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ABSTRACT
         Due to the demand for social work manpower, an
urgent need exists to restructure the available qualified personnel.
The monograph deals with the development of social work delivery
systems by using teams. The introduction deals with: (1) an awareness
to either reduce services or employ unqualified personnel, (2)
finding unique jobs for social workers without master's degrees, (3)
residual tasks for such workers, and (4) the grouping of social
welfare personnel. The second section, why social teams should be
used, discusses: (1) the manpower crisis in the professions and in
social work, (2) short social work careers, (3) the necessity of
recruitment improvements, (4) other manpower solutions, (5) the use
of social workers without master's degrees, (6) differential use of
personnel, (7) type of service performed by a single worker, and (8)
levels of intervention. Thirdly, the structure and function of the
social work team is presented. The team includes: (1) team leader,
(2) team specialist, (3) social worker specialist, (4) social work
associate, and (5) the team secretary. The fourth section contains an
idealized set of principles to which a team should be oriented. The
conclusion reports on the pluses and minuses of using social work
teams. (Author/MC)
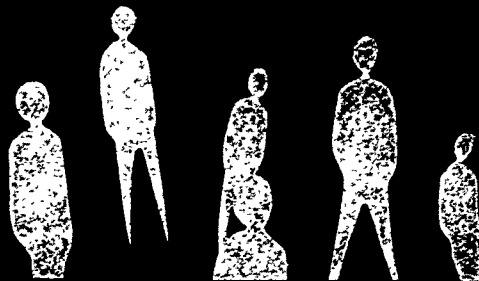
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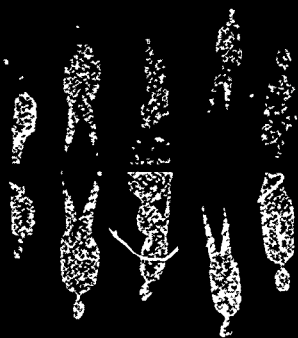
by Robert L. Barker and Thomas L. Briggs

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using TEAMS to deliver social services

Manpower Monograph Number One

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PREFACE

It has been said that the profession of social work is currently experiencing a "premature arrival of the future." Vigorous social action programs aimed at passing significant social legislation which have been conducted by the profession over the years have paid off with the United States Congress passing over 60 bills since 1960 in the broad area of social welfare. All of these bills, along with similar ones passed by local jurisdictions, call for additional social work manpower, and the resultant "responsibility explosion" is now of crisis proportion.

An example of the sudden realization of a goal and the subsequent manpower demands is in the area of health legislation. With the passage of Title 18 and 19 (Medicare and Medicaid), a breakthrough in providing needed health services for certain population groups became more than a dream. However, health professions and occupations have had a difficult time recruiting and deploying manpower in these new areas of service at a time when demands for staff in traditional programs is far outstripping available supply.

Many professions, including social work, have come to the sharp realization that there is an urgent need to restructure and service delivery systems to make better use of highly qualified personnel as well as to create opportunities for the use of personnel who have not heretofore been utilized systematically in order to meet these new service demands. The restructuring of social work delivery systems along team lines appears to be a promising lead in the solution of the problem and may help the profession achieve the above-mentioned goals.

This monograph has been prepared to discuss the development of the use of teams in social work along with specific suggestions about team composition and operation. Administrators and others responsible for the deployment of staff should find it a useful guide as they think about creative use of scarce manpower in their programs.

Robert L. Barker

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I. INTRODUCTION

Not many years ago it was a major social work heresy to suggest that people without Master's Degrees could and should do a significant job in delivering social welfare services. That phase was the high water mark of professional parochialism, when the goal was to replace all people without "full training" with those who had obtained Master's Degrees in social work. Most social workers were hard at work in that effort. Vigorous recruiting campaigns, the rapid emergence and growth of professional schools, better salaries for MSWs, all were beginning to pay off and give credence to the notion that goal achievement was just around the corner. Nevertheless there were a few who insisted that every service social work provides does not require extensive post graduate education. But the majority regarded such a view as blasphemy against the ideal of total professionalism. Too much was at stake in social work's campaign to increase its prestige and sell itself as a profession which is responsible for providing highly complex services requiring extensive training.

Then something happened to change the trend. While many more people than ever before were entering and remaining in the profession, and while more social services by far were being provided by MSW workers than in the past, the demand for personnel to staff social welfare programs was increasing at an even greater rate. It was beginning to appear that the greater the supply of MSWs the greater was the demand for them. The gap between available and needed personnel was continuing to widen. Inevitably, people began looking to other occupational groups to provide services which had hitherto been the province of social work. The responsibility for providing social services was going elsewhere by default.

TWO ALTERNATIVES

Eventually, many social agency executives recognized that they would never be able to staff their organizations exclusively with MSWs. They became aware that they must either reduce services to their clientele or employ people who did not meet these educational qualifications. The first alternative was most distasteful, especially when the need for the agency's services was so great. An era of social unrest and greater recognition of social injustices is not a propitious time to cut back services regardless of such valid excuses as manpower shortages. The second alternative was also distasteful to many leaders. They had been well conditioned to the view that only through exclusive MSW staffing could the agency have a claim of optimal service delivery. They feared a decline in their profession's and their agency's prestige. But, as the lesser of two apparent evils, they cautiously began to explore ways to make systematic use of non-MSWs.

This is not to say that using non-MSWs was occurring for the first time. Actually, many social agencies had been employing non-MSWs all along in numbers which far exceeded those of the MSWs on the staff. There has never been a time in social work's history when there has been more than

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one out of four with Master's Degrees working in social agencies. But quantity is not the same as approval. In the past, non-MSWs were viewed primarily as expedients to the shortages of workers with Master's degrees. Non-MSWs were often only endured and their presence was frequently obscured because of the agency's effort to maintain a professional image. Considered expedients, the non-MSW positions were believed to be only temporary and thus there was no great impetus to seek out those special activities for which their occupants might be best suited. Instead, non-MSWs were generally assigned to the same activities given to the MSW workers. In short, agencies used MSWs and non-MSWs interchangeably and little systematic attempt was made to find and use those unique attributes which non-MSWs could bring to the service delivery repertoire.

UNIQUE JOBS FOR NON-MSWS

As the supply-demand manpower discrepancy increasingly demonstrated the fulility of the exclusive MSW staffing objective, agency leaders began reconsidering the merits of the MSW-non-MSW interchangeability practice. The leaders recognized that if everyone on their staff was oriented to doing approximately the same kind of work, the range of services must be narrower than it otherwise might be. Furthermore, making non-MSWs feel as though they were simply filling-in until MSWs could be obtained would be saying that they were of secondary importance in the agency service delivery program. It would be most difficult for non-MSWs, who are after all mostly college graduates, to show much motivation and zest for their work if they believed themselves to be in cul-de-sac jobs. If non-MSWs were to be considered permanent employees with distinct capacities, then areas of unique responsibility would have to be allocated to them.

This, however, proved to be far more complicated than it first appeared. To allocate distinct responsibilities to non-MSWs presupposes that there is a distinct and identifiable range of activities which is the legitimate province of the MSW worker. Graduate training is said to be necessary to do professional social work, but what is it about such work which requires post graduate training? Much is made of the values of the professional social worker, which he primarily acquires during the course of his graduate school experience, but the values of the profession are for the most part untestable assumptions. Much is made of the knowledge and skills which are acquired through post graduate training, but why is the master's degree program the only place for their acquisition? The premise that graduate education provides unique capacities for one to deliver social services is generally accepted and has certainly not been disproved; but because it is only a belief it is not possible as yet to scientifically delineate activities appropriate exclusively to MSW workers, and residually to non-MSWs. But, on the other hand, the same may be said about the non-MSW worker. Not even the most chauvinistic of social workers has been able to make a claim stick that people without MSW degrees have no scientifically demonstrable place in the social agency. In sum, allocating different responsibilities to MSWs and non-MSWs will be tremendously complex because the unique capacities of each group have not yet been scientifically identified and professionally defined.

RESIDUAL TASKS FOR NON-MSWS

When social agency leaders who wanted to stop using MSWs and non-MSWs interchangeably found this to be so, their first attempts at defining

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distinct jobs for each were very cautious. They attempted to parcel out only the most menial and routine tasks to their non-MSW personnel and assigned everything which contained requirements for independent judgment and special skill to the MSW. This often meant that the non-MSWs were engaged in residual activities and not utilized in the more challenging programs of the agency. Such cautious and restricted utilization of non-MSWs, however, was a brief venture. Before long, many non-MSWs were clearly demonstrating a competence for doing much more than was formerly believed possible or advisable. Non-MSWs tended to represent a wider range of varied backgrounds and experiences than did MSWs and many showed that much of their work was qualitatively and quantitatively equal to that of the MSW staff members.[1]

Understandably, such a discovery did not make anyone feel that it would be possible to terminate use of the MSW in the social agency. Experience and knowledge gained in the classroom, as well as that gained in the field, together, were seen as having a place in the provision of social services. The trend was clearly in favor of employing both MSWs and non-MSWs in an arrangement in which each brings to the agency their respective talents. It is a very important trend and one which is only just beginning.

BIRTH OF THE SOCIAL WORK TEAM

The notion of a joint cooperative effort by MSWs and non-MSWs has resulted in a new conception—the social work team. Conceived out of an inescapable awareness of reality, its birth was certainly not premature, and perhaps somewhat overdue. Now still in its infancy but growing daily in various agencies and social work programs, there is an ever increasing interest in it. Like all infants, the social work team holds more potential than it is currently able to demonstrate, and it will obviously make many changes during the course of its development. Like all infants, it is more complex than it superficially appears to be and it requires a good deal of attention if it is to survive and grow healthy.

The social work team is defined as any grouping of social welfare personnel which has mutual responsibility for providing appropriate social services to a common clientele. As currently conceived, its members have various kinds and levels of training in social work at the graduate and undergraduate levels and sometimes in other occupations and professions. Each team member, whatever his background, brings a specific expertise and competence to bear in the need provision activity and he is regarded as being the single most capable and qualified person on the team within that particular sphere of his expertise. The team is most often led by an MSW who must assume ultimate responsibility for the professional treatment of and service to the client. It is the leader's primary responsibility to make assignments of activities to the team members. These assignments are based on the leader's awareness of the client needs and of the capacities of the various team members to fulfill those needs as well as his knowledge of the nature of the service required.

The number of people who make up the social work team varies according to the requirements and goals of the organization in whose auspices

1. Barker, Robert L.; Berkman, Tessie D.; and Briggs, Thomas L.; Utilization of Social Work Personnel in Mental Hospitals Project Report Number One, "Differences and Similarities in the use of Professionally and Agency Trained Social Workers in Selected State Mental Hospitals," New York: National Association of Social Workers, 1966 (mimeographed).

the helping activity is conducted, but it may be a partnership of two or may be as large as 10 members. Thus far, in most settings where the team has been used, between four and eight members have made up the membership. In the team approach, the recipient of the social services may be served by more than one team member. The team does not assign caseloads to its members so that a worker has complete responsibility for assisting a given client. Instead, every client's social service needs are divided up in such a way that each team member works at meeting only one or a few of them. Thus, a single client often does not relate exclusively to one worker, but to several. He may, however, experience face-to-face contact with only one member of the team, while the other members are engaged in serving him behind the scenes.

A full understanding of the nature of the social work team, its structure and method of operation, and of reasons why it is the best available alternative to many problems deserves considerable elaboration and amplification. It is the objective of this manual to provide a basis for this understanding. It is the hope that such an elaboration will stimulate its implementation in social work organizations and encourage its greater and more effective use where implemented. To that end, the first step is a thorough consideration of why the social work team should be used. This is followed by a fuller discussion of the organization and properties of the team and examples of how it has been utilized in actual practice settings.

II. WHY USE SOCIAL WORK TEAMS?

The use of the social work team would have never gotten off the ground were it not for the professional manpower crisis of too few people to do needed jobs. The team promises to provide one answer to this dilemma, and answers are sorely needed. Manpower shortages are so great that unless the answers are found and acted upon, the treatment of and cure for the world's many social ills cannot occur. Thus, the way the manpower shortages are overcome will have a lot to do with the success or failure of dealing with the social problems of the world, and will certainly determine the nature and function of tomorrow's professions.

MANPOWER CRISES IN ALL PROFESSIONS

Looking at the problem in all fields, including social work, allows one to see the totality and interrelationship of manpower problems of the future. The President's Manpower Report of 1967,[2] for example, predicted a need of 13 million professional and technical personnel by 1975, or an increase of 3.7 million such employees over current levels, simply to maintain parity with present programs. This is a 40% increase to be achieved in under six years. Even if the increases are made, however, it will prove to be inadequate. The troubled world will not indefinitely tolerate the kind of social problems with which it has been confronted lately. Any of the substantive changes that must occur will require many more professionals than just those which are required to maintain present programs. A valid objective is to obtain far more than the 40% increase in trained personnel.

However, even the 40% increase in six years may be impossible to achieve. The Manpower Report projects that the number of people ex-

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2. Manpower Report of the President and A Report on Manpower Requirements, Resources, Utilization and Training. Washington, D.C.: U.S. Department of Labor, April 1967, p. 116.

pected to enter the professions and technical occupations by 1975 will be only half as many as are needed just to maintain present programs. In other words, only a 20% increase in personnel in this time period is in the offing. This is because academic institutions are unable to expand fast enough and still maintain adequate standards. The time it takes to build the added facilities and the time it takes to locate and train the educators for these facilities is simply too short.

MANPOWER CRISIS IN SOCIAL WORK

Social work's personnel dilemma is but one aspect of the total manpower situation but it should be considered an even more serious problem than that facing many other fields. The U.S. Government has estimated that by next year there will be 100,000 vacancies of social workers in this country, and a shortage of 178,000 by 1975.[3] An increase of 300% more social workers with graduate degrees than there are now is thus needed by 1975 and one-and-a-half times as many as there are now are needed by next year alone. Since social work graduate schools cannot possibly train many more than the 4500 people who are now awarded MSW degrees annually (or only eight percent of the present number of MSWs), the prospects of reaching this quota are dim indeed.

The connection between social work manpower shortages and the shortages among all the professions and technical occupations is important. There are only so many potential people from which all the professions can draw to meet their manpower needs. The more these people choose fields other than social work, the fewer there will be available to social work. With manpower shortages in all fields, the competition among them for the potential recruits is quite intense. And the competitive position of social work relative to the other fields is not good. Lower pay, lower status and longer training requirements are still the nagging culprits. This is reflected in the fact that despite greater numbers of people receiving MSWs each year, the proportion of Master's Degrees awarded to social work personnel, compared to Master's Degrees awarded in other fields, has been declining for the past 17 years.[4] In other words, social work does not even hold its own in the competition for the limited potential recruits so it is in an even more precarious position than that facing other professions.

SOCIAL WORK CAREERS TOO SHORT

And to make matters worse for the social work manpower crisis the kind of people who are trained in the graduate schools tend to be those who have comparatively short careers in the profession. Despite the competitive

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3. Closing the Gap in Social Work Manpower, Washington, D.C.: U.S. Dept. of Health, Education and Welfare, 1965 and Arthur M. Ross, "Target Populations for Recruitment to Careers in Social Work" in Careers in Social Work 1967 Annual Review, New York: National Commission for Social Work Careers, 1967, pp. 8, 18.

4. Ibid.; and Morton Levine, "Trends in Professional Employment" in Edward E. Schwartz, ed., Manpower in Social Welfare: Research Perspectives, New York: National Association of Social Workers, 1966, pp. 9-16.

disadvantages of social work, the graduate schools have been operating at full capacity, and then some, for the past several years. However, those who occupy slots in the training programs do not usually have as many years ahead of them to devote to the work of the profession. Social work students begin school at a comparatively later age, and there is a much higher proportion of women than in other professions.[5] Most of the women eventually abandon professional careers for familial ones and of course the older students retire after fewer years of professional social work practice. In other words, for each hour a professional person in other fields spends in school, he devotes many more hours of professional service upon graduation than does the typical social worker.

Another factor too often ignored is that of maldistribution of the few social work personnel available. Manpower shortages and resulting service deficiencies are not uniformly experienced by all. The maldistribution occurs geographically and socio-economically. Social workers are primarily concentrated in the major urban centers so in sparsely populated areas the personnel scarcities are even greater. Furthermore, for one reason or another, not all economic and racial and ethnic groups avail themselves of social work services with uniform frequency. For these groups, the manpower shortages are also severely out of proportion to the majority.

RECRUITMENT IMPROVEMENTS NEEDED

Hereafter, a major objective of social work recruiters must be to get more professional years from each graduate student and to recruit them from the more rural settings and from those social groups which do not partake of social services. Part of this can be done by selecting a greater proportion of students who have a potential for long-term service in the profession than is now the case—in other words, younger people and more men. Another part will have to make practice in under-serviced areas more attractive than is now the case.

Still, even with improvements in MSW candidate selection and elsewhere, the schools of social work will not be able to supply the needed MSW workers. They would have to increase their enrollments about 400% or 250 new schools, each as large as existing ones, would have to be opened in a few years. Obviously, this cannot occur.

ATTITUDES ABOUT PERSONNEL SHORTAGES

Some professional social workers are apathetic about the manpower shortages but others actually take pride in the existence of the problem. Their view is that held by emerging professions in general. That is, a profession's prestige is improved as it is able to demonstrate to the world that its services are in such great demand that there are insufficient people to meet that demand.

Another facet of the pursuit of prestige is the attempt of professional groups to become exclusive, to only bestow full professional sanction on those who have achieved advanced education and training.

Social work strives for such exclusiveness. It has sought to restrict full professional status to those with master's degrees, and it has long advocated that most positions which provide social services should be per-

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5. Ibid.

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formed only by people with master's degrees. Thus, while the profession bemoans manpower shortages, it simultaneously seeks to remain a closed shop. But the wish of many social workers to maintain high educational standards and restrictive personnel policies in order to increase the profession's prestige is a misguided hope. Professions cannot achieve prestige unless they deliver the services which they claim they can deliver, and if the manpower shortage keeps this from happening, it will result in a decline, not an enhancement, of social work's prestige.

OTHER MANPOWER SOLUTIONS

The wish to resolve the manpower dilemma is not enough. Other answers are needed soon, and many which have been suggested seem inadequate. Obtaining more prestige, more pay, and using better recruitment techniques cannot solve the manpower shortage because of the inevitable bottleneck in graduate schools of social work. Opening this bottleneck in the schools, while a worthy goal, will not be an adequate answer because of the necessarily slow development that new or expanding schools must undergo. Some have suggested that a solution would be to reduce the time it takes to obtain the graduate degree. This does not seem feasible in light of the knowledge explosion which has led many educators to say that there is not enough time in two years to impart available information. If anything, they say, the length of graduate training should be increased.

Another proposed solution is in finding more efficient means of service delivery. This could occur through such ways as income guarantees and using automation in various programs. Such measures hold some premise but the general public's current antipathy to them may preclude their existence for years to come.

Still another means of reducing manpower shortages is to instill a desire in professional social workers to give more effort to activities which are within their unique realm of endeavor, rather than giving much of their attention to those activities which are being met by other professional groups, such as psychiatrists and clinical psychologists. This will prove to be a difficult task, however, because professionals will work at the kind of activity they like best despite many contrary exhortations. All of these goals are certainly worthy and constitute partial answers to the manpower problem, but they alone will not be sufficient.

USE OF NON-MSWS AS A SOLUTION

The single best answer to the shortage of professional social work personnel is undoubtedly more efficient and systematic use of people without professional degrees. Whether to use non-MSWs in social work positions should now be a dead issue because they are being employed in increasing numbers each year. If the vast untapped reservoir of non-MSW talent were tapped and utilized in meeting social service needs, there would be no manpower shortage. Viewed in this way, the manpower problem is actually that of maldistribution of human resources rather than of inadequate numbers. Without very clear explication of the function of social work, it is arbitrary to say that only those with two years of post graduate training are equipped to fulfill those ill-defined functions.

While there is an MSW manpower shortage, there is a surplus of BA level people who would happily work in social service positions if there were openings. With jobs available, but with "MSWs only need apply" require-

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ments, this is tragic. The situation in California illustrates this paradox of maldistribution and arbitrary obstacles to its solution. In that state, there are many state college undergraduate programs with majors in social work or social welfare. Despite the great supply of manpower that is made available from these programs, the California Department of Mental Hygiene, until very recently, would not hire BAs as a matter of policy. This policy was enforced despite the fact that often there were over 200 unfilled positions in social work all calling for MSW degrees. The jobs remained unfilled, the BA social work graduates went into other employment fields where they were welcome, and services remained unprovided.

A college graduate who would have high status and responsibility in most other fields often cannot even get a job in social work! And if this is the situation with college graduates, what is the situation with that even greater manpower resource, the less-trained person? Recruiting, training, and utilizing people who have less formal education, but who have much to offer by their unique understanding of the social service primary client groups has not even begun. Only the customary lip-service has been paid to the utilization of these people. With increased leisure time and greater human wishes and needs for social involvement, the time which these people could give to providing social services is immense.

But the unfortunate reality of the present is that non-MSW people are still generally not wanted in social service positions by those with Master's Degrees, even if, to a great extent, they are reluctantly used. As discussed above, the reason for this reluctance is certainly because of the professional workers' fear of declining quality of social services. This argument could easily be laid to rest, however, with a simple almost self-evident consideration. If services are not delivered, they are not services at all. It, therefore, makes little difference how well a service could be provided if there is no one employed to do it. Even if it were true that he could not do a job equal to that of the MSW, the use of the non-MSW could still provide services which would otherwise go unmet. To a starving man, it is better to eat bread that is not completely baked than to go hungry while waiting for something better. And it must be reiterated, there is no scientifically derived evidence showing that using non-MSWs will result in poorer service. Non-MSWs are not "half-baked" social workers. On the contrary, the findings suggest that more optimal service delivery occurs when MSWs and non-MSWs are both employed and work together. This is especially true when the non-MSW in the social service job has had a good undergraduate preparation or when there is a vital in-service training program in his agency. If so, it should be evident that the practice of safeguarding standards by unintentionally withholding services is needless. Quantity and quality of service deliveries are enhanced when MSWs and non-MSWs are involved.

SERVICE DELIVERY IMPROVEMENTS

Why should this be so? It would seem to a superficial observer that a person with more training should be able to do a job with more skill and knowledge behind him than one with less training. How then can it be that quality improves with personnel of less training work with those who possess more? There are three equally plausible answers. First, non-MSW involvement frees the MSW from many obligations which do not require all of his trained expertise. The MSW then can produce at a quality level not previously possible. The result is that the agency's clientele has a higher

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quality of service available to him. Secondly, there is a wider range of services to be provided. If MSWs only were employed by the agency, it is likely that they would confine themselves to dealing with services which require a good deal of training to provide. Many clients would come to them with needs that would be rather simple to meet. But the very simplicity of the need might result in its going unmet. Or the client might be referred elsewhere. Or the MSW might go ahead with it, and use his time which otherwise would be spent at a level of activity for which he was trained. Third, it is a must in any need-providing agency or any other social organization to have a continuing flow of new ideas, new perspectives, continual questioning of old ways, and stimulating interaction between different types. If MSWs were exposed only to other MSWs, these stimuli would be seriously vitiated. Blind spots and incapacities, which would be noticed by others, might not be noticed at all by those with identical training. When such interactions occur, the capacity of the social agency to provide a higher quality of service will also increase.

If the use of non-MSWs increases the agency's quality and quantity of delivered services, why then is there still a reluctance to make greater use of them? There are several possible explanations for this. First of all, many social workers honestly do not know that qualitative improvements come with non-MSW utilization. This is certainly understandable because of social work's age-old problem of ill-defined outcome criteria. Few studies have ever established a scientific basis for asserting that improvements were the result of social work intervention. The apparent improvements could conceivably have been the result of many social factors rather than the professional intervention. Since it is difficult to assert that the intervention of the MSW made any difference, it is even more difficult to show that more improvements could be made using non-MSWs to work with MSWs. But short of scientific demonstrability, subjective impressions of those agencies where non-MSWs and MSWs were utilized together, clearly indicate that there are qualitative as well as quantitative improvements.

The second possible reason for the reticence to use non-MSWs has to do with the value orientation of professional social workers. Values are not necessarily facts, and they are certainly not empirically verifiable, but they are still extremely important to professional social workers. Belief in the inherent worth of the individual, the right of equal opportunity for all, and the acceptance of individual differences are assumptions on which the very profession is based. They are not negotiable. But if agencies include staff members who have not had graduate training where these values are inculcated, there is a perceived danger that the values may be distorted. The assumptions which are taken for granted by MSW workers may not be so readily accepted by non-MSWs, opening the possibility of their negotiation. MSWs fear that their values may not be shared and that other values will be superimposed on them. This fear, however, is not an insurmountable problem, because it could be about as easy to instill such values into the orientation of non-MSWs while they are on the job as it is to transmit these orientations to the MSW student during the course of his formal education.

The other reason for the reluctance to utilize non-MSWs in social service settings concerns the incessant quest for greater prestige. Agency prestige is naturally correlated with the degree of formal training of its personnel. On the staff, the MSW fears a compromise of his own esteem if his employer hires non-MSWs to do the same job he went to school to learn how to do. These concerns may be valid, but for the wrong reasons. It is because the non-MSWs are employed to be used interchangeably with

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the MSWs that fears of lost prestige arise. This overlap in function tells observers that the non-MSW can do almost everything that can be done by the MSW. Or to put it diagrammatically:[6]

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MSW                                          NON-MSW
FUNCTIONS                                    FUNCTIONS
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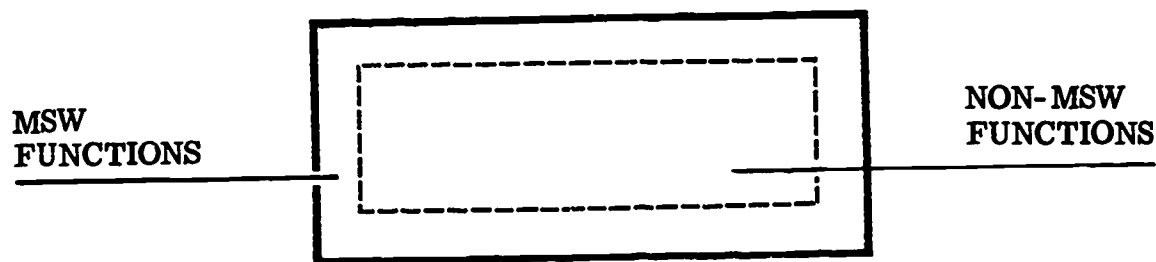
The illustration shows that the two personnel groups have complete overlap in their functions, with perhaps the MSW being able to fulfill a proportion- ately small amount of functions which cannot be duplicated by the non-MSW. In such a case, the range of services the agency can provide is no greater than when MSWs only are employed, so the merits of utilizing the non-MSW are greatly diminished.

It is only when MSWs and non-MSWs are utilized differently, each with unique and non-overlapping functions, that there would be no need to fear lost prestige and a narrower range of service delivery approaches. If hospital administrators employed laboratory technicians to do the work of physicians, the latter group would have good reason to fear a loss of pres- tige—particularly if the technicians appeared to be doing an adequate job. But if both groups are respected as having unique competences the entire organization and its clientele benefit. The ideal in differentiation of man- power is a minimum of overlapping functions. This may be illustrated in the following diagram:

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MSW                                          NON-MSW
FUNCTIONS                                    FUNCTIONS
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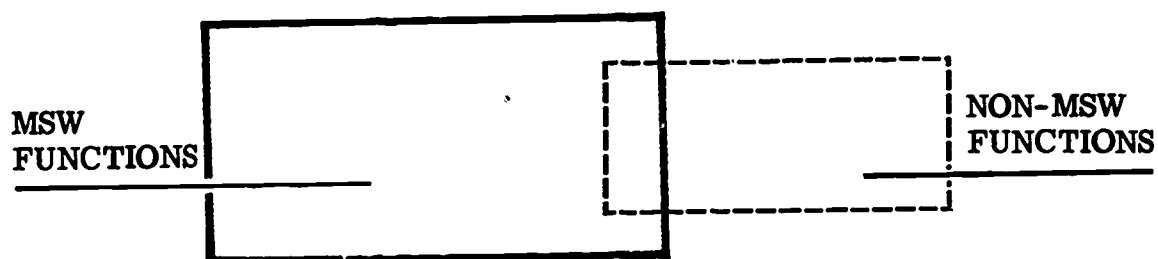
To be sure, there are some functions which are assumed by both personnel groups—that would be inevitable, but the differences are far greater than the similarities and there is a much wider realm of services to be provided.

The basis for making such differentiation, however, is still questionable. It is one thing to find appropriate ways of differentiating the activities of physicians from medical technicians, and quite another to differentially utilize social work manpower. Medicine, for example, can compartmental- ize the patient's tangible physical needs into fairly distinct entities and as- sign these entities to various personnel such as physicians, nurses, tech- nicians, and orderlies. Another example is in dentistry which is made up

6. This and the next diagram are adapted from: Donald Brieland, "Of Man- power, Models and Motivation, " in Use of Personnel in Child Welfare Agencies. New York: Columbia University School of Social Work, 1966, p. 9.

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of several cooperating occupational groups with distinct spheres of activity. The dental hygienist and dental technician work on equipment and areas of the teeth above the gumline, while the dentist only is responsible for work below that level. The gumline becomes the unit of differentiation for dentistry but what is the gumline in social work? What activities should be the exclusive province of the MSW and what is the non-MSW best suited to do? Because these questions have remained unanswered, it is little wonder that there is skepticism about using non-MSWs. A way to make such a distinction must be found.

DIFFERENTIAL USE OF PERSONNEL

But such is not an easy task. An immense number of studies in social work have been published in the past 10 years dealing with this question and the answers have not yet been revealed. [7] Two attempts were made by the Veteran's Administration and the Bureau of Family Services of U.S. Welfare Administration. [8] The V.A. is the nation's largest employer of MSW workers and, until recently, its social service units were staffed, almost exclusively, by them. An attempt was made in 1964 to introduce an experimental position to selected hospitals—a bachelor's degree level person to be called the social work assistant. In this job, the assistant always worked under close MSW supervision, was viewed clearly as a technician or helper of the professional, and was never given sole responsibility for a case. It was a job without many career opportunities, and it consisted primarily of providing very specific and very routine tasks. But its major problem was that it used the task to be done as the gumline for differentiating the work of the two groups. An attempt was made to rank all the appropriate tasks of the social work service in terms of their relative complexity, and assign the ones assumed to be less complicated to the non-MSW. Ranking tasks by complexity is an extremely hazardous procedure and so far no one has been able to come up with a conception of which tasks are more complicated and which are less so. Furthermore, tasks tend to go together in clusters, some of which are quite complex and others of which are simple. If acting upon them must occur by a single person because of their simultaneous incidence, the same problem remains. Who is to be called upon, the MSW or the non-MSW? It seems fruitless to evaluate discrete tasks as to relative complexity when this is the inevitable result.

The Bureau of Family Services used a different approach but still was confronted with problems. Public assistance agencies are the nation's largest employer of BA level personnel in social welfare, so the impetus was to develop a more rewarding career for them. The bureau suggested that public assistance agencies employ two categories of personnel, each with distinct career incentives and lines of progression. Two separate and

7. For a review of many of these efforts see Robert L. Barker and Thomas L. Briggs, "Trends in the Utilization of Social Work Personnel: An Evaluative Research of the Literature," New York: National Association of Social Workers, 1966, (mimeographed monograph).

8. "A Study of the Use of the Social Work Assistant in the Veteran's Administration," Washington, D.C.: Veteran's Administration, June 1965; "Utilization of Social Work Staff with Different Levels of Education for Family Services in Public Welfare and Selective Illustrative Job Specifications for Local Agency Personnel," Washington, D.C.: U.S. Department of Health, Education, and Welfare, December 1965 (mimeographed).

distinct occupational groups, the Bureau reasoned, would alleviate many of the problems of interchangeability. Each group would have its own clientele and caseloads, and each employee would be fully autonomous. Competence in meeting that responsibility would be rewarded by progression in a career line which is neither subordinant nor dominant to the other group. But this approach simply postponed answering the question it purported to answer. What criteria can be used to suggest which cases are to be assigned to which of the two personnel groups? Without such criteria (and that which was offered was not at all adequate), the two groups would still be used interchangeably.

Other studies have tried to show that the best solution to differential utilization of groups with separate and distinct responsibilities is the social work team. Instead of trying to develop artificial barriers in the kind of work activities that the workers do, the team takes an opposite stance. Bringing the two groups closer together in their objectives of client service will lead to greater uniqueness on the part of each. A different orientation, which does not contain the problems of either the "case" or the "task" unit of differentiation, can be found in a new concept devised to keep all personnel sectors working together.

THE EPISODE OF SERVICE

Many social work teams have been using this third kind of orientation that is more comprehensive than the "task" but more refined than the "client." In other words, a single worker is not required to do everything for people in need but he may do more than complete an isolated task. The orientation is called the "episode of service" and referred to as the "E. O. S."[9] It is defined as a unit of differentiation of activities which encompasses a single manifest organization goal and all the means used to fulfill the goal. It works like this: First, the team leader decides, or is assigned by his organization's mandate, to fulfill a certain objective. The possible objectives or goals are infinite and include such things as "protecting a family from poverty," "enhancing the mentally ill patient's capacity to assume productive social roles," and "improving community's ability to provide social services for its residents." Each EOS begins when the goal has been specified and each one is named for the goal which it encompasses.

After the goal is identified, the team leader considers, with his members, all the best possible ways of achieving it. This evaluation, of course, must be based on what the members of the team are actually capable of doing and on the resource limitations of the organization. The team members decide what the best course of action is and how this would be manifested in actual worker activity. Once the actual types of jobs required are spelled out, each team member indicates his interest in, willingness for and capacity for being so engaged. The team leader assigns the work to the members based on their presentation of abilities and interests and on his own awareness of their actual capacities. The assignments may take several different forms: the leader may assign a cluster of activities to two or more team members, allowing them during the course of their work to decide who will do what. Or he may assign the activities to two or more and specify in advance who will be in charge and who will perform what

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9. For a more comprehensive treatment of the subject of the Episode of Service see: Robert L. Barker and Thomas L. Briggs, "Differential Use of Social Work Manpower: An Analysis and Demonstration Study," New York: National Association of Social Workers, 1968, Chapter 12, pp. 214-235.

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activities. He may decide that the entire goal may be achieved by a single worker. And in some exceptional instances, he may assign an entire case to a single worker when he realizes that the services required are limited to the range of the worker's capacities. The possible combinations are limited only by the finite number of workers and their capacities and by the imagination of the leader in deploying his personnel.

LEVELS OF INTERVENTION

Beginning team leaders, who must make assignments to workers of various levels of training without full knowledge of the range of competence each staff member possesses, may be guided by a conceptual framework developed by David Levine and elaborated on by the faculty of Syracuse University.[10]

According to Levine, social work practice can be conceived of as intervention into the life processes of individuals, groups, and communities for the purpose of maintaining, enhancing, or restoring social functioning. The intervention is seen as occurring at four different levels on an ascending order of complexity but descending order of primacy for survival. These levels are need-provision, problem-solving, conflict-resolution, and systems change and may be conceived of as the full range of social work activities. In the NASW manpower study,[11] which involved a field demonstration of experimental models and conceptual approaches in an actual operating agency, the concept "levels of intervention" emerged as a valid criterion, a sort of conceptual handle, by which to differentiate assignments between BAs and MSWs.

Levels 1 and 2, need-provision and problem-solving, were activities that a BA with a general liberal arts background could be taught to perform with a reasonable amount of in-service training. The other levels emerged as the almost exclusive province of the MSW practitioner. It is the belief of the authors that a major proportion of social services in this country require intervention at levels 1 and 2 and, if a cadre of BAs could be more specifically educated at the undergraduate level to function at this level, a dent in the manpower crisis may occur.

The team approach to service delivery utilizing concepts such as "Episode of Service" and "Levels of Intervention" appears to be a promising solution to the most efficient and economical use of scarce social work manpower. A more complete treatment of the team appears in the next chapter.

III. STRUCTURE AND FUNCTION OF THE SOCIAL WORK TEAM

The social work team is designed to bring together people with divergent talents to serve people with divergent needs. There are many ways in which social service clients might be served. Turning out all workers from the same mold results in only a few of these ways being utilized. The cardinal rule of the social work team, therefore, is to give its members room to

10. Thomas L. Briggs and Lester Glick, "Baccalaureate Education for the B.A. Level Practitioner in Social Welfare," Proceedings of Upstate New York Undergraduate Conference for the Social Services, Syracuse: Syracuse University School of Social Work, 1968 (mimeographed and bound).

11. Barker, Briggs, op. cit., Chapter 13.

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implement different means of providing services. With that in mind, the team is made up of five different positions, each with a different set of functions and responsibilities. The names given to each of these positions are arbitrary and used here only for identification. The positions are called: (1) the team leader, (2) the MSW team member, (3) the social work specialist, (4) the social work associate, and (5) the team secretary. What each does must here be described in rather general and ideal terms and it must be recognized that there must be certain adaptations in specific organizations and programs where teams might be used. As indicated earlier, the number of people on the team, depending on its purpose, varies from two to ten members. Obviously, therefore, not each of these five positions will appear on every team, and on others there will be several persons who occupy the same position.

THE TEAM LEADER

The requirements for occupying the position of leader are the most rigorous of any on the team, in terms of the training and formal experience required. The team leader position is the only one which always carries the complete sanction and mandate of the social work profession. Most of those who have used the team approach say that the leader should be an MSW and have a good deal of experience after receipt of the master's degree. Ideally, he would be a member of the Academy of Certified Social Workers, or at least have fulfilled its requirement of two years' postmaster's professional experience. It would also be best if the leader had some formal training and experience involving team approaches prior to assuming the leadership position. However, this will not be possible in the formative years of the use of the team, but it is an eventual goal. Such requirements have been recommended because of the need for professional involvement with every client served, and only the team leader has some involvement with every client. Furthermore, he assumes ultimate responsibility for the quality and kind of service which his team members provide, and this responsibility must be a professional one. The experience requirement is a practical one. It implies competence and selfassurance, qualities which are needed to properly give direction to other personnel.

SIX QUESTIONS

The most important initial activity of the team leader, often occurring even before the members of his team have been employed, is to examine the goals of his team. To that end, he first must consider the needs of all the clients and client groups who require his agency's services.[12] Then he

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12. The social work profession during the past few years has moved away from a narrow concept of who is their client. Previously the client was thought to be the individual or group with "problems of adjustment." The target of intervention is now being viewed more broadly to include, for example: the social system of agencies and organizations; the service system at a community level, etc. In a consideration of goals, the leader would do well to think more comprehensively concerning "clients" to be served. For a detailed discussion of this, see Barker, Briggs, op.cit., Chapter 10, "A Typology of Client Needs."

considers all the ways, not just the ones traditionally utilized, of meeting those needs. Thus he is able to determine who is best suited to carrying out the activities which must be done to meet those needs. To put it another way, the team leader asks six questions about the functions with which his organization is to deal. First, he asks, what are the explicit or stated goals of his agency? In other words, what is the mandate or objective that the public generally expects or hopes of the agency? What are the reasons for the economic support that is given to the organization in which the leader's team operates? The second question the leader asks concerns the relative order of importance of the team goals. Which objectives, he asks, are most important, and which are less? Since there are probably many different team goals, and since there will inevitably be a scarcity of resources with which to deal with the goals, the leader must make choices. He needs to know, for example, which goals have precedence so that he can order his manpower and other resources to be deployed in the most efficient manner possible.

The third question for the team leader to answer involves the latent functions which also must be met. What are the activities and procedures that occur which are not directly needed for goal fulfillment but which must occur to keep the organization functioning? For example, a team leader may know that the need provision activity of casework therapy is not the best means of meeting the goal in a particular case, but if he were to prevent such activity, his employees would be so discouraged they would seek employment elsewhere. In other words, the leader needs to know how much or little leeway he has in motivating his personnel to work toward direct goal achievement.

After the leader decides what these latent functions are, his next question concerns whether they are consistent with or in contradiction to the overall team and agency goals. Which of the latent functions can be tolerated and which must be discouraged? For example, the therapy function, though not the best means of fulfilling a particular goal, is still not totally harmful to the goal of the organization or team and thus may be condoned. But if a team member attempted to use this one means for fulfilling all the team goals, even those for which it is contraindicated, because that is the activity which meets his own needs, then the misdirected use of time is harmful to the team functions. The team leader must be able to determine when such activities are indirectly helpful and when they are directly harmful to the fulfillment of team objectives.

The fifth question the team leader asks is: "What are the different possible means by which the goals may be achieved?" Here the leader is faced with a most interesting challenge, that of determining whether or not there may be better ways of achieving team goals than those which have been traditionally used. Later, when his personnel are organized into the team, he will call upon them for ideas about this and it is expected that most of the answers to this question will come from the team members. They could conceivably be the innovators of more new practices than the leader.

The sixth and final question is also the most difficult to answer. How are the jobs that must be done to achieve the team goals going to be differentially allocated to the personnel? This question has already been discussed and the answer is obviously complicated, so how can the team leader be expected to know it? He cannot answer it completely, but with a more intimate awareness of the unique capacities of the personnel on his team, and a more specific recognition of the kinds of capacities needed by the team to achieve its goals, he should be able to keep overlapping functions at a minimum.

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DECISIONS ABOUT THE TEAM

After the team leader has dealt with these questions he is ready to determine its composition. He may believe the team goals are such that not all five of the other positions on the team will be needed. He decides which positions will be needed and how many team members will be necessary. That number may not be a static one because, if the team is to be a dynamic and effective one, its goals, functions and methods will change. The team size must be fairly elastic and the team leader should have some authority to appoint and release members as the goals and methods chang:. Of course this is only an ideal, and within the practical limitations of agency organization, it will probably remain only an ideal.

The team leader's special contribution is generally not that of a doer but of an organizer, administrator, coordinator, and motivator. He is the manager of the social service delivery system. His knowledge about methods are general rather than specific and his primary concern is with making sure that the specific method used for service is the right specific method. He will be successful if he is open-minded and flexible and if he keeps his focus on the overall goal rather than the specific means.

He will fail if he gives exclusive or major attention to the "process orientation" rather than to the "goal orientation."[13] In other words, if he judges his workers as to how well they conform to the traditional helping methods and processes rather than on how well they achieve the team goals, the service delivery system will be rigid and less productive. If the leader demands strict and sole adherence to only one or a few traditional means of providing social service, his vision is narrowed to the point where there is no room for innovation, improvements and greater efficiencies. Unless he has this orientation, the team will surely fail.

THE MSW TEAM MEMBER

The second position on the team is that of the MSW team member. Not all teams will utilize a professionally trained social worker who is not its leader while other teams may have several or be almost exclusively staffed with MSWs. Again this depends on the goals of the team and the functions of the organization. The agencies and programs where this position is more likely to be used would be those whose personnel are largely engaged in activities which require individualized professional judgment and those attributes which seem to be best acquired through formal graduate school education. Such agencies would probably include mental health outpatient services and mental hospitals, family casework agencies, academic and school social work settings, research centers and adoption and foster placement agencies. Other kinds of programs and agencies would be much

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13. For an elaboration of the problems of the "process orientation," see Alfred Kadushin, "Introduction of New Orientations in Child Welfare Research," in Miriam Norris and Barbara Wallace, eds., The Known and Unknown in Child Welfare Research: An Appraisal (New York: Child Welfare League of America and National Association of Social Workers, 1965), pp. 28-39. See also John J. Carey, Paul J. Hickey, and Thomas P. Melican, "Meeting the Manpower Crisis in Child Welfare." Paper presented at the National Conference on Social Welfare, Chicago, Illinois, May 31, 1966 (mimeographed).

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less likely to utilize this position at all. These would be the settings in which many of the functions can be routinized and systematized in such a way that a great deal of professionally independent goal-directed decision-making need not be done at the level of the helping activity. These might likely include the larger institutional settings such as prisons and hospitals, public welfare departments and other public and community organization agencies.

The activities of the MSW team member are closest to the traditional professional service delivery mode of social work. His primary method is the development and enhancement of a therapeutic relationship with his clientele and his principle tool is himself, as an avenue by which the client might acquire greater capacities for his own problem-solving. The MSW team member frequently works rather independently and somewhat autonomously from the other members of the team, pursuing those ends in the service repertoire which can best be served by a well-trained person who can make rather spontaneous judgments and can be intimately concerned with many different aspects of the client's problem, rather than a more isolated sphere of problem. But he is also a significant contributor to the team which has elected to utilize his services. The most important of these team functions is in the area of study and diagnosis.

Since the team as a whole, and particularly the leader, must make decisions with the client about the soundest goals to pursue, it is extremely important that the facts upon which those decisions are based be accurate and as complete as possible. If graduate education teaches anything, it certainly teaches the young social worker about assessing the problem and giving it the proper diagnosis. Furthermore, since the person who has ultimate decision-making capacities is also a professional person, the member and leader can communicate with efficiency and with a common value orientation. This is based on the shared acculturation process which they commonly experienced in their graduate training. An important team role for the MSW member is therefore the study and diagnosis of the client situation and the transmission of this data to the team leader so that the proper treatment approach can be achieved. A second major activity of the MSW team member is to work closely with another member of the team, the social work associate. The person who fills this latter position, about which more will be said below, works as kind of an overall generalist on the team. The associate thus requires frequent contacts with the team's professionals to reaffirm the validity of the objectives. Since the team leader may not always be accessible, the MSW team member is consulted.

The MSW team member is often in internship or in a training position to eventually be a team leader himself, so he inevitably works closely with the team leader. He could serve as the leader's alter-ego, confidante, and sounding-board. He receives from the leader the required supervision of his professional activity. The MSW member also performs several rather specific activities in the typical team operation. It is most often he who makes contact about client service with other social agencies, who might not be very accepting of a non-MSW. He is often the team's public relations man in dealing with the media, other agencies, and other teams. He helps to develop new ideas and new means of goal achievement by way of his contact with other agencies and his reporting of innovations to his own team leader. He often fills in for the team leader during the latter's absence. Assisting the leader in the establishment and validation of service goals, and assisting the other members in integrating professional goals with their specific methods is a major responsibility of this position on the social work team.

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THE TEAM SPECIALIST

The team specialist is the third position on the social work team, and it may represent the major departure from the traditional mode of social work assistance. The occupant of the position need not always have an academic degree but he is always in possession of a specialized kind of training which equips him to perform very unique services on the team. The special knowledge may come from in-service training, previous vocational experience, formal training, or from being a member of the client group which the team is to serve. Usually the services rendered by the specialist are those generally known in social work as the "concrete social services." Typical activities of this type are, for example, helping an individual obtain a job, providing the client with information that would assist in his problem-solving, providing recreational activity, providing needed funds or equipment, or training the client in a needed social skill. Because the specialist position presumes that the occupant has a skill which is unique, he is not directly supervised by the team leader or other team members insofar as the method of doing his job. The leader decides, with the team members, whether the unique services of the specialist will be required. When the decision to use the specialist is made he assumes the primary responsibility for how he carries out his role. This is obviously because no one else on the team knows more about how the job is to be done than does the specialist. He is autonomous as to the means but dependent on the team for professional validation of his goals. In larger organizations, however, the specialist may be supervised by more experienced specialists in the same field, but who are not themselves a part of the team. This provides an opportunity for advancement by the specialists that they would not otherwise have.

EXAMPLES OF THE SPECIALIST

Several examples of how the specialist serves the team and the team's clientele will indicate how the position is vital to the team conception. In a public welfare office, a team leader recognizes that a large percentage of the clients served by his staff are malnourished. Though they have sufficient financial aid to obtain adequate food they often do not do so. Most of the clients are shopping in ghetto grocery stores which specialize in poorer quality food and higher prices. Most of them are not completely aware of the relative food values of their various purchases and do not know the best way of providing meals at both an economical and nourishing level. The team leader is resourceful and is able to employ on his team a person educated in home economics. This team member's specialty is the education of the clientele in the purchase and preparation of those foods which will both save the family money and provide a better nutritional balance. The specialist may see each client only once, during which time she provides literature on food preparation and purchase and goes over with the client the high points of the literature. A discussion about meal planning based around weekly food sales in competing grocery stores is also done. The specialist may arrange for Government food surpluses to be transported directly to those in need, particularly, those who have no transportation to take advantage of the program. Others on the team, who follow up on each family, report the results to the specialist. If further work is needed, the specialist may see the family again for work in more specific problem areas in the sphere of home economics. The specialist also may have group classes for a large group of families and may keep in close

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touch with grocers and other retailers and inform the clients in advance about good buys.

Another example of a specialist activity occurs in a juvenile court setting. Here the team leader finds that most of his clientele are having school problems. Many of the children in his charge have dropped out of school or are excluded from school because of past poor performance or because of their probationary status. Many would like to return to school, but more are ambivalent about returning, and many would prefer to obtain employment in the adult job marketplace. The leader decides that an ideal person on his team, in the role of specialist, would be someone experienced in school administration and classroom teaching. The position is not that of a school social worker, but that of an educator and school administrator. The specialist uses his background to communicate with the educators in the community about the problems of his team's clientele, both as a group and as individuals. He coordinates, with the school administrators, the special programs and attention which the team's client requires to assure a good reintegration in school. The specialist also meets with the clients individually and acts as a counselor, providing information about school opportunities as compared with vocational opportunities. The role of school social worker is not usurped because the specialist is equipped and oriented to dealing with the client's whole need and interest rather than simply those pertinent to the school from which he came. He is in a position to discuss vocational school placement or placement in vocational training programs other than in the school setting. He works with the administrators of such settings, to educate them in the particular needs of a large segment of the clientele of the juvenile court. In doing this work, which probably would not otherwise have been done, the specialist is reducing the burden of the other team members.

THE INDIGENOUS WORKER SPECIALIST

A final example of the social work team specialist concerns one who does not have formal training but whose own background makes him vital to the team goal achievement. The agency is a multi-function urban social service center whose primary clientele consists of inner-city black and Spanish-speaking residents whose background and cultural calues do not readily equip them to cope with the environment in which they find themselves. A major goal of the agency is to help enable the clientele to cope more effectively, and the means of doing so include adult evening education and recreation programs, language classes, referring clients to agencies where needed services may be obtained, and so forth. The leader knows that the primary objective must be to reach the people so that they will want to avail themselves of the agency's services. He seeks and obtains a number of volunteers, people indigenous to the neighborhood and the culture from which the clientele will come. The volunteers are made a part of the social work team and it is their purpose to mediate the values and objectives of the team with those of the clientele. These specialists become the primary doers of the team, communicating directly with the clientele so that services may be obtained. The volunteer indigenous specialists eventually may become paid workers on the team because of their unique capacity in coordinating the efforts of two rather disparate groups.

The person who occupies the position as team specialist retains his identity as a member of his speciality and does not submerge it into a branch of social work. The team leader and specialist may find it best to not use the term "social work specialist" but rather to title the position by

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the speciality which it represents. Thus, the position might be called team home-economist, team educator or team neighborhood worker. Perhaps even the "team" appellative could be discarded. The essential consideration here is that the specialist must remain a unique entity with only a well-defined set of functions to perform. He is not to be used interchangeably with the other team members, and the distinctiveness of his name should so reflect that pattern.

The social work specialist position will probably grow in importance as the emerging trend in vocationally-oriented education programs builds its full momentum. High schools, junior colleges and adult evening education programs are beginning to tool up for a special kind of training for people who do not have or probably will not obtain college bachelor's degrees. These programs will be designed to provide a rather concrete set of skills which can be useful in the vocational marketplace. Some of these skills will be extremely valuable if integrated into the social work team program. When graduates of these programs begin to seek employment, social agency executives and team leaders will do well to consider their capacities and possible contributions to the team repertoire of services.[14]

THE SOCIAL WORK ASSOCIATE

The fourth position on the team, here called the social work associate, might also have a less than optimal name. The term is long and ambiguous, both as to the qualification of the occupant and the activities which are typically in his domain. It is easy to find fault with this title, but quite another to find a more adequate one. In lieu of doing so, the term "social work associate" must suffice. It is a position which is the heart of the social work team and most teams will find that this group will comprise the largest number of members. The position does not call for a Master's Degree in the profession, but the individual must have a good deal of formal education. Usually he would have a bachelor's degree in the social welfare undergraduate curriculum or in a liberal arts sequence. He should have an ability to relate supportively and helpfully to his team's clientele. He is usually the person who develops the closest relationship with most of the clientele, and he is often the major link between the client and the other team members. The specialist, and the MSWs on the team may be concerned with only one portion of the problem insofar as their direct contact with the client is concerned. The social work associate, on the other hand, is the team generalist, the member who keeps individual scrutiny of the client in all phases of his problem-solving work, the person who coordinates the actual work done by all of the team members.

The work of the associate primarily consists of need-provision and direct problem-solving activities in which deep seated emotional disturbances are not the salient cause. This generally includes activities of the following sort: Obtaining information about the client's problem and reporting it to the other team members, preparation of social histories, interviewing family members to determine the nature of the problem, providing needed information to clients and those related to or interested in the client's well-being, providing continuity of relationship, offering support, proving an opportunity for ventilation, and providing tangible advice.

14. For a rather complete treatment of this development See Donald Feldstein Community College and Other Associate Degree Programs for Social Welfare Areas. New York: Council on Social Work Education, 1968.

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The position obviously requires its occupant to be intelligent, articulate, able to put into practice the knowledge about helping people which he has gained through his academic training and in-service training. He is rather closely supervised by the team leader or professional member of the team, both in the establishment of goals and in the means by which the goals are to be achieved. Supervision about means occurs because the associate is entirely engaged in those activities for which the MSW has acquired more formal and extensive training. However, the degree of supervision varies widely between different associates, depending on their respective degree of experience and demonstrated skill. The team leader must rely on his own judgment to a great extent in knowing when to call upon his team associates and which of them should be assigned a particular episode of service.

The social work associate who is a team member is not the same as the non-MSW who serves in the traditional social work approach. The major difference is that the team associate is not viewed as a "pre-professional" or as one who is an inadequate facsimile of a "real professional." He is not seen as an expedient whose work is interchangeable with the MSW until the latter may be appointed to replace him. The associate is instead seen as having a unique contribution to make in the functioning of the team. The associate is not expected to return to graduate school to obtain his Master's Degree, though he may certainly choose to do so. He is seen as a finished product in his own right who has the opportunity for advancement and pay increases despite not going to school for the Master's Degree.

TRAINING FOR THE SOCIAL WORK ASSOCIATE

To be sure, the position places a heavy reliance upon the formal training which the associate has acquired. Eventually, it is expected that the undergraduate curriculum in most universities will include a social welfare sequence which should equip this person to function as a team member. Graduates of this program will then comprise the primary resource for staffing the associate position. The curriculum will have an emphasis on problem-solving approaches, communication, human psychodynamics, economics, social problems, family sociology, social theory, and, of course, social work values. [15] Some of the material covered in the undergraduate curriculum is presently in the MSW program. This is appropriate and probably necessary, however, because of the vast amount of knowledge that a professional social worker must now possess which can hardly be acquired in the current two-year Master's program. Eventually, it is anticipated that the typical MSW social worker would have obtained his undergraduate degree in social welfare, and he would have this undergraduate training in common with the social work associate. But this is in the future. Meanwhile, most social work associates will have to obtain most of their training in the in-service training program of the agency in which they serve. This on-the-job education of the agency will be primarily designed for the social work associate, though the other team members will also be included in order to obtain an understanding of social work values

15. Thomas L. Briggs, "Current Conceptualizations of the BA Level Practitioner in Human Services: Implications for Undergraduate Education," Developing Programs in the Helping Services, Boulder, Colorado: Western Interstate Commission on Higher Education, 1968.

and methods. The training program will be organized and conducted by the team leader and will stress knowledge in those spheres which the leader recognizes as necessary. The degree of effectiveness of the in-service training program will largely determine the degree to which the team leader can rely on the social work associate. It should be an ongoing training program, with much opportunity for individualized attention to the student, and with much opportunity for questioning the methods which are advocated. It should include an emphasis on social work values and include instruction in interviewing techniques, supportive relationship activities, human personality dynamics, and specifically in those areas of knowledge which are most relevant to the particular team's goals. If the training is effective and the student obtains the resulting knowledge, it means that the team leader can place greater reliance upon the social work associate and concurrently less on the MSW. This would ease the professional manpower shortage and increase the range of social services provided.

SOCIAL WORK ASSOCIATES IN ACTION

Examples of the social work associate position are in order. In a general medical hospital's social service unit, the team leader employs several social work associates. Upon the request of the medical staff, the team leader assigns an associate a series of activities with a category of clients. The clients in this particular instance are the family members of the hospitalized patients, and the activity is centered in the area of communication. The objective, determined by the team leader in conjunction with the other members of the hospital staff, is to obtain information about the patient's family background and on the specific health problems of the patient and his family. This information is obtained by interviewing the family members, at the hospital or in their home, and by interviewing the the patient as well. The information is then prepared by the associate and presented to the team leader or to the requesting physician. The associate also provides information to the family members about the nature of the patient's illness, his ongoing treatment in the aftercare phase of his recovery, and other details which the physician cannot provide because of his own time limitations. The social work associate keeps track of all the social service needs of the patient and his family and relates these to the team leader. Upon his release from the hospital the patient and his family are seen periodically in follow-up by the social work associate or perhaps a visiting nurse.

In another setting, the social work associate has an equally important position. The agency is a family service association and the team places heavy reliance upon its MSW workers for rather intensive casework intervention. However, there are many social services needed by the clientele families which do not require the services of the MSW. The team contains several MSWs and one associate. During the course of the casework therapy, the caseworker learns that the family member requires emergency funds or information about how to obtain them. After conferring with the team leader, it is agreed that the associate explore with the client the ways by which funds may be obtained. The MSW and the client are thus permitted to retain their primary focus on the emotional disturbances which result in the family problem without being diverted into the other important concern. Another person, the associate, is quite capable of performing this function and is called upon to do so. Thus, because of the associate's involvement, the quality and quantity of social service is improved and all members of the team are used more efficiently.

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THE TEAM SECRETARY

In an age in which there is an ever increasing volume of forms, records and other paper work for every service that is provided, the secretary is indispensable to the social work team. Not having at least one person who occupies this position on the team inevitably means that much inappropriate but necessary work must be accomplished by other team members who possess rather extensive training in other than clerical spheres. The typical team secretary carries out all the traditional functions of secretarial personnel, but on the team is used in additional ways as well. Besides making appointments, completing forms and typing written data the secretary may act somewhat as a social work specialist. Where possible she could provide information to the clients about appropriate procedures, channel potential clientele to the most appropriate team member, and work directly with clients in such procedures as helping them with filling out forms and the like. The team secretary is also used as an information gathering person, contacting patients by telephone and obtaining needed factual data which is asked for by the other team members. Because of her intimate role on the team, the secretary is made an integral part of its various training and staffing meetings so that she too can acquire knowledge about social work values and methods. Her presence at such gatherings can be easily justified by allowing her to record the staff presentations and summarize them for the records. Participation in the training programs would make it possible for the secretary to work with greater independence and enable the team to place greater reliance on her than would otherwise be possible.

An example of the activities of the team secretary is found in an adoption placement agency. The team is the entire staff of this agency, and consists of three MSW workers including the team leader, one associate whose primary activity is obtaining social histories of adoptive parent applicants, one specialist who is a volunteer worker and licensed practical nurse, and two secretaries. The specialist works closely with the girls who will give birth to the adoptive children, prior to placement in special homes. The secretaries answer all initial inquiries and provide relevant information about procedures. After the clients are interviewed and approved for adoptive placement, the secretaries keep them posted by telephone as to the progress of the legal matters, the apparent health of the mother, and other facts which the team leader specifies. She also contacts the adoptive parents for further needed information which becomes salient as the final legal decisions are made. Of course she routinely completes the forms which are necessary in making the legal arrangements and other clerical data as required. Such activity frees the professional and other team personnel to provide services which only they can provide.

AD HOC TEAM MEMBERS

A vital social work team will always be flexible and at times will have services to perform, and jobs to do that are not recurring events in the team routine. It should therefore be structured with such flexibility that other specialists and professionals can be called upon on an ad hoc basis to form an integral, although temporary, membership with the team. These additional personnel would represent a wide variety of occupational and professional groups. Their presence is necessitated by the fact that the services which must be provided by social workers is not always limited to the skills social work personnel possess. The needs of the clients vary

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substantially from time to time and the activity of the team must vary accordingly. Such ad hoc team members would include volunteer workers who serve during times of emergency relief or during a time when the regular staff is vacationing or otherwise indisposed. Other ad hoc members could include attorneys who are called upon to help the team develop recommendations to present to government agencies. For the most part, ad hoc team members are volunteer workers, or people who are employed by other agencies but "loaned out" for the purposes of the team.

An example of an ad hoc team member's activity is found in a children's residential institution. In this particular agency, after some political pressure by the supporting governmental bureau, the team which comprised the social service staff embarked on a new approach to the fulfillment of their functions. The impetus was that the institution had more children than there was adequate room, a long waiting list for more to enter, and little systematic effort had been made to find ways of releasing their charges. The team leader's goal was simply to discharge many of the children so that overcrowding was no longer a problem. To do so in a short amount of time would require the efforts of more people than just those on the team. Consequently, an appeal was made by the team members for outside volunteer temporary assistance. One team member contacted all of the MSWs in the community who were not presently employed. They were all professional social workers who were now housewives. They did not want full-time or long-term employment but were eager to help for a short period. Several other people, who happened to be personal friends of team members, were also recruited. They occupied positions as social work associates and specialists. The specialists included one newspaper reporter who served to publicize the need for obtaining foster home placements for many needy youngsters. Another specialist was the wife of a prominent businessman who used her contacts and social skills to raise needed funds. These funds were used primarily as "scholarships" for many children who could adequately live in their own homes except for the lack of day care opportunities. With the funds a day care center was organized and many children were cared for therein. Others could go to nearby commercial nurseries with the funds obtained. Most of the other team members, however, were acting as social work associates. Their primary job, after the regular team trained them in an intensive three-day course, was to catch up with all the regular ongoing work that needed to be done which kept the children waiting in the home. Because of staffing limitations, many families who were by now ready to take their children back, could not be approved. The ad hoc members could obtain most of the information necessary to hurry up this process. There were many applicants for foster placement who were not getting children because the staff could not get to their applications any sooner. The ad hoc members were able to do much of the necessary work here, too. Finally, because many children could not get the needed individual attention required which would have hastened the time of their discharge, they were remaining longer than desirable. The ad hoc team members provided this attention, offered support and helped in the evaluation of the children's progress. This made it possible to return to the community many of the children who otherwise would still be waiting. When the long backlog of children was dealt with, and when those who could be were discharged, the home was no longer overcrowded. The team had caught up and now felt it could keep pace with the current demands of the facility. Having achieved the manifest goal of easing the overcrowding, the team could dispense with the services of the ad hoc members. They had accomplished the goal in less than two months.

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Naturally, in this case, many ad hoc members retained a special interest in the facility and asked to be called upon in the future, and they most assuredly were.

THE SOCIAL WORK STUDENT

There is also a special place on the social work team for the social work student who is engaged in field placement training. This would be true for the graduate and undergraduate worker. The MSW candidate becomes an integral part of the team by closely associating himself with the team leader and with the MSW workers. Much of his direct work with clients would be in activities similar to those of the social work associate except that his supervision by the team leader would be more intense. He would also be trained particularly in the procedures for becoming a good team leader himself. Learning about organizing procedures and instilling motivation in those on his team are something he could acquire in his placement which could not be duplicated in the classroom. Furthermore, it is possible that many students will have previously worked on teams as specialists or associates. The student who began his social work training as a member of the team would be in an advantageous position to work in that capacity throughout his career. The same holds true for the undergraduate field placement. The undergraduate student would work closely with and be supervised by the more experienced social work associate on the team, and by the team leader. He participates, as does the graduate student, in the team's in-service training program, and he is given the more routinized activities of the social work associate. His participation is not yet one in which he has a great deal to do directly with clients, and he is quite dependent upon his supervisor. His goal is more that of exposure to the kind of work that is to be done, rather than obtaining experience in that kind of work. As more students are trained at the graduate and undergraduate levels, they will be better prepared upon graduation to participate effectively on social work teams of their own. The result will be a decided improvement in the acceptance and efficacy of the team approach to providing social services.

IV. PRINCIPLES OF THE TEAM OPERATION

Once it is understood that there are several positions on the team and that each has rather unique functions, the team also must be organized around a set of very important principles. Again these are idealized and it must be recognized that no team can achieve this ideal with the practical considerations that will inevitably impede the ideal. However, there are five general principles to which each team should be oriented. These concern (1) the relative location of the team members with respect to one another, (2) conditions for coordinating their activity, (3) the in-service training program, (4) the supervision and consultation program, and (5) the personal relationships of the team members.

TYPOGRAPHY OF THE TEAM MEMBERS

The location of the various team members in relationship to one another is the first concern, and it is such an important one that it can largely determine the effectiveness of the entire team operation. If an agency is embarking upon a reorganization of its personnel into the team model, its leaders would be thinking about where to put the team members just as in-

tently as they would be considering what personnel to utilize. If the team members are spread far apart and located in areas in which they are not readily accessible to one another, it is likely that much of the value of the team could not come to fruition. However, it would be unrealistic to assume that any social agency can change its physical premises in such a way as to completely accommodate the team. As always, the agency will usually find it necessary to improvise and function in less than the most desired setting. But there are some optimal arrangements which can be suggested so that the agency can work toward those modifications.

The first principle, then, is that all the team members should be located as near to one another as is possible and in a distinct pattern. This, of course, makes allowances for those agencies whose personnel are typically dispersed over a wide geographic region. Even then arrangements should be made so that all the team members can be together on a regular basis. The reason for close proximity is obvious. With a group of people which is working toward the same goals using divergent means, when the members of that group have different backgrounds and skills, and when there is a need for constant coordination, close proximity is imperative. Furthermore, there is a positive influence which professionally oriented people have on one another when they are close. If each is as an island unto himself, the inevitable tendency is to become lax, lazy and less conscious about doing what is known to be the best for the client. With each team member scrutinizing the others this tendency is diminished.

One example of this appeared in a public welfare agency modeled on the team approach. Prior to its reorganization as a team, the agency had its desks and workers arranged in rows behind partitions in order to assure a maximum of privacy for each. In the team approach, the desks were arranged in somewhat of a circle, with the team leader and the secretary in the center. The clientele was made up primarily of welfare recipients and it was possible to interview them in such a way that each team member could be somewhat aware of the transaction between the client and the worker. When more intimate data was to be discussed the team had a private office nearby, but it was found that most of the relationship could be conducted in the presence of the whole team. Confidentiality was in no way impaired because the client was the client of the entire team even though he related mostly to one worker. The effect of this openness was that each worker, recognizing the scrutiny of his peers, was more efficient and always more professional than had previously been the case. Because of better, more rapid service, the client and the staff were well satisfied.

IDEAL LOCATION OF MEMBERS

The second aspect of the principle of the location of the team members in respect to one another is that there seems to be an optimal locality configuration of personnel. Not all team members can be equally close to the team leader or each other, so the question about who goes where must be answered. Generally, it has been found, the team leader should be close to the team secretary, the social work associates should be closer to the team leader, while the specialists and MSW workers can be farthest away from the nucleus of the team. The leader locates near the secretary for three reasons. First of all, the secretary is placed where the action is, where clients are first received, where decisions are made about courses of action to take, and where the delegation of work activity is most appropriately carried out. Secondly, if the leader assumes the role of policy-maker, decision-maker and administrator rather than that of a doer his

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natural habitat is near the reception-clerical activity area. Finally, the team leader must be at the center of traffic in order to evaluate the effectiveness with which those whom he has assigned to certain activities are carrying out those activities. The social work associate, being the one member of the team who does most of the actual work, should be as near the team leader and secretary as possible, also for three reasons. First, it is important that his efforts be scrutinized more closely than any other member of the team. This is because he does not have the graduate training, the distinct speciality, or the kind of responsibility that can stand working very independently of the team. Such scrutiny does not suggest that the associate is suspected of incompetence or other limitations, but simply implies that the work he does is such an integral part of the team operation that it must be incessantly coordinated with the efforts of the other team members and with the team goals. The second reason for the associate's close proximity to the team leader is so that he might readily avail himself of the leader's judgment about service goals and his own methods in dealing with those goals. Finally, it is necessary to have a very close relationship between the team leader and the associate because of the limited knowledge that is possessed about differential assignments of activities to different kinds of personnel. The team leader will, at this stage anyway, have to make many independent judgments about whether it is appropriate to assign to an associate or to an MSW a given activity. He thus needs to know through direct and intimate contact with the associate how much he can expect from him.

LOCATION OF MSWS AND SPECIALISTS

The MSW social worker and the social work specialists can be located farthest from the team leader since they are believed to be able to function most independently of any of the team members because of their specialized training and because much of the activity in which they are engaged is more peripheral to the central demands of the group goals. Very tangible assignments can be made to the specialists and they are able to carry out these assignments without a close attachment to the group members. The MSW team member, apart from his possible supervision by the team leader, works independently because most of his activities are spent in more intimate relationships with his clientele, requiring more privacy and the feeling of confidentiality. Somewhere between the MSW-specialist group and the associates would be the ad hoc team members and students. They would be closer because they must be as intimate a part of the team as possible, must be supervised to the optimal degree and must be scrutinized as to their activity. They need not be at the very nucleus, however, because their typical activities would be more routinized and specialized. In sum, then, the ideal topological configuration of the social work team would look something like this:

		SECRETARY	LEADER		
MSW	AD HOC MEMBER	STUDENT	SOCIAL WORK ASSOCIATE		SPECIAL-IST

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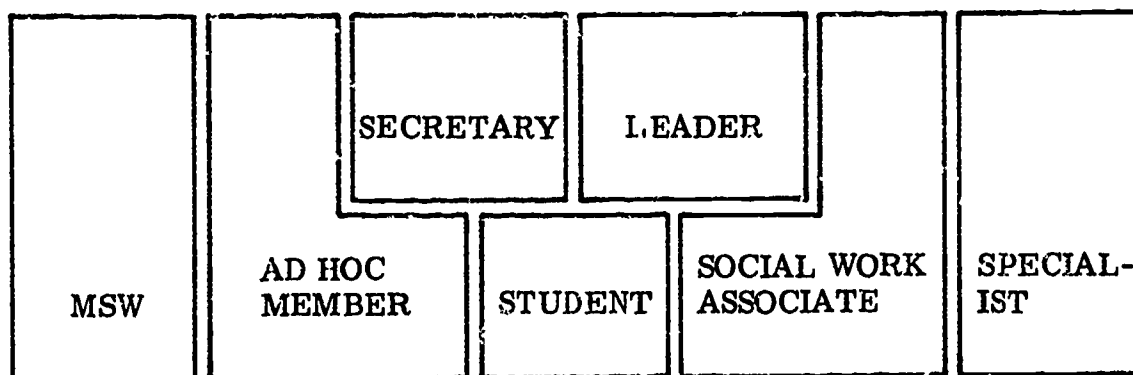
The variations from this could be endless, and each agency must determine the configuration that is both suitable for it and practical in the physical setting with which it has to work. Some teams find it best to organize themselves in a similar fashion without any separate offices or even partitions while others tend to have separate offices and a central meeting room. Decisions of this type will always have to be made on an individual team-by-team basis by the designated leader and those to whom he is responsible.

TIME AND PLACE FOR COORDINATION

The second principle in the team operation is the requirement of room and time for the high degree of coordination that is necessary. Every team must have a setting in which there is room for all members to meet simultaneously. Every person on the team must organize his time in such a way that he is able to meet with the other members. The team should have daily staffing conferences with all members present. These meetings would be held with three objectives in mind. First, even though the leader has ultimate responsibility for determining what the team goals are to be, decisions must be made after considering all the relevant factors, and only the entire team knows all these factors. Second, the team must be flexible if it is to be effective, and flexibility requires an ongoing evaluation of the progress that is being made. Each team member must therefore be able to report to the team the nature of his activity and possible progress which he is making. Third, goals are constantly changing and the team must never let the goals of patient service become submerged behind routine methods of doing things. The team staffing conference is essential to preclude that eventuality.

IN-SERVICE TRAINING

The third principle in the team operation is the necessity of having a vital ongoing in-service training program. This is especially true in the early phases of the team's development in the agency, when most of its members are still not completely familiar with its operation. The program must include all the team members, including the secretary and the ad hoc participants. It must provide its members with a sense of identity with one another. It must generate in each member an ability to question the wisdom of using a given method to achieve the goals established. And most importantly, it must stimulate and provide the ideas and knowledge which the members must have to fulfill their respective functions.

The training meeting should occur at least once a week and preferably twice in the initial stages of development. Each session should last between one and two hours. Generally, each meeting should consist of the actual impartation of information, i.e. hard facts which are necessary to enhance the understanding required, and it should allow for considerable open discussion about objectives and methods. Something approximating a formal lecture or presentation for half the session, followed by an open seminar for the other half would be appropriate. But here again the individual needs of the team could vary considerably.

The team leader need not be the lecturer or even the person who is coordinating the program, even though it is essential that he be an active participant. The coordination of the training program could easily be delegated to another member of the team. An agenda would be established in an initial training meeting, and the coordinator could find the most appropriate person to present the data to be considered. This lecturer may or

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may not be a team member. The training coordinator might also give spe-
cific training assignments to the participants and require that they obtain
the factual data for presentation to the others. In this way, each member
becomes something of an expert in certain spheres and takes a leadership
position with the remaining team members.

ThE CURRICULUM FOR IN-SERVICE TRAINING

The actual structure of the program is not as important as the agenda,
or curriculum, for the team's in-service training. Experience has shown
that there is a fairly well-defined sequence of material which the program
should cover. Of course this sequence can be modified greatly for individ-
ual agency needs, but the overall form of it seems to remain constant. The
members of the team seem most responsive when the beginning of the in-
service training program is oriented towards instilling practical skills and
techniques which have direct usefulness in their daily jobs. This is par-
ticularly true for the newly-employed members of the agency staff and the
social work associates and specialists. They are typically more interest-
ed, when starting on a new job and possibly embarking upon a new career,
in practical applications and concrete ideas about how to do the job they
will be asked to do. They want to acquire the "bag-of-tricks" that they can
use to fall back upon as they perform their duties. With this applied back-
ground, they are ready for the more theoretical and generalized aspects of
the job. It is only at this point that the formal aspects of the in-service
training curriculum begin. The formal in-service training curriculum
which follows must include at least the following five segments in approxi-
mately this order: (1) social work values and principles, (2) relationship
and interviewing techniques, (3) the nature of the social problems of par-
ticular concern to the team, (4) human growth and emotional development,
and (5) individual problems and problem-solving approaches of the team
members.

The first segment of the in-service training curriculum must deal with
social work values and principles. This is because the team must be or-
iented to objectives if it is to be efficient, and those objectives, for social
work agencies, should be rooted in the field's values. Training the mem-
bers on any other basis would be completely inappropriate for the social
work team. The philosophy of social work must be imparted to all the
members if they are going to work toward the common goals of the team
and they must be relatively accepting of it in order to be effective. In this
segment, of course the professional members of the team are most active
and the major providers of the information to be used are professionally
trained MSW workers.

The second segment in the curriculum is the social work relationship
techniques with which each member must be acquainted. The way in which
to establish a working relationship with the client, and particularly a dis-
cussion of the techniques of interviewing, is essential. One must know how
to relate to those who are partaking of social work's services so that they
might avail themselves of the services more readily. The team's client
may be an individual, his family, his personal associates, an entire com-
munity or group which is vulnerable to a problem, other service workers,
or the public at large. In each case it is necessary to deal with people of-
ten on an intimate basis, necessitating an expertise in relationship
techniques.

The third segment of the training program consists of a consideration
of the nature of the social problems with which the team's agency typically

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deals. If, for example, the agency is in public welfare, this sphere of training should deal with the broad issue of poverty, its causes and effects, with suggested ways to serve the impoverished, and with new ideas which are designed to improve the lot of the poor. If the agency is a family service association, problems of the family are discussed, with attention given to such general subjects as marital incompatibility, mate selection, child behavior problems and family counseling techniques. Basically, this segment is to acquaint the team members with the broader issues of the problems with which they are concerned. Only by looking at the "big picture" can one escape becoming so involved in the minutia that the best possible services are often overlooked and thus not provided. This segment should also be cognizant of the changing nature of social problems. Built into the training orientation here should be a strong consideration of the general process by which social problems are initially identified and the process by which to achieve their solutions. Problem solving is a logical approach which is generalizable without getting into specifics of a particular problem and these generalizations should be made. Only in this way will the agency staff be equipped to deal with problems as they change. This will make it possible for the agency and team to change its objectives and solve the problems of its charge because they will not fear the loss of their organization and jobs with the solution to the specific problem.

The fourth phase of the program deals with human growth and emotional development, particularly of the people with whom the agency generally deals. There is no problem-solving situation in which it is not valuable to have a thorough grounding in human emotional dynamics. And with a fair understanding of psychological functioning of individuals must come an equally thorough awareness of the cultural characteristics of those who generally comprise the clientele. Having a firm foundation in psychosocial knowledge will prepare the team member to more effectively provide the services which are in his unique domain.

The fifth phase of the training program is oriented to the specific needs and individual problems of the respective team members. Methods of dividing up the client's problem among several workers require that each worker have an understanding of what the other person is doing, what he is having trouble doing, and what he obviously cannot do. This phase then looks at the specific techniques used by the team members, evaluates these techniques, and suggests alternatives. Each team member discusses with the others the projects on which he is embarked with the purpose of coordinating the activities of each.

Needless to say, there are innumerable other spheres which could be considered in the in-service training program and perhaps some of these in particular agencies are even more important than the five just discussed. In such a case, they should, of course, be included in the training curriculum. The determination of what is an essential part of the curriculum should be an ongoing task of the in-service training participants. They should routinely be asked which of the subjects they find most helpful and which seem unnecessary, and the program should be organized substantially around these views.

SUPERVISION AND CONSULTATION ON THE TEAM

Education is important to the efficacy of the social work team but it is not limited to on-the-job in-service training. There is also an important place for the more traditional programs of supervision and consultation. These elements comprise the fourth of the principles of the team opera-

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tion. It appears with most of the teams presently operating, that the supervision approach has a comparatively less important role than in the non-team approach, while consultation becomes relatively more important. This is because the team requires that the relationship between its members be based on a mutual respect for the others' knowledge and abilities. By its very nature, supervision presumes a relationship of inequality, of the assumption that the supervisee is inferior in all realms of knowledge, skill and value orientation.* Consultation, on the other hand, presupposes that the individual who receives the consultation has independent judgment and competence and the consultant is only offering suggestions for his consideration.

Nevertheless supervision is a valid and necessary part of the team operation. The team leader is the person most active in the supervision and he is most active, generally, with the MSW worker on the team and the social work associates. The MSW supervisee has the same quality of relationship with the leader as would occur in a non-team approach. Supervision of the associate, however, is of more significance in the team approach. This is because the associate is asked to take on many of the assignments which would otherwise have been the responsibility of the MSW. He must, therefore, be rather closely supervised during his beginning years at least. With experience, the supervision may be considerably reduced or eliminated and the associate himself may even provide supervision for other team associates. The other team members do not receive supervision routinely as do the MSW workers and social work associates. Supervision is generally associated with improving the individual's ability to perform meaningfully. The supervisor can only be effective in his role if his knowledge and experience exceeds that of the supervisee. While this superiority would be true in the case of the MSW and the associate, it would not necessarily be so for the specialist or ad hoc members. For them the individual educational relationship must be consultative.

CONSULTATION ON THE TEAM

Consultation is more important as an educational tool on the social work team for several reasons. First, it implies that one person is only sharing possible approaches and goals with another and offering suggestions about methodology. There is no obligation by the other person to follow those suggestions. This is important in the team model because it allows for innovation and flexibility in a way that supervision never can. When a person is not ethically obliged to follow the suggestions of another, as is implicit in the supervisory relationship, he is able to give consideration to the suggestion but also give consideration to other possibilities. Second, consultation encourages the team relationship to be based on mutual respect rather than simple obedience. This enables each team member to be recognized by the others and by himself as a competent and uniquely skilled individual. And finally, the consultation role within the team encourages openness of communication, constant sharing of ideas and problems, and the feeling that it is possible to consider the wisdom of any other member of the team

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* In this section we are using the term supervision in a restricted sense. In this context supervision is interpreted to mean authority and responsibility for the manner in which technical knowledge and skill are applied in a practice situation. Supervision can also refer to the administrative role of seeing that agency policy is carried out. It is not being used in that sense in this chapter.

rather than the team leader only. Each team member should feel free to ask for or offer advice to any other team member. The team leader, for example, could ask a specialist if he thinks his specialty would be useful in a proposed new realm of the team program. The MSW team member may ask an experienced social work associate for ideas on how to enable a client to "negotiate" the local welfare system in order to get needed aid. The ad hoc members and students should be made to feel free to offer as well as receive suggestions about the service delivery approaches.

In-service training, supervision and consultation are fundamental to the effectiveness of the team operation. But merely having such programs is not adequate. The quality and intensity of their presentations, the motivation and zeal which they generate, the knowledge and skill which they impart, the respect for each team member which they instill, all are the desired goals of these training approaches. Doubtless, no team could function without such a program, but with these training efforts, if well presented, the team can achieve the full measure of its vast potential.

PERSONAL RELATIONSHIPS OF TEAM MEMBERS

The fifth and final principle of the successful team operation has to do with the personal relationships of the team members. It is obvious that the team model requires something of its people that may be very difficult. It requires an intimacy with one's peers, an openness about goals and methods, and a candor which may be welcomed by some but intolerable for others. It would seem that a team, to operate successfully with this kind of interrelationship, must have members who simply like one another. Without an ambience of amiability it would be too easy for one member to subvert the objectives of the group. An individual team member, in the guise of candidly offering suggestions to help another member, could be consciously or unconsciously giving vent to his own hostile feelings. If openness and frankness are to be prerequisites of the team relationship it is thus highly desirable that the personal feelings of the members be positive toward one another.

But how can this be assured? There are no psychological tests which can accurately predict who will like whom. Attempting to guess this through interviewing prospective team members is no guarantee. If the team leader happens to like each of the people he selects for his team, there still is no assurance that each of them will like one another. And within the limits of practicality, the team leader probably will not have that much control over who is chosen to be on the team, even if this is a valid goal. The most hopeful answer seems to be in the fact of differential attrition. It has long been recognized that social work personnel are a highly mobile group, who tend to move from job to job with more frequency than do most other professionals. But it has also been recognized that people tend to remain in jobs which for them are emotionally rewarding and fulfilling. A person who is happy as part of a team will probably feel more rewarded and fulfilled than he would working in more isolation. And a person who is unhappy in this role will likely move to another position. If everyone on the team recognizes and accepts the fact that the close relationship of peers is simply not everyone's cup of tea, it eases the way for the unhappy ones to depart.

Obviously not all the unhappy ones will depart every team. The team goals can still be achieved, utilizing the satisfied and dissatisfied members. People can still work in harmony toward common objectives without always having positive feelings about the others, particularly if their cathexis is toward the team itself rather than to its individual members. When

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the team leader recognizes personal antipathy among some of his members, he must get them oriented toward the goals of the group. He must motivate them, and instill in them a feeling that the team goals are so valid that they must not be subverted. Much encouragement and respect will diminish the effects of personal antipathy. In the event that there are personal conflicts among the team members, or even when no such problems apparently exist, the team leader may wish to consider the use of "T" groups or sensitivity training groups for his team members. Such groups are specifically designed for people who work in close interrelationship to iron out mutual grievances and some emotional problems which effect personal relationships. These groups have been used with great effectiveness in industry, educational institutions and social agencies, and should always be considered as a potential tool in enhancing the team members' personal relationship and harmonious interaction. The best chance for the team to be successful in achieving its goals will occur when the members have a genuine respect and liking for each other and a dedication to the purposes for which the team was originally devised.

V. TO USE OR NOT TO USE THE SOCIAL WORK TEAM: A CONCLUSION

The agency executive who is considering whether to reorganize his personnel into teams similar to those described above will still have many reservations. He has probably thought of many reasons why the team might not be such a good idea and wonders if these objections might not outweigh the positive features that the team model might contain. The doubts which he has thought of have also been considered by others and in some cases they have proved to be unfounded fears. The team model has been presented before many social work groups by now and the same doubts are inevitably expressed. It seems appropriate, therefore, to discuss these commonly raised fears and explain where they seem to have merit and where they are based on needless apprehension. There are eight commonly raised objections to the use of the social work team, each of which will now be discussed.

CONS: 1.   UNFAMILIARITY BREEDS CONTEMPT

It would appear that when an approach is not used, it is seen as being somehow inherently defective. The first objection to the use of the team, then, is found in this question: If teams are so good, why haven't social workers used them before this? The question is based on a valid fact but a questionable premise. It is true that social work has not used the team model to any significant extent and this cannot be explained away simply by saying it is so new. In fact, in mental health settings, the psychiatric team model has been around a long time. It has been used extensively and its primary advocate seems to be the social worker. In a recent survey of state mental hospitals it was found that nearly every social worker functioned as part of psychiatric teams while virtually no social service unit used or seemed to understand the social work team concept.[16] This may

16. Robert L. Barker, "Differential Use of Social Work Personnel and Its Relationship to the Perception of Social Work Roles by Chief of State Mental Hospital Social Service Units," unpublished doctoral dissertation, Columbia University, 1967.

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be due to the fact that there are several significant disparities between the two kinds of team. One difference is that the psychiatric team is made up of members of different, fairly autonomous professions, each of which have their own distinct values, skills, and methods. However, the social work team is comprised of one professional group and all the members receive their mandate, the direction for implementing the team goals, from the professional team leader. Another difference is that the psychiatric team's purpose is to coordinate the many goals which the distinct professions have. The social work team has no particular problem with goal coordination because the one discipline involved already has a uniform set of objectives based on its value base. The social work team instead attempts to coordinate personnel so that their respective efforts all relate to the overall social work goal. On the psychiatric team, the responsibility for establishing the overall goal of the team is properly a joint responsibility, made by each of the distinct professional groups. The social work team leader, the professional representative on his team, is responsible for this function on the social work team. The latter team does not negotiate any difference in values into a unified goal, but rather must only negotiate the various alternative ways of carrying out different assignments. The final difference between the two types of team is that the members of the psychiatric group, being fully qualified professionals in their own right, must assume responsibility for the consequences of their actions directly, while on the social work team, the ultimate responsibility rests on the team leader's shoulders. The team member may carry out a service without having to make a decision about its validity.

In other words, the social work team is different in many ways from the more familiar psychiatric team, and these differences may account for some of the reticence by social workers to use it more frequently. The two types of teams are structurally similar in that more than one staff member relates to the client served, each member bringing to the client a specialized kind of knowledge and skill. There is a division of labor and an effort at coordination of different activities to the attainment of an ultimate purpose by both kinds of teams. The psychiatric team consists of at least three autonomous professional groups, while the social work team is made up of one profession and several persons who are working at jobs ancillary to the profession. The objection about the unfamiliarity of the social work team is not a valid fear and will be laid to rest as its use becomes more widespread.

2. NON-DIRECT CONTACT WITH CLIENTS

The second major objection to the use of the social work team is that it supposedly would take the social worker away from as much direct contact with the client as he would otherwise have had. This is, of course, true because the team leader would spend a greater proportion of his time managing a total client load and delegating to non-MSWs many activities that he would formerly have done himself. It is also feared, in this context, that many potential professional social workers would be discouraged from entering the ranks of the profession if they knew they were to be administrators and supervisors rather than people working directly with those in need. This argument has several flaws, however. In the first place, its emphasis is on making the job more attractive for the worker, rather than with the needs of the client, and this contradicts the values of the profession. Furthermore, in manpower studies of social work personnel, it is always shown that vacancies exist among the workers engaged in direct

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service rather than among those who are doing supervision and administration.[17] And finally, the argument that it would discourage many potential workers from entering the profession overlooks the great possibility that the new emphasis would attract a different kind of person into the profession, a person who would be interested in such management. It is quite possible that those with leadership and organizational abilities are not presently attracted to social work because of its dominant preoccupation with the individual client orientation. More leadership personnel are urgently needed.

3. FRAGMENTED SERVICES

A third major objection to the use of the social work team also has its flaws. It is frequently said that the team approach will result in a greater fragmentation of services, because one individual is not engaged in all the activities that go into the services of one case. The flaw is this: while there is always the possibility of service deficiencies because of many people's involvement, it is not likely to be as great as is the case in the traditional approach. The gaps in the individual worker-client approach will occur through deficiency in knowledge, disinterest, and lack of sufficient skill, because one person could never have the same interests, knowledge, and skill that a group can.

4. WASTED TIME

Fourth, among the frequently raised objections described in the team approach is that valuable time, time which could be spent in direct work with the client, is diverted toward communication between the members of the social work team. The single worker, it is said, would not have to spend his time communicating with others, since only he is to have the necessary knowledge about the dynamics of the client need and service. However, studies have shown that even among professional social workers, a great amount of time is spent in staff intercommunications, supervision, in-service training and the like.[18] It is, admittedly, likely that considerable time must be spent in staff communication in the team approach during its formation, but as the procedures become routinized, as the novelty of the approach wears off, there is no reason to think that such communication would be more time-consuming than with the traditional approach. After the needs are assessed, it would not take the team leader long to assign to the team specialists the appropriate activity and to hear the results of the activity performed.

5. PERSONAL CONFLICTS AMONG TEAM MEMBERS

A fifth possible objection to the use of the social work team has to do with the possibility of role-strains among the members which could detract from better service to the client. As discussed previously, it is always best to have the team members like each other. When individuals work together, goes this objection, there are bound to be conflicts, competitions, and controversies, and these would not exist if the individual

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17. See Ibid., pp. 162-186.

18. Barker, R., Berkman, T.D., Briggs, T.L., Differences and Similarities in the Use of Social Work Personnel, op. cit.

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worker were solely involved in the service provision function. But, as described above, this may not be a valid objection or an unsurmountable obstacle either. It is questionable whether such strains are always detrimental to the client, because conflict frequently results in changes for the better, and generates greater self-scrutiny which is always essential to a vital profession. Furthermore, studies have shown that there is a good deal of role-strain in social work organizations between workers who are independent of one another. With clearer delineation of expectations, more definite boundaries and a better explication of overall goals, the role-strains might be diminished, rather than increased.

6. LIMITED EFFECTIVENESS IN LARGE CASELOADS AND AREAS

Another objection that has been raised about the use of the social work team says that the team's usefulness is limited when it is charged with an excessively large caseload or when it has to cover a wide geographic area. Actually, the size of the caseload does not appear to detract from the team model as much as it does in the individual approach. With the team, the service delivery system is more efficient because of the greater specialization that the team affords. The team thus is able to function relatively better with a large group of clients than would the same number of autonomous individuals whose combined caseload is equally large. If there is a wide geographic area covered, the team approach may have some difficulties if the individual members are separated from one another to cover respective areas. But when such a dispersal of personnel occurs, they are functioning in a way that approximates the individual worker-client model. If they were to remain in close physical proximity with one another and venture forth into the entire region for which the team has responsibility only when their particular area of expertise is called for, the team model would be intact and could be just as effective as the traditional individual approach.

7. WORKER-CLIENT RELATIONSHIP DIMINISHED

Still another objection to the use of the social work team is that the treatment relationship between worker and client is diminished and thus the quality of service provided is vitiated. This view holds that if a client has to relate to several individuals who comprise the team he can do less in his problem-solving work than if he were relating to one worker throughout the treatment effort. However, it is questionable that the treatment relationship is, in every case, a sacred and inviolable principle to be maintained by social workers regardless of cost. It is doubtful that treatment can be achieved only through the medium of the individual relationship, and if overall goals can be achieved without the relationship, does it matter that it has not existed? Also the relationship is only relevant to one of many of the appropriate social services needed. The many concrete services that are required suggest that clients might be just as comfortable dealing with several workers whom they recognize to have a special competence in dealing with their various kinds of problems. Still, where one-to-one relationships are obviously needed by the particular client, there is nothing intrinsic in the team model which precludes such a relationship. As cited previously, the team may have a member who is a specialist in working at such a level, who would have more time to provide such services because of being freed from many other tasks.

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8. NON-PROFESSIONALISM IN SOCIAL WORK

The most serious objection to the use of the social work team is the one which is also the most inexcusable. It is the tendency of the profession to shy away from any idea which is alien to the concept of full professionalism of social work. The use of the team requires the use of people without Master's Degree training in social work, and the field is apparently not ready yet to adopt this stance. Acceptance of the use of non-MSWs in social service is, however, becoming much more widespread in social work and the changed attitude is already being reflected in the numerous efforts by social agencies to institutionalize the non-MSW's full utilization. Acceptance of the team will not be held back because of its requirement about using non-MSWs if this trend continues. This objection will be laid to rest when it is more generally realized that the profession's position is improved by meeting all the client needs and not by restricting social work practice to those with Master's Degrees.

These objections have a good many inherent flaws, contradictions, and difficulties, but even if they were by themselves valid, they would be more than offset by the advantages of the team. Having already described these advantages at various points throughout this manual, it is only necessary to offer here a brief summary of them. To avoid complete redundancy, however, several new aspects are presented for further consideration. It seems that there are seven very specific advantages which can be gained through the use of the social work team. These are as follows:

PROS: 1. AVOIDING MSW UNDER-UTILIZATION

The first advantage, and one that is especially important to the solution of the manpower crisis in social work, is that it helps prevent the misuse of the scarce MSWs. When the MSW has to perform activities which are needed by his client, when he assumes responsibility for doing everything that the client needs, he finds himself often doing things that do not require anything like the competence and skill which he has trained so diligently to acquire. For example, in a mental hospital, a patient-client often cannot be reintegrated into his family until he has obtained employment. The MSW must therefore work toward assisting such a client to find a job before he can work toward restoring the family homeostasis, and job-finding is an activity which does not require the MSW's specialized training. If the same situation existed on a team, one member of the team would perhaps have special competence and contacts in the employment sphere and another would have skills in family therapy. They could both provide their respective services to the client in such a way that both goals could be achieved more efficiently than would be the case if either attempted to achieve his own goals without regard to the other kinds of needs. No single individual would have the sole responsibility of both determining and providing for all the client's needs. They would be determined by the professional, the team leader and carried out by the team members who could best do the jobs needed. The MSW may also be particularly skilled and interested in organizing community resources or mobilizing residents to work toward some valid social objectives. If he works independently on such projects, with perhaps only clerical help, he again must inevitably occupy his time with activities which could be better done by others on his team who possess skills which are less than or other than his own. For example, if a specialist on his team had a unique capacity for communicating with inner city residents, the team leader might save himself some trouble in bringing to-

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gether the people he hopes to reach. The clients in this case might be from a small ghetto neighborhood who would have suspicions about those identified with the "establishment." The fears may be dissipated by using the specialist. It is in these ways that the MSW would be able to concentrate more on his own special sphere of expertise and would minimize his under-utilization.

2. AVOIDING NON-MSW OVER-UTILIZATION

The second reason for using the team approach is that it could preclude much of the "over-utilization" of the non-MSW. In the single worker-client model, where the non-MSW is employed, he is responsible for meeting all the appropriate client needs, and often this exceeds his competence. For this reason many thoughtful social workers seek the goal of full MSW staffing of all social service agencies. But the team approach offers an alternative. In this case, the non-MSW is not required to do everything for the client assigned to him. The team leader assigns the episode of service required to the non-MSW team member and the assignment would be based on what the leader recognizes are the member's abilities and interests. The non-MSW is thus functioning more comfortably within the realm of his own sphere of expertise, and there is very little danger of his having to engage in activities which exceed his skills, as would be the case if he were given responsibility for a total case.

3. EXPANDING SOCIAL SERVICE RANGE

Expanding the range of social services that can be made available to those in need by expanding the range of skills available to perform those services is the third advantage in the use of the social work team. Any individual inevitably has blind spots, gaps in his knowledge, personal interests, biases, all of which impede his ability to provide the full range of services required. The helping person thus tends to serve only in those areas that are within his competence, leaving alone those that lie beyond his range. If the team consists of specialists in meeting needs, it is probable that they would be more efficient than generalists in meeting the same needs. It takes a good deal of time for a person to shift from one type of activity to another and he is likely to perform it with less efficiency when it is only part of the total job he does. As a person on an assembly line can do one job with greater efficiency than if he were to do everything all along the line, the team member can be more efficient with one sphere of activity than with many. With greater efficiency, of course, the same number of workers can broaden the scope and range of services they would be able to provide.

4. IMPROVING QUALITY OF SERVICES

The social work team also has the advantage of increasing the possibility of enhancing the quality with which services are provided. The more experience a person has in a particular activity the more skilled he is likely to be. If he restricts himself to fewer activities, he is likely to be able to perform them with more skill than if he were to engage in the whole range of client needs. With the current knowledge explosion, specialization is necessary because no single individual can be completely expert in all the ways there are to fulfill all the social needs that exist.

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5. FOCUS ON GOALS

Another advantage of the use of the social work team is that it readily suggests an orientation to the goals of the organization and the goals of service rather than an orientation to the means of service provision. As stated above, many approaches in finding better use of personnel incorrectly attempt to find ways of carving up job responsibilities and give too little regard to the ultimate job that is to be done. The team inherently requires a focus on the goals of social service rather than on process, and this is essential if a profession is to remain viable and effective. The worker-client model has traditionally been slanted to the process orientation in such a way that the worker is often supervised as to how well he administers the techniques at his disposal, and relatively little attention is given, by the worker or the supervisor, to the appropriate goals. In the team approach, the goal orientation is mandatory. When people with different levels of training, standards, and original value orientations are working toward a common objective, this objective must be made very clear. Concern about techniques must take a secondary place in the scale of importance. Another reason for this is that through specialization, the techniques used by the particular worker are known better by him than by anyone else on the team. His supervisor would not be as concerned with how well he did a given job, but with whether or not that job was appropriate to do.

6. BETTER CAREER INCENTIVES

The sixth reason for advocating the use of the social work team is that it provides a greater career incentive plan for those without full professional training, and for that matter, for those with such training. Social service has made significant use of people without full professional training, but their use has always seemed to be based on expediency designed to make do until sufficient professionals are found to replace those without full training. The result is that those without MSW degrees are discouraged from staying in the field. The retention rate of non-MSWs in social service positions is appalling, and the low pay they receive is not the only explanation. More important is that non-MSWs have no place to go, no opportunity for advancement, no promotion possibilities, and they are constantly made to feel that they are only tolerated until "professionals" can replace them. The non-MSW is forced into an impossible position in the traditional worker-client model because he is given full responsibility for his clientele, while at the same time he is considered incapable of meeting these responsibilities adequately. The previously described plan devised by the Bureau of Family Services in which two career lines were proposed, one for MSW personnel and another for personnel without graduate social work education, attempted to surmount this very important problem. The team model offers a better approach because it does not require complete responsibility by the worker for certain cases. At the same time he retains the feeling of individual competence within a more limited sphere. The worker, furthermore, has opportunities for career advancement which he would not otherwise have. Pay increments can be based on the worker's continuing degree of skill which he acquires on the job, much like the professional practitioner who does not change his job to administrator but is still advanced monetarily as his experience grows. There are opportunities for position advance in the team model as well. The team member ordinarily does not become a team leader without professional training, but

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he could become a supervisor of members of other teams who are specialists in the same sphere. In larger organizations or in federations of agencies with similar goals, the non-MSW can become a consultant to other non-MSWs working within his same area of expertise. In statewide or nationwide social service organizations and programs, it is possible for the non-MSW expert to oversee all the non-MSWs who are specialists in his field. The non-MSW does not move up the career ladder by usurping the MSW's functions, but he does move up by assuming greater responsibility for overseeing those who are in his area of expertise. In this way there is a career incentive which does not interfere with professional controls but provides much acceptance, esteem and fulfilling activity for the worker. The system also increases the morale of the MSW by freeing him from the responsibility of knowing and doing everything that he knows should be done on behalf of the client. He is also freed from the guilt that comes from having to assume such wide responsibilities and he is freed to do more of what he knows best.

7. GREATER PROFESSIONALISM

The final advantage to the use of the social work team is that it improves the level of professionalism. If the majority of social work personnel does not have professional training, and if these same individuals have total responsibility for providing for the social service needs of the clients assigned to them, then the clients are not afforded professional intervention at any level. In the team approach, there would be at least one professional social worker involved, even if from a distance, with every case assigned to the team. Only in the traditional model, where non-MSWs are employed, is there the kind of autonomy that can lead to serious limitations in professional involvement.

In conclusion, it seems clear that the advantages of the social work team are such that it deserves consideration and implementation. Conditions are not at such an optimal level in social work that innovations are not needed, and the social work team is one innovation that has already proved itself in many agencies. There is no agency or setting where it could not work. Only the lack of initiative and interest in improving the situation in social work will account for its rejection. The team approach will be a force for significant upgrading of the social services and social work's quest for better service to humanity.

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