of t for 29 degrees of freedom is 1.699, whereas the observed values of t were 1.09, 1.05, and 1.01 for the individual content areas.

Table 14

COMPARISONS OF THE PRE-TEST AND GAIN SCORES OF THE EXPERIMENTAL AND CONTROL GROUPS ON KNOWLEDGE CONTENT AREAS

		E - Group		C - Group
		Knowledge of the Nature of Complex Systems		
Pre-Test	Mean, $\bar{X}$	3.09		3.25
	Variance, v	0.89		1.46
	F ratio, (p)		1.64	(N.S.)*
	t value, (p)		0.38	(N.S.)
Gain	Mean, $\bar{X}$	0.82		0.55
	Variance, v	0.36		0.47
	F ratio, (p)		1.29	(N.S.)
	t value, (p)		1.09	(N.S.)
		Knowledge of Rules and Procedures		
Pre-Test	Mean, $\bar{X}$	2.36		2.60
	Variance, v	0.66		1.73
	F ratio, (p)		2.64	(N.S.)
	t value, (p)		0.54	(N.S.)
Gain	Mean, $\bar{X}$	1.00		0.75
	Variance, v	0.40		0.41
	F ratio, (p)		1.02	(N.S.)
	t value, (p)		1.05	(N.S.)
		Knowledge of the Social Work Function of Linkage		
Pre-Test	Mean, $\bar{X}$	1.55		1.20
	Variance, v	0.27		0.48
	F ratio, (p)		1.78	(N.S.)
	t value, (p)		1.43	(N.S.)
Gain	Mean, $\bar{X}$	0.46		0.25
	Variance, v	0.27		0.30
	F ratio, (p)		1.11	(N.S.)
	E value, (p)		1.01	(N.S.)

Note: (N.S.) = not statistically significant

nature of complex systems and how to solve bureaucratic problems, (b) how to use rules and procedures, and (c) how to identify and match needs with available resources. The statistical analysis of test results for these content areas is summarized in Table 15.

Each of the individual T_1 test scores for the three U areas suggests the initial equivalence of the experimental and control groups. The gain scores, however, provide some differentiation among the content areas that may have practical implications.

Statistically significant gains were achieved for two of the content areas: (a) the nature of complex systems and (c) how to identify and match needs with available resources, but not for the third area (b): how to use rules and procedures. For areas (a) and (c), the experimental group's improvements were respectively 1.64 and 1.66 times that of the control group, and these improvements were significant at the 0.03 and 0.04 probability levels (see Table 15). In contrast, the somewhat larger gains scored by the experimental group in area (b): how to use rules and procedures; were not statistically significant. The t value was only 0.69 compared with 1.699 required to demonstrate significance at the 0.05 probability level. Based on direct observations made by the instructor and judging from the students' logbooks, rules and procedures had little meaning to the students in the abstract. Their perception of this content area was influenced by their experiences in their respective agencies. These experiences varied not only in content but also in the extent to which the agencies appeared, to the students, to be applying rules and procedures in constructive and understandable ways. Although the instructor anticipated some diffi-

Table 15

COMPARISONS OF THE PRE-TEST AND GAIN SCORES OF THE EXPERIMENTAL AND CONTROL GROUPS ON UNDERSTANDING CONTENT AREAS

		Understanding the Nature of Complex Systems and of how to solve Bureaucratic Problems		
		E - Group		C - Group
Pre-Test	Mean, $\bar{X}$	5.18		4.95
	Variance, v	1.96		2.37
	F ratio, (p)		1.20	(N.S.)*
	t value, (p)		0.41	(N.S.)
Gain	Mean, $\bar{X}$	1.64		1.00
	Variance, v	0.86		0.63
	F ratio, (p)		1.35	(N.S.)
	t value, (p)		2.01	(0.027)
		Understanding of How to Use Rules and Procedures		
Pre-Test	Mean, $\bar{X}$	2.46		2.65
	Variance, v	1.13		0.87
	F ratio, (p)		1.30	(N.S.)
	t value, (p)		0.53	(N.S.)
Gain	Mean, $\bar{X}$	0.82		0.60
	Variance, v	0.36		0.88
	F ratio, (p)		2.44	(N.S.)
	t value, (p)		0.69	(N.S.)
		Understanding of How to Identify and Match Needs with Available Resources		
Pre-Test	Mean, $\bar{X}$	5.55		5.35
	Variance, v	2.27		1.71
	F ratio, (p)		1.33	(N.S.)
	t value, (p)		0.38	(N.S.)
Gain	Mean, $\bar{X}$	1.91		1.15
	Variance, v	1.09		1.19
	F ratio, (p)		1.09	(N.S.)
	t value, (p)		1.79	(0.041)

Note: (N.S.) = not statistically significant

culty in this area, it now appears that the extent of the difficulty was underestimated. At the operational level, it appears that the instructor did not prepare sufficient teaching materials (on rules and procedures) with which the students could identify, thereby to reinforce their positive experiences in their volunteer placements.

Summary of Tests of Knowledge and Understanding

The experimental data support the hypotheses tested in terms of: (a) greater improvements in knowledge and understanding by the experimental group than by the control group, and (b) greater aggregate gains made in the areas of understanding than in the areas of knowledge, even though statistically significant gains were made in both areas.

The only disappointment of consequence is that the experimental group did not make a greater gain in their understanding of how to use rules and procedures. It appears that instructional and experimental difficulties in this area were underestimated. This indication does not invalidate the original hypotheses, rather it suggests that the teaching approach in this area should be modified and strengthened.

Changes in Attitudes Towards Bureaucracy

Positive changes in attitudes were hoped for as a by-product of the Seminar. Because the hoped for changes would be indirect, no attempt was made to analyze them by formal statistical methods. Nevertheless, it was possible to make some numerical comparisons between the experimental and the control groups using a modification of a Likert scale rating of responses to fifteen attitudinal questions. The

modification itself is explained below, while details of the questions are given in Appendix A.

1. Students' responses to 15 attitudinal questions were scored using the following scale:

Response	Attitude reflected	Score
strongly agree	very positive	+2
agree	positive	+1
uncertain	neutral	0
disagree	negative	- 1
strongly disagree	very negative	- 2

2. Group averages were computed from the individual students' scores, e.g. the T_1 average score for the experimental group was 0.114.

3. For convenience, the group averages were multiplied by 100, e.g. the experimental group's T_1 score became 11.4. In effect, this means that the Likert Scale was transformed from +2/-2 to +200/-200.

4. A few of the "questions" were phased in a negative way. For example, the statement: "The trouble with public social work agencies is that no official is really willing to take responsibility for anything" imputes an undesirable attribute to social workers and agencies. Hence, a "strongly agree" response to the statement is reflecting a "very negative" attitude toward social workers and/or agencies. Therefore, in this case, the "strongly agree" response would be scored as minus 2 instead of plus 2.

The T_1 test of attitudes was given to the entire student "population" from which the experimental and control groups were drawn. The T_2 test, however, was given only to the two latter groups. Hence, changes in attitude were measured only for the experimental and control

groups. The group attitude ratings are summarized in Table 16.

Table 16

GROUP ATTITUDE RATINGS TIME 1, TIME 2, AND CHANGE

Group	T_1 Test	T_2 Test	$T_2 - T_1$ Change
total "population"	19.7	N.A.	N.A.
experimental	11.4	20.3	+8.9
control	13.3	17.3	+4.0

For the T_1 test it appears that both the experimental and the control group averages were less positive than the average for the pertinent "population" of students from which these groups were drawn. However, the differences are relatively small and a more important observation may be the relative lack of positivism of attitude in all of the groups. One interpretation of the T_2 scores of the experimental group is that of regression toward the original average for the population. However, responses to individual questions provide the basis for additional speculation. For example, there were two statements that elicited a more negative attitudinal response from the experimental group in the T_2 test than in the T_1 test. These statements were: #6 "Much money doesn't reach those who need it" for which the change was -15, and #14 "No official takes an interest in you" for which the change was -27. On the other hand, there were five statements to which the experimental group's T_2 response was more positive than it had been initially:

Statement	T_1T_2 Change
#3 Raise taxes and do more	♦ 36
#7 Agency officials try to do a good job	♦ 27
#10 Agency personnel are usually helpful	♦ 28
#12 Better off with agencies than without them	♦ 11
#13 Government interferes with privacy	♦ 27

It appears that some of these changes in response reflect the individual experiences, both positive and negative, of the students in their volunteer placements.

Only one statement elicited a change in response of more than 10 from the control group: #2 "Do more with same taxes", for which the T_2T_I change was ♦ 30. While no explanation can be suggested for this particular shift it can hardly have been triggered by the Seminar.

In summary, the results of the attitude test were suggestive rather than conclusive. Firstly, it appears that a large segment of the social work student population is not very positive in its overall attitude towards bureaucracy (as measured by responses to 15 statements). Secondly, there was a wide range of response to the different statements. This suggests that personal experiences may have influenced some of the individual responses. Finally, it appears that the experiences of the experimental group in their volunteer placements may have produced both positive and negative changes in attitude with respect to behavior encountered at the agencies providing these placements.

Chapter IX provides an assessment of the strengths and weaknesses of the Seminar course design, based on the instructor's personal observations. This assessment completes the total evaluation of the Project.

NOTES

[1]Fred N. Kerlinger, Foundations of Behavioral Research (end edition), (New York: Holt, Rinehart, and Winston), 1964, p. 71.

CHAPTER IX

INSTRUCTORS' EVALUATION OF STRENGTHS AND LIMITATIONS OF THE SEMINAR COURSE DESIGN

The instructor's personal observations were one of the principal instruments used to evaluate both the strengths and weaknesses of the Seminar Course design. These observations included the instructor's interpretation of the students' log books and their written summaries of what they had learned from the Seminar. The various procedures were conceptualized as elements of an integrated approach, such that strengths would tend to be reinforcing while a serious weakness in any area might jeopardize the overall effectiveness of the teaching method used.

Experiential Learning

The objective to incorporate the student's experiences with bureaucratic systems into the teaching and learning process was achieved, via volunteer placement in a social agency. All of the students, except one, obtained placement. The student who did not obtain placement claimed that he had; the situation was discovered by chance rather than through a deliberate accountability procedure. Some of the agencies did not provide adequate supervision or enough work assignments for the students which suggest that screening of agencies by the instructor is necessary. While various types of learning were made

possible by the students' experiences, as intended, the students also had experiences in the specific content areas in which increases in knowledge and understanding were desired: (a) The nature of complex system; (b) Identification and matching of needs with available resources; (c) Use of rules and procedures, and (d) The social work function of linkage.

As expected, the students, through the negotiation of their own placements experienced the bureaucratic characteristics of fragmentation, specialization, hierarchical structure and system complexity. Also, as expected, they developed the skills necessary to cope with the obstacles generated by these characteristics.

As the students themselves linked with agencies, they recognized the importance of the professional social work function of facilitating linkages with complex systems. They become aware of the wide range of benefits provided by social welfare systems and of the essential personal characteristics needed to become social workers. Direct insight was gained into the problems of both clients and professional social workers.

Of the four subject areas, the students manifested the greatest amount of difficulty in the area of rules and procedures; it appeared that the difficulty related to understanding and becoming reconciled to the agency's rules and procedures. The instructor did not anticipate the degree of difficulty experienced by the students in this subject area and was, therefore, inadequately prepared to deal effectively with the situation.

Problem-Solving and Task Performance

In general, the students were able to resolve, overcome, or cope with the various institutional problems and obstacles that they encountered, and to perform the tasks assigned to them. With few exceptions, both types of activity were very successful which indicates that the problem solving and task performance elements of the Seminar were strong, and hence, effective.

Skill in meeting coincident constraints was demonstrated in the negotiation of suitable volunteer placements. Suitability meant that the placement was of a kind required by the Seminar and was also feasible to the student in terms of travel and time constraints; in addition, it was necessary to satisfy the agency's requirements.

Ability to cope was evidenced further by the facts that no student dropped out of the Seminar or volunteer placement. These facts also suggest that the placements negotiated were reasonably satisfactory and that planning went into the placement selections.

Evidence of perseverance in order to surmount difficulties in placement came from the experience of several students. The students' initial problems were of three kinds: (a) understanding or becoming reconciled to the agency's rules and procedures, (b) obtaining sufficient work at the agency, or (c) how to approach supervisors for job-related information. In all cases, the eventual outcomes were satisfactory thereby indicating that the students were able to develop the skills needed to overcome the difficulties.

Task performance in terms of attendance, punctuality, and completion of assignments was entirely satisfactory.

Classroom Discussion and Peer Group Mutual Aid

It was clear that the classroom discussion provided an essential forum for analysis of experiences and problems, and peer group mutual aid. The students had more initial difficulty with analysis than was anticipated. In fact, the early classroom discussions revealed that some of the students did not know the meaning of analysis in an operational sense. Through practice and help from the instructor, the students improved in the analysis of experiences as the Seminar progressed. The instructor observed that some of the students had better analytical ability than others; some of the "bright" students, as measured by conventional tests, had difficulty with analysis and conceptualization while some of the "poor" students performed quite well in this area. Some of the students were better able to analyze the experiences of other students than their own. The students learned from each others' experiences, via classroom discussions.

Self-awareness was heightened through the exchange of feelings, ideas, and opinions as evidenced by comments in the students' log books. For example, one student stated "I've been able to learn more about myself which in turn allows me more freedom and a broader base for understanding others. I learned to correct one unconscious tendency I had of assuming that I knew where people were at in certain situations." The emotional involvement of the students with their own and each others' experiences and situations was apparent. In contrast to the majority, one student exhibited a detachment (lack of caring) toward volunteer placement experiences.

The instructor gained information about the students' attitudes, personalities and abilities that would not have been possible from conventional instructions at York College. For the majority of the students (9 out of 11), their experiences confirmed their career choice, while two students reached the decision that social work was not a correct choice for them. This evidence is interpreted to mean that the learning opportunities provided by the Seminar served as a trigger-mechanism that caused the students to evaluate the appropriateness of their previously held career goal of becoming social work professionals.

Instructor's Role

Counseling

Teaching and counseling are normally conceptualized and organized as separate functions. One of the Seminars' innovations was the integration of counseling with the instructional process. The instructor believes that counseling made a distinctive contribution to the overall method of approach used in this study. Counseling by the instructor was the orchestrating device that kept the Seminar processes going. There were several occasions on which the Seminar would have bogged down in the absence of counseling: For example, during the "obtaining volunteer placement phase" counseling was effective in helping the students with appropriate planning before contacting the agencies. Counseling was also a guide to the way in which students analyzed their experiences. The students lacked analytical practice, not analytical ability and, therefore, had to have the process started for them. Once this was done they were able to sustain the process

themselves. Indeed, the purpose of the counseling was to facilitate and sustain the direction and efforts of the students, but not to provide them with ready-made answers.

Modeling

Modeling by the instructor "set the stage" for the expected peer group behavior and interaction during the classroom sessions. For example, one student did not obtain volunteer placement on time; when called on he was embarrassed to state he didn't have a presentation to make since he had not been successful with obtaining placement. The instructor responded by asking the student to share what he had attempted, with the group members so that they could help him to overcome the problems involved. After the student's presentation, the group immediately tried to be helpful by showing empathy to the student, identifying weaknesses in his approach to agencies, and offering suggestions for improving the approach. The group followed the cues provided by the instructor which suggested that the expected behavior was helpfulness and cooperation with each other rather than competition. The system of peer group mutual aid operated effectively throughout the duration of the Seminar. Modeling by the instructor was instrumental to its development and ongoing success.

As noted in Chapter 7, the instructor also tried to model the type of behavior required of professional social workers in the performance of a linkage function through the behavior displayed by the instructor toward the students as they attempted to link and deal with complex resource systems. The instructor, for example, elicited information and opinions, facilitated the expression of feelings, clarified situations, provided encouragement and reassurance, and

helped the students discuss and plan alternate courses of action. No provisions were made for monitoring the relative success or failure of this aspect of modeling within the current study.

The outside speaker from the Social Security Administration provided information to the students on the wide range of resources offered by this agency. The speaker also played the role of worker in a modeling exercise developed to demonstrate 1) how a worker's knowledge of the agency's resources can help persons to identify and anticipate needs which could be acted upon before reaching the crisis stage, and 2) how to use the system's rules and procedures to obtain needed benefits. The exercise was useful for providing information but not for modeling, because the agency official was not a social worker.

Provision of Didactic Information

The selected reading materials, information provided by the instructor, and the guest speaker seemed adequate. Additional effort is needed to improve the level of information given in the content area of rules and procedures.

In summary, the individual elements and procedures of the Seminar appeared essential and appropriate to the overall outcome desired. Instructions in the area of rules and procedures need improving. Screening of agencies before referral of students for placement is necessary. The need for the institution of an accountability procedure for volunteer placement should be carefully considered. The conclusions drawn from the study are noted in Chapter 10, followed by recommendations for further research.

CHAPTER X

CONCLUSIONS

The students who received the Seminar method of instruction made greater gains in targeted areas of knowledge and understanding than a control group of students who received regular classroom instruction.

The gains in the area of knowledge and understanding were statistically significant at the 0.05 and 0.01 levels respectively. These results could not have been due to chance alone and suggest that the Seminar succeeded in raising the student's knowledge and understanding of complex systems and of how to maximize the utilization of the resources available to them.

In the area of rules and procedures, the greater numerical gain made by the experimental group receiving the Seminar instruction was not statistically significant. Moreover, the instructor's direct observations confirmed that the students were having greater than expected difficulty with rules and procedures and that this area requires strengthening.

Initial attitudes towards bureaucratic social welfare systems were not very positive in either the experimental or control groups. The Seminar appeared to bring about a slight, but non-uniform, positive change in the attitudes of its participants.

Experiential learning is an appropriate vehicle for teaching undergraduate social work students about the professional function of linkage. Screening of the agencies that will provide the setting for the learning experiences is necessary to insure that the students will be adequately supervised and employed.

Counseling and modeling by the instructor, problem-solving and task performance by the students, and a system of peer group mutual aid appear to be complementary and necessary adjuncts to experiential learning.

Inclusion of the helping role of counseling was the primary innovation attempted. It was directly related to the substantive content of the course and also to the problems and frustrations of the students in their attempts to meet the expectations and requirements of the Seminar. The counseling given was separate and different from that provided as a regular service at York College when students initiate a request for service and identify their specific needs. In the Seminar, counseling was made an integral part of instruction for the purpose of improving its effectiveness, which it appeared to do.

The task performance and problem-solving elements of the Seminar were effective in helping students acquire the skills needed to deal with the institutional barriers to resource utilization. The same type of skills will be required later in the professional role of helping clients to link with resource systems. Peer group mutual aid helped to produce a classroom climate of openness. This climate

gave the students the feelings of security needed to share and learn from each other's experiences and think creatively.

The conceptualization of integrating teaching with counseling, experiential learning and peer group mutual aid placed the emphasis on screening undergraduate students at York College into the Social work profession by assuming some of the responsibilities for helping them meet the requirements and demands of the educational program.

Another measure of the utility of the Seminar is that it has been made a continuing part of the York College curriculum for undergraduate social work students. As a required course, it is taken prior to entry into the practice level activities. Repetition of the course has provided the opportunity to improve upon both the process and substantive content of the initial experiment from which the instructor benefitted as well as the students.

CHAPTER XI

IMPLICATIONS AND RECOMMENDATIONS

The Seminar appears useful as a "self-screening" device, through generation of self awareness in those who "can't make it", or whose personalities, attitudes, and abilities are not compatible with the goals, values, and demands of the profession. In addition to administrative purposes, the Seminar appears applicable to undergraduate social work education as a mechanism for screening students into the programs.

Further research is needed to evaluate the relative effectiveness of the individual elements of the Seminar: a) Experiential learning; b) Problem solving and Task Performance; c) Classroom discussion and Peer Group Mutual Aid; d) Counseling and Modeling by the Instructor. Additionally, the effects of the relative timing and sequencing of the different elements should be assessed. Measurements of within group performance should be taken to determine if there are some students who can not benefit from the Seminar and, if so, why and what are their characteristics. The intention is to undertake these investigations in the course of future Seminars at York College.

The Seminar method of instruction appears sufficiently promising to raise the question of whether this approach may have broader application to learning and teaching situations beyond the restricted goals of the Seminar.

APPENDIX A

INSTRUMENTS

DEMOGRAPHIC QUESTIONNAIRE

INSTRUCTOR _____ COURSE NUMBER _____

SECTION NUMBER _____

1. What is your sex?	☐	1. Male 2. Female	
2. What is your age?	☐	1. 18 or younger 2. 19-22 3. 23-26 4. 27-30 5. 21 or older	
3. What is your ethnic background?	☐	1. Hispanic 2. White 3. Black 4. Oriental 5. Other	
4. What is your marital status?	☐	1. Married 2. Single 3. Divorced 4. Separated	
5. Do you have any children?	☐	1. None 2. One 3. Two 4. Three or more	
6. Do you have brothers or sisters?	☐	1. None 2. One brother or sister 3. Two brothers or sisters 4. Three brothers or sisters 5. Four or more	
7. Residential situation: Where or with whom do you live?	☐	1. With parents or relatives 2. Rent a room 3. Rent an apartment 4. Rent a house 5. Own a house	
8. Are you currently employed?	☐	1. Yes 2. No	

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Random Number_____ Course #_____

Instructor_____ Section #_____

9. If you are currently employed, how many hours do you work per week?
   1. 10 or less
   2. 11-20
   3. 21-34
   4. 35 or more

10. If you are working, is the job related to Social Work?
    1. Yes
    2. Indirectly
    3. No.

11. If you are not working, are you seeking work now?
    1. Yes
    2. No

12. Have you ever done any volunteer work?
    1. Yes
    2. No

13. If the answer to question #12 is yes, was the job related to Social Work?
    1. Yes
    2. No

14. What is the approximate combined income of your parents?
    1. Up to $3,000
    2. More than $3,000 and up to $5,000
    3. More than $5,000 and up to $7,000
    4. More than $7,000 and up to $10,000
    5. More than $10,000 and up to $20,000
    6. More than $20,000

15. Have any members of your immediate family completed college?
    1. Yes
    2. No

16. How did you enter York College?
    1. Regular admission
    2. Open admission
    3. SEEK program
    4. College Discovery program
    5. Other (specify below)

    _____

17. Are you matriculated for a B.S. or a B.A. Degree?
    1. Yes
    2. No

18. Are you a full time or a part time student?
    1. Full time
    2. Part time

Random Number_____ Course #_____
Instructor_____ Section #_____

19. What is your Classification?
1. Lower freshman
2. Upper freshman
3. Lower sophomore
4. Upper sophomore
5. Lower junior
6. Upper junior
7. Upper senior
8. Upper senior

20. Are you a day or evening student?
1. Day
2. Evening

21. Currently, how many credits are you carrying at York?
1. 5 or under
2. 6-9
3. 10-13
4. 14-17
5. 18 or over

22. What is your current major?
1. Sociology
2. Psychology
3. Political Science
4. Economics
5. Mathematics
6. Other (specify below)

_____

23. Have you selected Social Work as your minor?
1. Yes
2. No

24. If you answer yes to question #23, do you intend to become a professional Social Worker?
1. Yes
2. Undecided
3. No

25. If the answer to question #23 is no, do you intend to select Social Work as your minor?
1. Yes
2. Undecided
3. No

26. Your educational plans: What degree level do you plan to attain?
1. Bachelors
2. Masters
3. Doctorate

27. If you become a professional Social Worker, in what area would you prefer to work?
1. Public Assistance
2. Medical
3. Mental Health
4. Corrections
5. Child Welfare
6. Services for the Aged
7. Other (specify below)

_____

Random Number_____ Course #_____
Instructor_____ Section #_____

28.	Have you been, or are you currently active in college or community organizations?	1. Yes 2. No	
29.	Do you usually seek a leadership role in whatever you are doing?	1. Yes 2. Occasionally 3. No	
30.	Have you or your parents ever received services from a community or Social Work agency?	1. Yes 2. No	
31.	If services were received, how satisfied were you with the way the agency handled the problem?	1. Very satisfied 2. Fairly well satisfied 3. Somewhat dissatisfied 4. Very dissatisfied	

Table 1

Demography of York College Students
Enrolled in Social Work Courses

			Group A	B	C	D	E	All Groups
Number in Group			59	77	53	10	9	208
Sex	1. Male	%	32	32	30	20	56	32
	2. Female	%	68	68	70	80	44	68
Age	1. 18 or less	%	17	10	24	-	-	15
	2. 19-22	%	33	42	42	60	56	41
	3. 23-26	%	22	30	13	20	22	22
	4. 27-30	%	5	4	21	10	22	10
	5. 31 or more	%	23	14	-	10	-	12
Race	1. Hispanic	%	7	8	34	-	11	14
	2. White	%	25	30	45	50	33♦	33
	3. Black	%	63	57	17	50	33♦	47
	4. Oriental	%	2	-	2	-	11	2
	5. Other	%	3	1	2	-	-	2
	6. No response	%	-	4	-	-	11	2
Marital Status	1. Married	%	34	34	34	-	44	33
	2. Single	%	58	52	60	100	56	58
	3. Divorced	%	3	9	4	-	-	5
	4. Separated	%	3	4	2	-	-	3
	5. No response	%	2	1	-	-	-	1
Children	1. None	%	68	51	70	100	56	63
	2. One	%	14	20	15	-	-	15
	3. Two	%	15	14	11	-	22	13
	4. Three or more	%	3	14	4	-	22	8
	5. No response	%	-	1	-		-	1

Table 2

Characteristics of Students' Families

		Group A	B	C	D	E	All Groups
Number in Group		54	77	53	10	9	203
Students' living situation?							
1. Lives with parents or relatives	%	49	38	51	80	33	46
2. Rents a room	%	2	10	4	-	-	5
3. Rents an apartment	%	39	27	26	10	45	30
4. Owns a house	%	3	8	6	10	-	6
5. No response	%	7	17	13	-	22	13
Does student have siblings?							
1. None		3	30	13	10	11	16
2. One brother or sister	%	32	24	23	20	22	26
3. Two brothers or sisters	%	25	17	25	20	34	22
4. Three brothers or sisters	%	9	12	9	30	22	12
5. Four or more	%	31	17	30	20	-	23
6. No response	%	-	-	-	-	11	1
Have any members of immediate family completed college?							
1. Yes	%	31	54	49	50	56	48
2. No	%	60	43	49	50	44	50
3. No response	%	3	3	2	-	-	2
Approximate combined income of parents							
1. Less than $3,000/year	%	7	4	5	-	-	5
2. $3,000 to $5,000	%	8	4	9	-	-	6
3. $5,000 to $7,000	%	7	4	9	10	-	6
4. $7,000 to $10,000	%	19	21	27	20	11	21
5. $10,000 to $20,000	%	25	38	24	60	56	33
6. More than $20,000/year	%	10	11	4	-	11	8
7. No response	%	24	18	22	10	22	21

Table 3

Employment Status

		Group					All
		A	B	C	D	E	Groups
Number in Group		59	77	53	10	9	208
Is student employed?							
1. Yes	%	63	56	62	40	56	59
2. No	%	37	43	34	60	44	40
3. No response	%	-	1	4	-	-	1
If employed, how many hours/week?							
1. 10 or less	%	11	15	17	50	-	15
2. 11 to 20	%	27	15	57	50	17	31
3. 21 to 34	%	17	23	13	-	50	19
4. 35 or more	%	45	47	13	-	33	35
Is employment related to social work?							
1. Yes	%	16	31	35	-	83	29
2. Indirectly	%	39	40	21	25	-	32
3. No	%	45	29	44	75	17	39
Is student actively seeking work?							
1. Yes	%	37	21	21	20	11	25
2. No	%	9	36	30	30	33	26
3. Not applicable	%	54	40	45	40	56	46
4. No response	%	-	3	4	10	-	3

Table 4

College Classification

		Group					All
		A	B	C	D	E	Groups
Number in Group		59	77	53	10	9	208
Mode of entry to college?							
1. Regular admission	%	54	45	34	40	67	46
2. Open admission	%	26	20	30	20	22	24
3. Seek program	%	7	12	11	20	11	11
4. College discovery program	%	7	14	2	-	-	8
5. Other	%	3	9	17	10	-	9
6. No response	%	3	-	6	-	-	2
Class now attended?							
1. Lower freshman	%	53	1	-	-	-	15
2. Upper freshman	%	25	7	2	-	-	10
3. Lower sophomore	%	8	14	13	-	-	11
4. Upper sophomore	%	8	17	21	-	-	14
5. Lower junior	%	6	33	24	10	-	19
6. Upper junior	%	-	14	19	20	11	13
7. Lower senior	%	-	11	15	70	44♦	13
8. Upper senior	%	-	3	4	-	44♦	4
9. No response	%	-	-	2	-	-	1
Full or part time student?							
1. Full time	%	58	90	94	100	89	82
2. Part time	%	39	10	4	-	11	17
3. No response	%	3	-	2	-	-	1
Day or evening student?							
1. Day	%	51	72	94	-	89	74
2. Evening	%	46	27	2	100	11	24
3. No response	%	3	1	4	-	-	2
Number of credits carried currently?							
1. 5 or less	%	3	1	-	-	-	1
2. 6 to 9	%	19	19	6	-	-	14
3. 10 to 13	%	31	29	32	30	22	30
4. 14 to 17	%	33	35	53	50	34	39
5. 15 or more	%	12	16	7	20	33	14
6. No response	%	2	-	2	-	11	2

Table 5

Educational Expectations

		Group					All Groups
		A	B	C	D	E	
Number in Group		59	77	53	10	9	208
Is Educational Goal a Degree?							
1. Yes	%	74	97	98	100	89	92
2. No	%	19	3	-	-	11	6
3. No response	%	7	-	2	-	-	2
If degree is goal, what level?							
1. Bachelors	%	39	21	22	10	12	25
2. Masters	%	35	59	61	80	63	54
3. Doctorate	%	19	20	16	10	25	19
4. No response	%	7	-	1	-	-	2
Current major?							
1. Sociology	%	17	41	45	80	56	38
2. Psychology	%	15	27	38	20	22	26
3. Political Science	%	3	3	-	-	-	2
4. Economics	%	5	3	2	-	-	3
5. Mathematics	%	-	-	-	-	-	-
6. Other	%	46	26	11	-	22	26
7. No response	%	14	-	4	-	-	5
Has student been active in college or community organizations?							
1. Yes	%	27	48	56	70	33	44
2. No	%	66	52	40	30	67	53
3. No response	%	7	-	4	-	-	3
Does student usually seek leadership role?							
1. Yes	%	12	29	23	-	33	21
2. Occasionally	%	66	57	64	80	67	63
3. No	%	14	14	11	-	-	12
4. No response	%	8	-	2	20	-	4

Table 6

Students' Level of Social Work Interest

		Group					All
		A	B	C	D	E	Groups
Number in Group		59	77	53	10	9	208
Has student selected social work as his minor?							
1. Yes	%	47	83	92	100	78	76
2. No	%	41	17	6	-	22	20
3. No response	%	12	-	2	-	-	4
Does student intend to become a professional social worker?							
1. Yes	%	19	57	62	90	78	50
2. Undecided	%	42	30	28	10	22	31
3. No	%	7	5	4	-	-	5
4. Not applicable/no response	%	32	8	6	-	-	14
If student has not already selected social work as his minor, is this his intention?							
1. Yes	%	15	32	21	n.a.	11	not
2. Undecided	%	70	28	79	n.a.	89	meaning-
3. No	%	15	40	-	n.a.	-	ful
If student becomes a professional social worker, what area is preferred?							
1. Public assistance	%	18	25	6	-	-	16
2. Medical	%	18	13	13	-	22	14
3. Mental health	%	14	17	21	20	11	17
4. Corrections	%	10	9	10	-	22	10
5. Child welfare	%	32	25	30	60	34	31
6. Services for the aged	%	4	5	7	10	-	5
7. Other	%	4	4	9	-	11	5
8. No response	%	-	2	4	10	-	2

Table 7

Past Experience with Social Work Agencies

		Group					All
		A	B	C	D	E	Groups
Number in Group		59	77	53	10	9	208
Has student or his parents ever received services from a community or S.W. Agency?							
1. Yes	%	29	40	40	20	22	35
2. No	%	66	59	60	80	67	63
3. No response	%	5	1	-	-	11	2
If services were received, how satisfied was student with way agency handled problem?							
1. Very satisfied	%	-	22	19	-	-	13
2. Fairly well satisfied	%	41	44	43	50	50	44
3. Somewhat dissatisfied	%	18	22	33	50	50	26
4. Very dissatisfied	%	41	12	5	-	-	17
Has student ever done volunteer work?							
1. Yes	%	51	69	60	80	67	62
2. No	%	47	28	36	20	33	35
3. No response	%	2	3	4	-	-	3
If volunteer work was performed, was it related to social work?							
1. Yes	%	52	56	72	67	67	60
2. No	%	48	44	28	33	33	40

I Complex Systems and Resource Utilization

Part one: The nature of complex systems

Directions: Part one pertains to bureaucratic characteristics of social welfare resource systems. In the following items, pick out the letter that represents the most correct answer and darken the corresponding letter on the computer test sheet.

k 1. Clients often have to go to several agencies before reaching one that will handle their case. This is primarily because of:

a) poorly planned work schedules at many agencies
b) discrimination shown to clients by agency personnel
c) specialization and fragmentation of services
d) excessive work loads at many agencies

u 2. Most services provided for children are separated from those available to the elderly. The principal reason for this separation is:

a) children have different needs than elderly persons
b) children's welfare should receive priority over that of older persons
c) elderly people would object to children making noise and running around
d) children tend to have communicable diseases

k 3. When visiting a clinic for treatment, a client will often see at least two other persons before talking with a physician because:

a) division of labor and specialization
b) physicians are so highly paid that it is desirable to limit the time they spend with individual clients
c) clinics have been particularly successful in creating "make work" jobs
d) none of the above

u 4. It is difficult for a client to receive the personal attention of the director of a social welfare agency because:

a) the authority of the caseworker would be undermined
b) if one client were to see the director, all the others would want to do so
c) the director would not have time to check the clients' eligibility qualifications in detail
d) both b & c

k 5. Systems also have needs, i.e., they make demands on those who wish to use the system. Some of these demands are:

(a) in relation to what the system requires to maintain itself
(b) specific personal information about clients
(c) non-disruptive behavior on the part of clients
(d) all of the above

k 6. Norms embraced by agencies reflect societal values. These values include:

(a) efficiency
(b) punctuality
(c) responsible behavior
(d) all of the above

k 7. The formal characteristics of bureaucracies include:

(a) a high degree of specialization and hierachical authority
(b) recruitment of personnel on the basis of ability.
(c) impersonal relationships among personnel
(d) all of the above

u 8. A client may be receiving services from two or more social welfare agencies simultaneously. Such situations occur because:

(a) specialized services are provided only in large control agencies, not in community agencies.
(b) supervisory costs are minimized by decentralization
(c) communication problems are reduced by decentralization
(d) fragmentation of services is a bureaucratic characteristic

u 9. Specialization of activities within social welfare agencies leads necessarily to:

(a) depersonalization of services
(b) duplication of services
(c) the need for a supervisory authority to coordinate the diverse activities
(d) no clear boundaries of responsibility for individual professional workers.

u 10. An organization that permits advancement from professional worker to supervisor to director has a structure that may be termed:

(a) progressive
(b) self-actualizing
(c) hierarchical
(d) specialist

k 11. Social welfare systems tend to be bureaucratic and difficult to deal with. Contributing to this situation is the vast number of human needs for which help is available.

(a) true
(b) false

k 12. Values and a value system may be held by both individuals and organizations.

(a) true
(b) false

u 13. Organizations can create pressures on persons attempting to use their services. Such pressures may be induced by corresponding pressures experienced by the organizations themselves.

(a) true
(b) false

k 14. Specialization within an organization is designed to increase the efficiency of service to clients.

(a) true
(b) false

u 15. Services would be easier to obtain if society had less concern about prevention of cheating within the welfare system.

(a) true
(b) false

u 16. Agencies place emphasis on record keeping. While clients may be inconvenienced when they seek help, the practice is to their advantage in the long run.

(a) true
(b) false

Part II Bureaucratic Problem Solving

Directions: This section is concerned with appropriate ways of solving problems presented by bureaucratic resource systems. There are plausible answers to some of the questions that have practical merit but are not theoretically correct. (What is supposed to be correct). Select the letter for each item that accords best with theory and darken the corresponding letter on the test sheet.

U 17. Persistence on the part of clients is often needed to overcome bureaucratic run-around. Which of the following examples of persistent behavior is likely to be most effective?

(a) perseverance with demands no matter what the social worker says
(b) refusal to leave the agency until demands are met
(c) listening carefully to what the bureaucratic requirements are, and trying to understand and meet them
(d) none of the above

U 18. Problem-solving is a technique that can be learned. Important ingredients of problem-solving are:

(a) an attitude that problems are a normal part of life
(b) trying to anticipate problems and, therefore, being ready to deal with them before they grow and merge into other problems.
(c) identification of the elements of a given problem
(d) all of the above

U 19. Effective dealing with resource systems and social welfare agencies depends in part on:

(a) selection of an appropriate approach
(b) recognition that a negotiation will be involved in which client and social worker both have responsibilities
(c) having a good story to tell and sticking with it
(d) a combination of (a) and (b)

U 20. Given the difficulty in establishing eligibility, a client would be more likely to succeed in obtaining assistance by:

(a) being on time for the appointment and agreeing with any suggestions made by the social worker
(b) creating the appearance of extreme need by being taken ill during the interview if necessary
(c) knowing the extent of his entitlement and fulfilling his obligations to the agency
(d) bringing a friend or relative to the interview who would reinforce the clients" statements.

U 21. The best chance of securing an exception to a rule would be to:

(a) seek out the most sympathetic person at the agency
(b) provide evidence that there were circumstances beyond the clients' control that created the need for an exception
(c) maintain that exceptions have been made in other cases
(d) have a thorough knowledge of the basis on which exceptions may be granted

III Rules and Procedures

Directions: This section relates to rules and procedures established by social welfare resource systems that apply to establishing eligibility and obtaining needed services. Select the letter for each item that you feel represent the most correct answer and darken the corresponding letter on the test sheet.

K 22. To establish eligibility for a specific service, a client must:

(a) prove that his need for the service is real
(b) prove that he cannot obtain the service elsewhere
(c) both a & b
(d) meet the pertinent qualifications

U 23. Failure to respond to all questions on an application may lead to its rejection. The reason for such rejection is that:

(a) experience has shown that clients deliberately conceal important information by "forgetting" to answer certain questions
(b) complete answers are required to insure uniform treatment of all clients
(c) data processing by computer is not feasible unless every question is answered
(d) insistence on many details makes it possible to slow down the rate at which the welfare rolls increase

U 24. Rules and procedures are often spoken of in the same breath, as if they were synonymous. In fact:

(a) they are synonymous
(b) rules define the order in which actions should be performed
(c) procedures describe how to do something
(d) rules, procedures, and norms are all the same

U 25. When a client is asked to produce a birth certificate by a Social Welfare Agency, the reason is that:

(a) bureaucratic procedures always involve the recording of information that is not actually needed

(b) the worker is exercising his administrative prerogatives
(c) proof is needed that the client meets the requirements for the service
(d) both a & b

K 26. When social welfare agencies function bureaucratically, they are likely to assign a higher priority to one of the following than to the others.

(a) range of services provided
(b) effective operating procedures
(c) skills of the workers
(d) meeting clients' needs

K 27. Social welfare agencies employ standardized rules and procedures in order to be fair to clients.

(a) true
(b) false

U 28. Officials at Social Security offices frequently ask applicants for their social security numbers. In effect, the officials are asking the applicants to follow a rule established by the agency.

(a) true
(b) false

U 29. If an agency official instructs a client to "fill out this application and then get in Line B", he is requiring the client to follow a procedure of the agency.

(a) true
(b) false

K 30. Rules, per se, do not inform a person why a particular action is required.

(a) true
(b) false

K 31. All procedures relating to social welfare are rigidly standardized and followed uniformly at all agencies.

(a) true
(b) false

K 32. It is perfectly in order for a client to ask a social worker for explanation of a rule or a procedure and for the reason it is required.

(a) true
(b) false

U 33. In an ideally functioning bureaucracy, rational rules would govern behavior and individuals would conform to them because they would perceive the advantage of doing so.

(a) true
(b) false

IV. Identification and Matching of Needs with Available Social Welfare Resources

Directions: The following case is a hypothetical situation of a family in need of social welfare resources. Read the case carefully.

A FAMILY IN NEED

This family consists of 5 people: John Jones, wage earner and father who is 37 years old; his wife, Mary Jones, age 35; two sons, Timothy, age 10 and Jimmy age 6, a daughter Alice, age 9. Aunt Celia age 57, and a paternal grandmother, Mrs. Hattie Jones, age 61.

The father is employed as a machine operator in a tool and dye factory. He has been steadily employed by the same company for 10 years.

The wife Mary, has not worked since her marriage. Aunt Celia has worked as a domestic for 20 years and currently earns $50.00 per week. Grandma Jones has never worked. She married young and came to live with her son and his family after the death of her husband 3 years ago.

Income from Aunt Celia and John's salaries is adequate to pay the mortgage on their modest home and to take care of the family's daily needs.

Then along came adversity. Jimmy, the youngest child, while riding his bicycle sustained a severe head injury. Long term hospitalization was required and he was left brain-damaged from the injury.

The cost of the medical services quickly depleted the family's financial resources. The father's Group Health Insurance from the job paid most of the medical bills. However, coverage ran out before the entire period of illness was over. The family did not want Jimmy placed in an institution for rehabilitation and continued treatment. Hence, he was discharged from the hospital in the care of his family with the understanding that the family would assume responsibility for his after care treatment.

Clinic fees, and transportation to and from clinic and cost of medication put a further drain on the family's income. Financial help had to be sought at this time. Personal loans from family and friends were explored and exhausted.

In the meantime, the emotional and mental stress imposed by the family's situation affected Mr. Jones' ability to concentrate on his work. Consequently, he had an accident on the job resulting in the loss of his right hand. The family's income is then sharply reduced to Aunt Celia's earnings.

Directions continued: The following questions relate to resources that are appropriate for this family based on the needs and circumstances presented in the case. Pick out the letter (a) if you agree or (b) if you disagree. Blacken the corresponding letter you select for each item on the test sheet.

34. Is Mr. Jones eligible for unemployment insurance benefits?

(a) yes
(b) no

35. Is Mr. Jones eligible for Social Security retirement benefits?

(a) yes
(b) no

36. Does New York State provide benefits that apply to Mr. Jones' disability?

(a) yes
(b) no

37. Should a professional social worker advise Mr. Jones to apply for Workmen's Compensation in view of the fact that his accident was caused by his own carelessness?

(a) yes
(b) no

38. Is there a possibility that Grandma Hattie can receive Social Security retirement benefits?

(a) yes
(b) no

39. Should Mrs. Jones apply for Medicaid to cover the cost of Jimmy's outpatient treatment

(a) yes
(b) no

40. Should a professional social worker advise Aunt Celia to make sure that her employer is making FICA contributions on her behalf?

(a) yes
(b) no

41. Does it appear that casework counseling is appropriate to the needs of the Jones' family?

(a) yes
(b) no

42. Would Mr. and Mrs. Jones be disqualified from receiving public assistance because they own a house?

(a) yes
(b) no

43. Are SSI payments applicable to Jimmy's situation?

(a) yes
(b) no

Part V.

This section concerns the social worker's role of linking clients to social welfare resource systems and helping them to obtain the resources they need. Pick out the letter you feel best represents the correct answer to each item and blacken the corresponding letter on the test sheet.

K 44. Linkage of clients to a social welfare system is:

(a) a role that should be played by professional social workers
(b) a responsibility that the client must assume for himself
(c) a policy that should be effectuated through written procedures
(d) none of the above

K 45. One of the social worker's roles is to build self-esteem in clients. This is necessary because:

(a) bureaucratic systems tend to rob clients of self-esteem
(b) self-esteem helps an individual to want to be more self reliant
(c) it helps a client to understand what he is entitled to expect
(d) All of the above

U 46. Clients frequently wish to express their feelings about the negative aspects of bureaucratic behavior.

(a) social workers should restrain clients from expressing emotion because it would interfere with the proper delivery of services.
(b) social workers should give client the opportunity to express their feelings because such feelings tend to influence the action taken by an individual in a given situation
(c) emotions are private matters that the bureaucratic system should not attempt to address
(d) both (a) and (c)

U 47. Social Workers should help clients to match their needs to the resources available for satisfying them. This involves:

(a) conversion of the clients' needs that are emotionally felt into what is bureaucratically feasible
(b) providing clients with pamphlets and other written material that explains what resources are available
(c) getting clients to realize that most of their needs are unrealistic
(d) both (a) and (b)

K 48. In spite of their responsibility to help those seeking services from social welfare agencies, there is little that social workers can do to help clients overcome practical problems that block their access to services.

(a) true
(b) false

U 49. Given the number of rules and procedures that a social worker must follow in the delivery of services to clients, a worker could easily find himself pulled in different directions: by the desire to help clients and by the need to follow the agency's rules and procedures.

(a) true
(b) false

U 50. Social workers' freedom of action is so limited that help with practical problems should not be expected by clients unless these problems are of a simple, routine nature.

(a) true
(b) false

U 51. Social workers have many different roles and functions in their professional practice. One of the functions consist of helping persons to overcome the institutional barriers that can prevent persons from taking advantage of resources that are available to them.

(a) true
(b) false

ATTITUDE TOWARD BUREAUCRACY

Instructor_____ Course #_____
Section #_____

The following are statements about the government and public social welfare agencies. Please indicate how strongly you agree or disagree with each statement.

	Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
a. The government should do less for people if it means lower taxes.					
b. The government should do more for people if it can do so without increasing taxes.					
c. The government should do more for people even if it means higher taxes.					
d. It is only fair that the more fortunate people with money should pay high taxes to help the needy.					
e. Many of the people who are getting welfare payments are really cheating the government.					
f. A good deal of the money for public assistance never gets to the people who really need it.					
g. Most of the people who work for public social welfare agencies work hard and try to do a good job.					
h. The people who gain the most from public social welfare agencies are the officials who run the agencies.					
i. There are too many public social welfare agencies doing the same thing.					
j. The people in public social welfare agencies are usually very helpful.					

Random Number_____ Course #_____
Instructor_____ Section #_____

	Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
k. The people in public social welfare agencies like to use their authority to push people around.					
l. We really are much better off with public social welfare services as they are than we would be without them.					
m. The trouble with public social welfare agencies is that no official is really willing to take responsibility for anything.					
n. The trouble with public social welfare agencies is that no one person really takes an interest in your problems.					
o. It is becoming difficult for an individual to have any private life because government pries and interfers in his personal affairs.					

KNOWLEDGE OF RESOURCES AT YORK COLLEGE

Pursuing Certificate in Social Work (Yes)_____(No)_____

Intend to Pursue Certificate in Social Work (Yes)____No____

Curriculum #_____

Major_____

Directions: Part one pertains to services and resources offered at York College. Please respond to the best of your knowledge what you think the appropriate resource would be for dealing with each of the hypothetical situations presented below.

1. If you want to find employment which department should you contact?_____

2. If you are receiving financial aid and need a small loan for an emergency which department should you consult?_____

3. If you nedd assistance with finding a place to live, which department should you contact?_____

4. What department should be contacted if you have a disabling accident and still wish to continue school?_____

5. If you need help in choosing a career, which is the appropriate office to consult?_____

6. If you wish to obtain credit for life experiences which department should you contact?_____

7. If you lose your I.D. card where should you obtain another one?_____

8. If you need information about how to obtain services from a social agency in the community, whom should you consult at York?_____

9. If you want help with a personal problem which department should you contact?_____

10. If you have not selected a major and need advisement whom should you consult?_____

11. If you have selected a major and need advisement whom should you consult?_____

12. If you are dissatisfied with a grade whom should you contact?_____

13. If the first source did not satisfy you about your grade to whom should you turn next?_____

14. If you need therapy and cannot afford to pay for private help what service at York is available to help you?_____

15. If you are a Freshman wishing to withdraw from a course after the first four weeks whom should you contact?_____

16. As a Sophmore, Junior or Senior wishing to withdraw from a course after the first four weeks whom should you contact?

_____

17. If you want to take more than the maximum number of credits, normally permitted, whose permission is required?_____

18. If you miss a final examination and wish to take a make-up whom should you contact?_____

19. If you become ill and need a leave of absence from school whose permission is required?_____

20. If you wish to return to school after recuperating from an illness whose permission would be required?_____

21. If outside pressures are causing you to fall behind in your school work which department at York is available to help you?

_____

22. If you need tutoring in a specific course whom should you contact?_____

PART TWO The following questions

23. What booklet, other than the college bulletin, could you obtain to find out what services and resources are available at York?_____

What does each number or digit stand for in the course numbering scheme?

24. 1st digit_____

25. 2nd digit_____

26. 3rd digit_____

27. What is the formula for calculating cumulative point value (CPV)?_____

28. What criteria are applied to placing students on academic Probation?_____

29. What criteria apply to academic dismissal?_____

30. Explain the significance of your curriculum number?_____

_____

31. How is your academic index computed?_____

32. York provides several financial aid programs. List four of these programs

_____

33. _____

34. _____

35. _____

36. List the two courses offered by Student Development

_____

37. _____

APPENDIX B

HYPOTHETICAL CASE OF A FAMILY IN NEED

APPENDIX B

Modeling Exercise

Hypothetical Case: A Family in Need

This family consists of 5 people: John Jones, wage earner and father is 37 years old; his wife, Mary Jones, age 35; two sons, Timothy, age 10 and Jimmy age 6, a daughter Alice, age 9. Aunt Celia age 57, and a paternal grandmother, Mrs. Hattie Jones, age 61.

The father is employed as a machine operator in a tool and die factory. He has been steadily employed by the same company for 10 years.

The wife, Mary has not worked since her marriage. Aunt Celia has worked as a domestic for 20 years and currently earns $50.00 per week. Grandma Jones has never worked. She married young and came to live with her son and his family after the death of her husband three years ago.

Income from Aunt Celia and John's salaries is adequate to pay the mortgage on their modest home and to take care of the family's daily needs. This was so until Jimmy, the youngest child, while riding his bicycle sustained a severe head injury. Long-term hospitalization was required and he was left brain-damaged from the injury.

The cost of the medical services quickly depleted the family's financial resources. The father's Group Health Insurance from the job paid most of the medical bills. However, coverage ran out before the entire period of illness was over. The family did not want Jimmy placed in an institution for rehabilitation and continued treatment. Hence, he was discharged from the hospital in the care of his family with the understanding that the family would assume responsibility for his after care treatment.

Clinic fees, and transportation to and from clinic and cost of medication put a further drain on the family's income. Financial help had to be sought at this time. Personal loans from family and friends were explored and exhausted.

In the meantime, the emotional and mental stress imposed by the family's situation affected Mr. Jone's ability to concentrate on

his work. Consequently, he had an accident on the job resulting in the loss of his right hand. The family's income is then sharply reduced to Aunt Celia's earnings.

Modeling Script

Background Information

Mr. Jones and his son Jimmy are still in the hospital. The Social Service Department at the hospital has not had contact with either Mr. or Mrs. Jones as yet. The Joneses are not aware of the existence of social services within the hospital and therefore have not sought out help in relation to resources to pursue to fulfill some of their material and other needs. One day, after visiting her husband Mrs. Jones stopped by a friend's house to talk. She was so distressed and felt she just had to talk with someone. The friend told Mrs. Jones about a social work agency that she (the friend) had used once when she was having some difficulty. The friend gave Mrs. Jones the name and address of the agency and encouraged her to go. Mrs. Jones followed her friend's advice and appeared at the agency the following day.

At The Social Work Agency

The social worker conducted an in-depth interview with Mrs. Jones in order to ascertain the nature of her problems and to determine how the agency could be helpful. While obtaining information the social worker also provided emotional support and understanding of Mrs. Jones' feelings of bewilderment and despair. After hearing Mrs. Jones' report concerning her husband's illness, the social worker contacted Mr. Jones' place of employment to find out if application for workmen's compensation (confirming on-the-job

injury) had been completed and sent to the hospital where Mr. Jones was receiving medical treatment. Upon finding out that application had been filed by the employer, the social worker then contacted the hospital to see if the application was received. Receipt of the application was confirmed.

The social worker advised Mary to apply for Social Security disability benefits on behalf of her husband. Mrs. Jones was encouraged by the knowledge that a workmen's compensation request had been initiated. She was also delighted to find out that her husband was eligible for Social Security disability benefits. However, she was worried because she didn't know how to go about pursuing these benefits. The social worker was able to determine the appropriate office from Mrs. Jones' address. The worker then called the Social Security Administration, general information phone number (990-1234) and related Mrs. Jones' situation to a Social Security Representative. The representative advised the social worker of the proofs and documentations that would be needed to complete an applicatimn for SSA disability benefits. These were: (a) Mr. Jones' birth certificate and Social Security number; (b) the children's birth certificates and their Social Security numbers, if numbers had been obtained, and (c) Mrs. Jones' social security number. The social worker relayed the information to Mrs. Jones, gave her the address of the SSA office, and asked if she could produce the required proofs and documents. Mrs. Jones said she would try. The social worker discussed on-going sessions with Mrs. Jones for counseling. An appointment was scheduled for Mrs.

Jones after her visit to the Social Security Administration. The worker gave Mrs. Jones her phone number on a piece of paper and told Mrs. Jones to contact her if she needed any additional assistance prior to their next session.

At the Social Security Office

Mrs. Jones appears at the social security office and speaks to a receptionist who determines which type of interviewer Mrs. Jones should see. The receptionist, after making the determination escorted Mrs. Jones to the desk of a claims representative. The representative is a Mrs. Webber.

Webber: Mrs. Jones I see from your slip that you are here to apply for disability benefits.

Jones: Well, the social worker at the agency sent me here and she told me I should bring all these birth certificates and stuff. (Mrs. Jones has her material in a brown paper bag which she drops on Mrs. Webber's desk)

Webber: (after reviewing the documents) I have to ask you some questions in order to determine which application I should file for you. The more information I have, the more helpful I can be in relation to making sure that you get all the benefits you and your family are entitled to receive. It is your husband who is disabled?

Jones: And my son too. He's been brain-injured in an accident. That's what they told me!

Webber: Mrs. Jones what kind of income do you have now?

Jones: None, I already spent what we had. My husband has been laid up in the hospital for three weeks.

Webber: Do you own your own home?

Jones: Yes.

Webber: Is the assessed valuation more than $25,000?

Jones: You mean what I can get for the house now?

Webber: Yes.

Jones: I don't know. We paid $11,500 for it.

Webber: Does anyone else live in the household besides yourself, husband, and children?

Jones: Yes, my husband's mother and my aunt.

Webber: Do they contribute to the household expenses?

Jones: Mrs. Hattie don't. Aunt Celia does domestic work. She makes about $50.00 a week, but she don't give it all to me.

Webber: Mrs. Jones when did your son become disabled?

Jones: Well, he fell off his bike out there on the walk and busted his head open. He ain't gonna be right no more.

Webber: From the information you have given me, I can see that we need to file an application for your husband for disability benefits. We will also need to fill out a medical form, an authorization form to obtain medical information, and another one to authorize you to become the payee since your husband is unable to file for himself. This is not permanent or binding and can be changed when Mr. Jones can function for himself. Suppose we start with the disability application (This application elicits information about the primary wage earner's employment history, workmen's compensation, military service, and nature of illness. It also requires information about family composition that, in this case,

revealed that Mrs. Jones' mother-in-law resided in the home). Is your mother-in-law dependent on your husband for support?

Jones: Yes, she ain't got no money.

Webber: All right Mrs. Jones, since your husband has a dependent parent we will also need to complete form 7160. If something should happen to your husband Social Security will pay benefits to his mother, as a dependent parent. However, she can't receive payments until his death. I need to ask you some questions about your mother-in-law. You should take form 7160 home for her signature. We will also need her birth certificate.

Jones: She's never had one. They didn't give out birth certificates when she was born. She had a mid-wife.

Webber: We will help you establish her date of birth. Some of the things we can use are: (1) your husband's birth certificate. From his certificate we can determine how old she was when he was born. (2) the other children's birth certificates, (3) any old insurance policies. If need be, we will also use the census record from 1920 to 1930. To do this, however, we will need to know where your mother-in-law was living during these periods. We can go to her grammar school for school records, and to the court to search for a record of application for the certificate of marriage.

Jones: Her husband is dead.

Webber: Do you know if she has filed for widow's benefits?

Jones: No. You see they were separated a long time and she didn't learn that he was dead until nearly a year after he was buried. He was down south and she was up here with us.

Webber: Was there a divorce?

Jones: No, ma'am.

Webber: Well, I see a possibility that your mother-in-law could receive benefits on her deceased husband's account. I think you should bring her in to the office so she can file. If she doesn't know her husband's social security number we can get it for her by using identifying information.

Jones: What is identifying information?

Webber: His place of birth, date of birth, date of death, his mother's maiden name and his father's name.

Jones: All this talk about helping my mother-in-law, how much money is me and the children gonna get?

Webber: I have no way of even estimating benefit amounts at this time. We will have to get your husband's earning records and compute a primary insurance amount before we can tell you what you, your husband and the children will receive. I wouldn't want to disappoint you by giving you a figure today. Mrs. Jones, since January 1974 the Social Security Administration has been administering the SSI program. From what you have told me I believe your son Jimmy is eligible for SSI.

Jones: Oh, yes? What do I have to do to get that?

Webber: We will have to fill out some more forms.

Jones: I hope we can use the same birth certificate.

Webber: Yes, we'll use it. Mrs. Jones, I'd like to inform you that the application we will complete for SSI can also be used for Medicaid. You will need Medicaid for your son's medical bills.

Jones: I'm glad to hear this because I was worried about how I would pay for all these medical expenses after the Insurance runs out.

Webber: I can complete most of this form from the information already obtained but I do need some additional information. Let me begin by asking if you have ever applied for welfare?

Jones: No I haven't.

Webber: You will have to submit a copy of the assessed valuation of your house with the application.

Jones: How can I have the house assessed because I don't have the money to pay for this type of thing.

Webber: The mortgage holder usually sends out an annual statement of the assessed valuation. But if you don't have it among your papers at home we can have one of our representatives look it up. We will need you to provide us with a copy of your husband's workmen's compensation award as soon as it is received. We must evaluate the amount of the family's income before we can arrive at the proper benefit amount for Jimmy. We will also need your husband's pay

stubs for this quarter.

Jones: What do you mean by quarter? I mean I need to know what dates to look for.

Webber: The year is divided into four quarters - January through March, April - June, July - Sept., October - December. You will need to look for the stubs for the present quarter. Do you have life insurance on Jimmy?

Jones: I don't know for sure. My husband might have life insurance through the job.

Webber: Inquire at his place of employment if you don't find anything among your papers at home. Does your family have a car?

Jones: Yes, we have a '67 station wagon.

Webber: We will need to see the registration.

Jones: Listen, if you all have any idea of taking my house and car we don't need this SSI.

Webber: Don't worry, Mrs. Jones. The Social Security Administration is not in the business of putting liens on your property or dispossessing you of the things you have accumulated. However, assets and resources have to be evaluated for SSI purposes because we are using public funds and certain criteria have to be met. Now please don't let me upset you again but I have to ask you if you have any money, and any available cash?

Jones: No ma'am. I come here looking for money.

Webber: Earlier in the interview you said your aunt was living with you and earns $50.00 weekly. We need a statement from her advising how much she pays you for rent and board and if

she contributes to the utilities.

Jones: Mrs. Webber, why are you involving my aunt? She's not responsible for my husband's family. I don't feel right asking her about her personal business.

Webber: I understand. But all income, resources, and assets of your family have to be evaluated. For SSI purposes family means all persons in the household.

Jones: Mrs. Webber it still isn't fair. My aunt doesn't even make enough to pay Social Security. She needs help herself. Isn't there some way we can write up one of these applications for her.

Webber: Eligibility for SSI requires that the applicant be over age 65, or under 65 and medically disabled. Your aunt does not meet either of these conditions. Also, Mrs. Jones when you say your aunt doesn't make enough to pay Social Security taxes you are in error. You can qualify for some Social Security coverage as long as you earn $50.00 in the quarter. Your aunt is earning over $200.00 a month and should be paying Social Security taxes. Employers are required by law to report employee's earnings. Your aunt should look into this because it could mean that she wouldn't get her retirement benefits at the time when she will need them. Now Mrs. Jones, back to Jimmy's application. For SSI we have these two consent forms that must be completed. Due to the Privacy Act of 1974, we must have your permission to use your Social Security number to obtain information about you. We also need a release or

authorization from you to investigate your resources and assets, therefore, the disclosure and release forms are part of the initial application.

Jones: I understand and I don't mind signing them if it will help me.

Webber: Hopefully, this set of papers here will be the last. We have to do a medical history on Jimmy. Also, I need your authorization to verify the information obtained from you on this form.

Jones: (After the medical forms are completed Mrs. Jones signs all forms). I feel like I have been writing a book. Thank you so much Mrs. Webber for helping me and explaining everything to me. I sure wouldn't want your job.

Webber: You are quite welcome, Mrs. Jones. I have a few more instructions for you. I'm giving you this form (SSA 2118) to take home. I have itemized all the proofs and documents that you have to get back to us. You may mail them or bring them in person to this office. This form shows your husband's and Jimmy's Social Security numbers and the date the applications were taken. This form should accompany any documents you give to us so that they can be put into the proper files. Should you choose to mail your documents, they will be photo-copied and the originals will be returned to you.

Jones: I appreciate all that you have done for me but could you tell me when I might get some money. I told you that we don't have any more money.

Webber: Social Security disability payments cannot be paid for the first five months, from the date of onset of your husband's disability. Have you filed for workmen's compensation and New York State disability?

Jones: Yes.

Webber: These payments are usually made in a short time after the claims have been received by the respective agencies, and will be a temporary assistance until Social Security payments are established. However, the workmen's compensation payments may be in your husband's case, a lifetime payment. I want you to know that workmen's compensation payments offset Social Security payments.

Jones: What do you mean by offset?

Webber: It's an involved computation, but as an oversimplification, the amount of award is determined by the amount of wages your husband has paid into FICA. If we arrive at a Social Security benefit of $200.00 a month for your husband and workmen's compensation is paying him $200.00 a month, Social Security benefits are suspended until the workmen's compensation award is exhausted. He cannot receive aid from both agencies at the same time. When your husband is better and home from the hospital, he will be contacted by the Division of Vocational Rehabilitation. If he refuses to take the rehabilitation program they will offer him,his benefits can be terminated. If your husband takes employment of any kind he must notify the Social Security Administration immediately. The nature of the work may determine that he has had a physical or medical improvement. The amount of

money he earns is also a determining factor in continuing his eligibility status.

Jones: How long will it take before we receive a check?

Webber: It may take about three months for us to process the Social Security claim, maybe a shorter time if you get your proofs in immediately for SSI. There is no point in calling and asking about the status of the claim before 6 to 8 weeks. If your husband or your child should have to be re-hospitalized or some subsequent medical problem occur, you should notify the Social Security Administration. If there are any changes in your child's living arrangements, you should also notify us.

Don't forget to bring in your mother-in-law to file for benefits on her deceased husband's account. Encourage your aunt to get her employer to report her earnings.

We are here to help you. Should you call the office about your check, have your husband's and Jimmy's Social Security numbers handy so that the person answering the phone will know where to find your file.

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