



The Practice of MACRO SOCIAL WORK

William G. Brueggemann | 4e



The Practice of Macro Social Work

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The Practice of Macro Social Work

FOURTH EDITION

William G. Brueggemann



Australia • Brazil • Japan • Korea • Mexico • Singapore • Spain • United Kingdom • United States

The Practice of Macro Social Work,
Fourth Edition

William G. Brueggemann

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Design, Production Services, and
Composition: PreMediaGlobal

Cover Images: Autumn color surrounds

Vermont village/© Ron and Patty

Thomas/GettyImages New York,

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Library of Congress Control Number: 2012953683

ISBN-13: 978-0-495-60228-6

ISBN-10: 0-495-60228-0

Brooks/Cole

20 Davis Drive

Belmont, CA 94002-3098

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Printed in the United States of America
1 2 3 4 5 6 7 17 16 15 14 13

*For our grandchildren: Erik Matthew and Emily Lorraine Grunenwald;
Riley Gen, Emma Kailani, Olivia Masako, and Lilliam Umeko Brueggemann*

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How Evil Triumphs

The only thing necessary for the triumph of evil is for good men to do nothing.
Edmund Burke (1729–1797)

The Categorical Imperative

We ought always and in every way to treat mankind and every other rational being as an end and never merely as a means only.
Immanuel Kant, Groundwork of the Metaphysic of Morals

MISSION AND PURPOSE OF *THE PRACTICE OF MACRO SOCIAL WORK*

The fourth edition of *The Practice of Macro Social Work* has been motivated by the challenge of social work leadership, the expansion and development of macro social work, and the coming postmodern revolution in the second decade of the 21st century.

The Challenge of Social Work Leadership

At the turn of the 20th century, the field of social work was peopled by leaders of enormous vision and energy whose goal was nothing less than the eradication of the overwhelming social problems of the day—grinding poverty, political corruption, abusive working conditions, exploited women and immigrants, and dangerous and unhealthy slums. These macro social workers were dedicated to creating a wholesome, safe, and equitable social environment in which the American dream would be a reality not just for the rich but for everyone.

Social workers of the stature of Jane Addams, Florence Kelly, Homer Folks, Graham Taylor, Mary McLeod Bethune, Charles Loring Brace, Saponisba Breckenridge, Dorothy Day, Dorothea Dix, Homer Folks, Jeannette Rankin, Bertha Capen Reynolds, Mary Simkhovitch, the Abbott sisters, Mary Parker Follett, Lillian Wald, and many others displayed altruism and compassion, courage, and character that we rarely see in second decade of the 21st century. The pioneering efforts of social workers like these laid the groundwork for many of the social advances we continue to benefit from today.

Today, we face similar challenges. Large corporations are usurping power and control in government. Great disparities of wealth are apparent. Poverty, racial intolerance, and a host of social problems continue to plague us. Social workers are often at the center of helping resolve many of these struggles. This book was written to inspire a new generation of social workers who, like many heroes of the past, are willing and able to assume important roles of leadership in the coming postmodern era.

Expansion and Development of Macro Social Work

In the past decade macro social work has experienced a revival, especially in the field of community social work. Community development corporations have increased in number and have expanded globally. Community organizing has become more

consensually oriented and has often combined with community development corporations and community planning in a three-pronged approach to empowering communities.

New social organizational forms, particularly social enterprises, have arrived. Together with burgeoning nonprofit service and advocacy organizations, they have created a new social sector, comprising an unprecedented third force in government, and initiating a long-awaited resurgence of the social commons. Social administration has become more sophisticated, complemented by innovative educational ventures. New social movement organizations have grown in North America and globally, promising a revolution in social thinking and social action aimed at bringing about a more just social order. Internationally, grassroots organizations (GROs), national nongovernmental organizations (NGOs), transnational nongovernmental organizations (TNGOs), and nongovernmental support organizations (NGSOs) have proliferated, creating an expanding web of change.

These new developments create the need for an updated text with expanded coverage and increased depth, assisting social workers to engage a more complex but exciting world in the years to come.

Postmodern Revolution

It has become increasingly clear that our society is at the beginning of a new postmodern era in which the development of a new civil society will become one of our most compelling and prominent concerns. Even as the ideology of the market economy, individualism, and the self-interested pursuit of wealth seems to be triumphant, the seeds of its demise are already becoming apparent. A new era is emerging that is altering the way we think about social problems, recreating community, providing alternatives to market-centered organizations, and transforming modern politics.

While it is often involved in these developments, social work needs to become more intentionally and centrally engaged in bringing about a new reconstructed society. The field needs to adopt innovative models of change, examine social problems from new perspectives, develop alternative ways of thinking, and adopt fresh practice approaches. This text was written explicitly to lay the groundwork for accomplishing these goals.

Past editions of *The Practice of Macro Social Work* have been dedicated to helping social work develop

strong leaders, explore new developments in the field, and help learners prepare for greater challenges as society unfolds. This fourth edition continues that tradition, but in a deeper and more comprehensive fashion, helping the coming generation of social workers assume important roles in bringing about a new, postmodern society.

ORGANIZING FEATURES OF THIS TEXT

In order to help students and instructors follow the content of this text easily and clearly, the Introduction provides a definition of macro social work: *The practice of helping individuals and groups solve problems and make social change at the community, organization, societal, and international levels.*

The text is organized by following this definition step by step in each of its sections. By memorizing this simple definition as a mnemonic device, students can easily bring to mind the main themes not only of the book but of individual chapters as well.

The first section of the book, Chapters 2 through 5 explores *the practice of helping individuals and groups solve problems and make social change*, laying a theoretical foundation for the practice oriented community, organizational, societal, and international sections of the book that follow.

Chapter 2, for example, provides a basis for practice, describing a new action-social model used throughout the text. Chapter 3 describes how generalist-oriented macro social workers help individuals and groups. Chapter 4 explores the dynamics of both conventional and social problems. Chapter 5 provides an understanding of solving problems and making social change.

Part Two, Chapters 6 through 9, explores social work at the *community level*, exploring the components of community in Chapter 6, and then looking at research and planning in Chapter 7, community development in Chapter 8, and community organizing in Chapter 9.

Part Three, Chapters 10 through 12, reviews social work at the *organizational level*. Chapter 10 examines nonprofit social organizations. Chapter 11 shows students how to create new social organizations, and Chapter 12 explores how to administer them.

Part Four covers social work advocacy and social action at the *national level* in chapter 13 and international social work at the *global level* in chapter 14.

Format and Pedagogical Features

The fourth edition, as in previous editions, has a rich banquet of features, often drawn from real life, that will help students apply the content of the chapters in meaningful ways and provide the instructor with helpful aids to learning.

Quotations and Table of Contents Each chapter begins with several, often provocative quotations that summarize the spirit of the chapter. Quotations are followed by an outline of the chapter's contents to provide easy reference and as a learning device for review of the major areas that each chapter contains.

Opening Narrative A compelling illustrative story follows, highlighting the chapter's contents. A "What You Will Learn in This Chapter" narrative summary highlights the key ideas in the chapter and serves as a guide for students in following the chapter's logic.

Experiential Exercise An exercise follows each narrative summary, inspiring students to begin thinking about critical issues in the content of the chapter, and setting the stage for the content that follows.

Illustrative Boxes and Conclusion Illustrative boxes that provide practical examples of the chapter's contents are included. Each chapter ends with a conclusion that summarizes the content of the chapter and restates key topics to aid in student recall.

Questions for Discussion and Exercises Each chapter contains a list of questions for discussion that instructors may use to invite student engagement in the topics covered in the chapter. These questions are followed by a set of thought-provoking experiential exercises designed to help students look deeper into particular issues, reflect on what they have read, and integrate that learning with other ideas and concepts to which they have been exposed.

Additional Reading Additional reading lists are provided, which students will find useful in helping expand their understanding of particular topics, or as a place to begin for writing reports. Often other resources including websites or agencies are included that students may contact if they want to deepen their engagement outside of class.

Experiential Exercises, Instructor's Resource Manual, and Test Questions An Instructor's Resource Manual posted on the website provides additional exercises that instructors can use to press students to look more deeply into issues. There are also test banks on the website for instructors to use for class examinations.

NEW AND REVISED MATERIAL

The entire text of the fourth edition of *The Practice of Macro Social Work* has been scrupulously reviewed for relevance and currency. As a result, three chapters from the third edition have been excised, including Chapter 4, Leadership; Chapter 12, The Practice of Organization Development; and Chapter 14, The Practice of Social Work with Social Movements. Relevant information they contained has been incorporated into revised chapters.

A completely new Chapter 2, the Action-Social Model of Macro Social Work, makes its first appearance in the fourth edition. In addition, three chapters bearing new titles, containing substantial amounts of fresh material, and expanded information from the third edition are introduced, including Chapter 3, Helping Individuals and Groups; Chapter 4, Conventional and Social Problems; and Chapter 5, Solving Problems and Making Social Change.

Exhaustive research has been undertaken in each content area of the book. Every chapter carried over from the third edition has been completely rewritten, incorporating updated information, innovative concepts, stimulating ideas, and the latest material available.

Part One: Practice of Helping Individuals and Groups Solve Problems and Make Social Change

The Action-Social Model Chapter 2 is a completely new addition to the fourth edition, introducing an action-social model of macro social work. Rather than traditional biological and physical science-based social ecology and systems theory that forms the basis of many social work models, the action-social model intentionally uses concepts of social reality as its foundation. The action-social model is derived from social constructionism, social phenomenology, and symbolic interactionist orientations. It includes strengths/capacity, assets/resources, and empowerment/social justice

practice perspectives. The action-social model is expanded upon in other sections, and is used as a platform for all the practice chapters in the book.

Helping Individuals and Groups Chapter 3, *Helping Individuals and Groups: Generalist Social Work Practice*, provides a new generalist perspective to the text. It contains updated and expanded information from the third edition about leading task groups through the first meeting and through the group's life cycle.

In addition, the chapter introduces innovative new material exploring how social workers use social groups to strengthen individuals and task groups to make change, empower people, and help people overcome self-oppression. The chapter contains a new action-social model of leadership. It develops a new model of "philanthropy" by which macro social workers promote individual emotional and physical health by participation, volunteering, and civic engagement.

Conventional and Social Problems Chapter 4, *Conventional and Social Problems*, is a completely rewritten and refocused version of the third edition's Chapter 2, *Social Problems*. The chapter provides updated and new information about economic injustice and other social problems. Most important, the chapter includes a completely new, innovative typology of four levels of human problems that exist on a continuum of increasing complexity. The typology shows the differences between these types of problems, and ways that macro social workers help resolve them using combinations of rational problem solving and social thinking.

The chapter utilizes an expanded definition of social problems and explores the origin of social problem models, a continuum of problem-solving approaches, and answers that don't work, much of which originated with the third edition.

Solving Problems and Making Social Change Chapter 5, *Solving Problems and Making Social Change*, contains an updated description and definition of rational problem solving (RPS), a brief revised and updated history of RPS, and a step-by-step exploration of how to use RPS derived from the third edition. It provides a restructured section exploring the limitations of RPS.

In addition, however, Chapter 5 offers a new section on social thinking, including a helpful new definition of social thinking and an original description of the way social workers can use social thinking to solve social problems. An innovative section, new to

this edition, reviewing the limitations of social thinking is included.

The chapter adds fresh material exploring the assertion that social problems are best dissolved by a process of social change in combination with social thinking. The chapter introduces several theories of social change for the first time, and explores their limitations. It presents a unique action-social model of social change and new information about three aspects of change. The chapter utilizes an updated exploration from the third edition, helping students understand how to change social systems.

Part Two: Social Work Practice with Communities

Community Chapter 6, *Community*, is completely restructured, with a new focus and new material. Based on an original action-social model of community, the chapter expands the definition of community from the third edition and contains a compelling examination of whether community is dying that is new to this edition. Following this discussion, the chapter provides an in-depth, more concise history of community and community theorists.

The chapter also includes expanded and updated information about locality-based central cities, inner-ring suburbs, and suburbs. Material exploring problems that urban communities face today is a new feature in this chapter, along with an original section describing assets/resources and community control approaches that social workers can use in their efforts to revitalize urban localities.

A new section on rural towns and villages has been added describing the changing conditions of rural America, its unique features, and ways that rural social workers can assist these communities to become strengthened.

The chapter also looks at relational community from a fresh perspective as a form of the social commons, including information about social goods, social networks, and communal associations that is new to this edition. Additional new material shows how social workers use relational community in practice. Also new to the fourth edition is an original exploration of virtual community, how social workers use virtual community in community organizing and social action, and a critique of virtual community organizing.

Community Research and Planning Chapter 7, *The Practice of Community Research and Planning*, has been significantly expanded and refocused, centering

the chapter for the first time on the use of research methods in the planning process. Using new material, the chapter explores what community planning is and the role of social work in planning. A shortened and more directed section on the history of community planning is included, using refurbished material from the third edition and bringing community planning into the present.

A new, original action-social model community planning centering planning on foundations of participation, empowerment, and leadership is offered. Expanded and improved data from the third edition provides a step-by-step walk through the community planning process, from how to organize a planning group, through implementing the plan and ending the process.

Community Development Chapter 8, *The Practice of Community Development*, has also been substantially revised and updated, reflecting many of the changes that have occurred in the field over the past several years. For example, the chapter provides a completely reorganized history of community development. Building on information from the third edition, it incorporates new material describing community development corporations.

Completely new sections include a treatment of community economic development (CED) and its market-based approach, a community investment approach, a community wealth approach, and the partnership approach. Political community development (PCD) is also a new section reflecting the field's pioneering developments in community organizing, consensus, and community benefits approaches. Community social development (CSD) is also a new inclusion, exploring how CSD is bringing about the social commons by means of social investment and social development models.

Using fresh, updated information about building a community development corporation derived from the third edition, this chapter also provides recent material itemizing how e-community development is transforming the field. The chapter concludes with a new section exploring challenges to community development in the 21st century.

Practice of Community Organization Chapter 9, *The Practice of Community Organizing*, has been completely rewritten and updated. New material explores recent accomplishments of community organizations since the third edition. The chapter includes a

fresh review of the purpose of contemporary community organizing, and brings community organizing into the present by means of a new practically based history centered on the community organizing models of Saul Alinsky, Fred Ross, and Cesar Chavez, along with social networks and issue organizing approaches.

Building on this history, and incorporating concepts from the third edition, the chapter presents a new generic model of community organizing that social workers can use in many current situations, including how community organizers engage members, build community, create an organization, and engage in action. The chapter includes expanded strategies and tactics for direct engagement in social change. Especially compelling is a new section describing how students can develop a career in community organization.

Part Three: Social Work Practice with Organizations

Social Organizations Chapter 10, *Social Organizations*, provides a virtually new treatment of the topic. An updated description, and a shortened but more directed history of modern complex organizations utilizing information from the third edition begins the chapter. A new section describing the implications of large modern organization for macro social work is included.

The central feature of the chapter, however, is a completely revised and expanded exploration of nonprofit social organizations using some material from the third edition. This treatment, however, includes a clearer definition of social organizations than before, and a new section itemizing the foundational characteristics of nonprofit organizations. A refurbished history of social organizations that is briefer but more specific and detailed also appears in this chapter.

Important for social workers are new updated descriptions of the role and function, size, scope, structures, and funding of the major four categories of social organizations. Especially noteworthy, however, is a completely new exploration of the advent of new social enterprise organizations. This treatment brings social enterprise organizations into focus for social workers, showing why they are important today, and the various kinds of enterprise organizations that exist. An additional new feature highlights the challenges and future of nonprofit and social enterprise organizations in macro social work.

Creating Social Organizations Chapter 11, *Creating New Social Organizations*, is a new chapter that utilizes some material from the third edition. New information describes what social organization building includes. A more concise section on the history of organization building from the third edition and a new piece exploring organization building today are provided. The central focus of the chapter, however, is a step-by-step presentation covering the process of constructing non-profit social agencies, building on material from the third edition but also including a wealth of newer insights. Of equal importance is a creative examination of social entrepreneurship for social workers, and a new addition exploring how social workers can build social enterprise organizations. The chapter provides a challenge to the social work profession, making recommendations for developing social enterprise organizations in the 21st century.

Practice of Social Administration Chapter 12, *The Practice of Social Administration*, adds a number of new components to the subject matter of this fourth edition, including an action-social model of administration, the difference between social leadership and operations management, and updated information on the more important laws that guide administrative practice.

In addition, new material on program planning and service development, employee development, and an updated section on promoting organizational change are included. Completely new to the chapter is a section on rules of thumb of social enterprise administration, and a new logic model of program evaluation.

Part Four: Social Work Practice at the National and International Levels

Advocacy and Social Action Chapter 13, *Advocacy and Social Action: Making a Good Society*, includes updated and expanded descriptions of social policy advocacy, new information about how to carry out social work advocacy, and more focused and concise information about social movements from the third edition. The chapter also includes information from the third edition about both modern and new social movements, but also provides fresh and expanded material detailing how social workers engage in social action to create a revitalized society.

Social Work at the Global Level Chapter 14, *The Practice of Social Work at the Global Level*, has been refocused and substantially revised. The new focus aims to inspire students to consider international social work as a viable arena of practice. The history section has been completely expanded and rewritten, including new and updated information on nongovernmental organizations (NGOs), international NGOs, transnational NGOs, and nongovernmental support organizations. The chapter provides fresh, updated material on international social problems. It explores in more detail the arenas in which international social workers make change. An expanded section from the third edition on how to become an international social worker has been included.

ACKNOWLEDGMENTS

Many thanks are extended to the staff of Brooks/Cole Cengage Learning, especially Seth Dobrin and his assistant Coco Bator have been extremely helpful. I also appreciate the fine work of Kailash Rawat and the rest of the production team at PreMediaGlobal.

As always, Lorraine Inaba Brueggemann and our three children, Jennifer Saeko and William Masato Brueggemann and Sarah Lena Keiko Grunenwald provided ongoing support and encouragement without which this book could not have been written.

About the Author

William G. Brueggemann graduated from the University of Hawai'i at Manoa School of Social Work in 1964 as a social group worker. For over 20 years he worked as a psychotherapist, supervising counselor, group work director, and community resource developer, and founded several new social organizations. After receiving his master's and doctoral degrees in public administration from the University of Southern California, he taught administration at the University of San Francisco, directed the social work program at Fresno Pacific University and taught in the master's and doctoral programs in social welfare at Kyushu University of Health and Welfare, Nobeoka, Japan. He is the author of nine social work texts published in Japan, a chapter in *The Handbook of Community Practice 2nd ed*, a number of journal articles, as well as *The Practice of Macro Social Work*.

The Practice of Macro Social Work

1

Overview of the Practice of Macro Social Work

The Mission of Social Work

Social work's mission should be to build a meaning, a purpose and a sense of obligation for the community. It is only by creating a community that we establish a basis for commitment, obligation, and social support. We must build communities that are excited about their child care systems, that find it exhilarating to care for the mentally ill and the frail aged, and make demands upon people to contribute, and to care for one another.¹

Harry Specht and Mark Courtney

My Brother's Keeper

If anything human is foreign to me, I am myself, by just so much, less human.... It is a fact of man's makeup ... that I am indeed my brother's keeper; the voice of my brother's blood cries out to me from the ground, because, in the most significant sense, his blood is my very own.

As the range of our fellow-feeling contracts, the boundaries of the self close in, and become at last the walls of a prison. As we withdraw from the problems of the aged, the young, the poor, from suffering humanity in any part of the world, it is our own individualities that shrink.²

Abraham Kaplan

Ideas in This Chapter

DEATH COMES TO FRANCISCO

WHAT YOU WILL LEARN IN THIS CHAPTER

THE PLACE OF MACRO PRACTICE IN THE FIELD OF SOCIAL WORK

A BRIEF HISTORY OF MACRO SOCIAL WORK

Social Work and the Progressive Era (1865–1915)

The Great Depression (1929–1939)

The Conservative 1940s and 1950s

Professionalization and Specialization (1950–1970)

Generalist and Specialist Social Work (1970–1990s)

Expansion and Integration (1990s to the Present)

WHAT IS MACRO SOCIAL WORK?

Macro Social Work Practice

Helping Individuals and Groups

Solving Problems and Making Social Change

Community Social Work

Organizational Social Work

Societal Social Work

CONCLUSION AND A CHALLENGE FOR YOU

QUESTIONS FOR DISCUSSION

ADDITIONAL READING

DEATH COMES TO FRANCISCO

Francisco Martinez is dead. One of millions of faceless and insignificant laborers in our country, his passing will scarcely make a ripple in the course of world affairs. But “when his friends chew over the events of that morning, they taste the bile of being strangers in a strange land, the mules pulling agriculture’s plow,” writes Alex Pulaski. To his friends, Francisco’s death is symbolic of the hypocrisy of American culture. Searching for a better life, Francisco, a young Triqui Indian, came to the United States from the state of Oaxaca, Mexico, but as Filemon Lopez, an advocate for the Triqui Indians said, “the end of all this, for many, is death.” Each year the numbers of Triqui Indians swell in California when summer farm work calls. The many who remain in the United States often must live in caves or in the open. Francisco, however, was more fortunate than most. Part of a vine-pruning crew, he was one of 14 men and their wives and children who shared an unheated brick shed owned by rancher Russell Scheidt.

On a cold winter morning, however, Francisco’s fortune changed. Waking for work at about 5:00 a.m., Augustin Ramirez found Francisco on the floor, his breathing labored, appearing near death. Augustin woke two of Francisco’s friends, who ran to the ranch house to ask Scheidt to use the phone. Roused out of bed, Russell Scheidt was exhausted, having just returned at midnight from a Caribbean vacation in Jamaica. Mario Ramirez told him in Spanish that Francisco was dying and they needed to call the police. Scheidt’s response, according to Ramirez, was that they had cars, and they could take him to the hospital if they wished. Then he shut the door in their faces. Later Scheidt said “I can’t really remember what I told them.... I was kind of incoherent, to tell the truth.”

Desperate for help, Francisco’s friends sped into Kerman, a nearby town. Stopping at a service station, they talked an attendant into calling the Kerman police. They explained their problem to the officer, who asked several questions and then called the Sheriff’s department. The friends waited 22 minutes for the Sheriff’s deputies to arrive. Wasting more precious time, the deputies drove to the shed, where they found Francisco

at 6:15 a.m., already dead. Finally, they called the ambulance.

Francisco died of acute alcohol poisoning, which caused his brain to shut down his lungs. Tom Stoeckel, manager of the Valley Medical Center’s emergency unit in Fresno, said that paramedics can often revive victims of alcohol poisoning by simply giving them oxygen. However, death can result if the supply of oxygen to the brain has stopped for even a few minutes. The official report makes no mention of Scheidt or his refusal to allow the workers to call an ambulance. It stated that Francisco was already dead when the workers found him that morning.

The afternoon of the day Francisco died, Scheidt returned with a translator and told the Triqui men, women, and children to leave the property. The translator reportedly told them that housing inspectors were coming and the shed was not fit for human habitation. Scheidt said later that the men had finished their work and were basically squatters.

Francisco was buried two weeks later, a victim of human indifference, powerlessness, and poverty. His friends, now unemployed and homeless, gave him the best funeral they could buy with the \$861 they collected. Four of his friends attended the service. Russell Scheidt did not come.³

Francisco Martinez died a victim of alcohol poisoning. But his death was ultimately brought on by the social conditions of poverty, racism, and indifference, as well as the exploitation of an entire group of people. Even in the United States, many are impoverished economically and socially for the benefit of a few. When social abuse such as this occurs, our entire society is diminished and degraded.

WHAT YOU WILL LEARN IN THIS CHAPTER

This overview introduces you to the practice of macro social work. You will discover who macro social workers are and explore a brief history of macro social work. Then you will look at a definition of the practice of macro social work and see how different aspects of macro social work practice are covered in this book. You will be challenged to consider your own role as a macro social worker.

EXERCISE 1.1

Who Is to Blame?

Indifference to the plight of others in pain allows “man’s inhumanity to man” to thrive. When we are simple bystanders—spectators rather than actors in human affairs—we become devoid of social responsibility and retreat into a world of indifference, exploitation, and greed. We become socially and ethically numb, giving tacit assent to a host of social ills that eat at the heart of our well-being.

Macro social workers are people who insert themselves actively into the lives of others, not allowing social ills to go unchallenged. We want to make a difference in people’s lives where oppression, intolerance, and insensitivity exist. We work to correct conditions that cause human misery. We struggle to get at the root of social problems by calling attention to injustice, discovering where unfulfilled human needs cause deprivation, and we help forge people together to build communities of mutual responsibility with one another to increase strength and empowerment.

Imagine for a moment that you are a social worker with migrant farm workers in Kerman, California. The news of the death of Francisco Martinez reaches you. The plight of the Triqui Indians is all too familiar to you: wrenching poverty, oppression, prejudice, miserable living conditions, lack of educational opportunities for children, alcoholism, language barriers, health problems, long hours of backbreaking labor in fields where temperatures often pass 100 degrees for days on end, and worst of all, for many, the continual aching fear of deportation and separation from family and loved ones. Who or what is ultimately responsible for Francisco’s death? Where is the balance between personal and community responsibility?

After you have reached some conclusions, turn to the section “A Challenge to You” at the end of this chapter and read it. As a macro social worker, what method or combination of macro social work methods would you employ to address the problems of the Triqui Indians? What is your sense of the quote by Specht and Courtney at the beginning of this chapter? Come to some conclusions about what genuine social work practice consists of, then discuss them in class.

THE PLACE OF MACRO PRACTICE IN THE FIELD OF SOCIAL WORK

Social work is among the more altruistic human service professions in existence today. Social work not only takes a lead in providing clinical services to individuals and families, the arena of micro practice, but assists in engaging people in improving social conditions as a whole, the focus of macro social work.⁴ According to the National Association of Social Workers (NASW), all social workers, therefore, have a double orientation: to individual clients as well as to the broader society.⁵ Even if macro level social work is outside one’s day-to-day professional obligation, helping make a better society is not only an expectation of all social workers, but ought to be part of every social worker’s personal commitment as a citizen and member of one’s community. In many different ways, all social workers ought to exercise their civic consciousness by volunteering and becoming active in expanding the social commons, the arena where social goods, benefits, and opportunities flourish.⁶

Every social worker, for example, ought to be open to efforts to help people in their neighborhoods engage in conscientious planning for social betterment; promote projects of community economic, political, and social development; and, where possible, become active in community organizing efforts to overcome social injustice and solve social problems.⁷

Some of you may have an opportunity to contribute to building the social infrastructure of your community by leading social groups for youth or young adults, for example, or volunteering in one of the many nonprofit social organizations that exist in your community. You may use your social work skills to help develop a new community-based social organization or serving on its board. At the larger societal level, others may be motivated to become involved in movements for social justice, or become engaged in the political process, advocating for particular social programs or policies to help make our society more humane, caring, and compassionate. You may even become involved in helping remediate global social problems, becoming affiliated with and supporting organizations such as Oxfam, CARE, UNICEF, and Amnesty International that are dedicated to refugee, relief, international community development, and human rights.

Whether your occupational goal is clinically based practice or macro social work, therefore, this textbook is intended to inspire you and give you information that will equip you to engage in social change and social justice as part of your professional calling and personal lifestyle. It will assist you to discover how to apply your idealism, compassion, and altruism in daily acts of social change. The information in this book can help you build a foundation of knowledge so you can make a difference and help make the world a better place.

A BRIEF HISTORY OF MACRO SOCIAL WORK

By about 1850, voracious economic corporations of the day and laissez-faire U.S. democratic government encouraged rampant wealth accumulation and exploitation, not only of natural resources but of the nation's human population as well. What made this era especially harrowing were the "evils of unrestricted and unregulated capitalism," says David Cannadine.⁸ The imperialistic possessive mentality even extended beyond national borders, as Britain and other nations including America enslaved human beings and in the process appropriated much of the remaining territory of the globe for their own use.

The result was the rise of unimaginable power for a few and abysmally inequitable deprivation for many. The harnessing of entire families to a dreadful existence in factories and work houses where life, as Thomas Hobbes so aptly put it, was "solitary, poor, nasty, brutish, and short,"⁹ was a condition that for some came to be seen as "natural" and, what was more chilling, as the way things ought to be.

For some citizens, however, such conditions were far from natural. Many of these people were the first social workers, who saw the destruction of family and community life as an egregious horror that needed to be corrected. Beatrice Webb, one of the most respected social workers and commentators of late 19th-century Britain asserted that 'for four-fifths of the entire population, the 'Industrial Revolution' ... must have appeared ... as a gigantic and cruel experiment which, insofar as it was affecting their homes, their health, their subsistence and their pleasure, was proving a calamitous failure."¹⁰

Social Work and the Progressive Era (1865–1915)

Early social workers in the United States and Canada, in spite of all odds against them, challenged the dominant ideology of the day and struggled to recapture a vision of a society where cohesive social relationships, concern for others, and communal social well-being would again be the norm. In so doing they worked to restore humanity to its ideal condition of mutual benefit, forging within the emerging profession of social work a particular concern for community.

Progressive social workers were at the forefront of every major social movement in an era that was filled with reform efforts. Whether involved with individuals and families as charity organization workers, or with groups and community as settlement workers, they were tireless fighters for social justice, helping to mobilize people who were desperate for social change. They worked on behalf of labor, child welfare, progressive politics, and pacifism, seeking social reform, not revolution. They advocated for social change wherever and whenever the necessity arose. Early social workers, as Harry Specht and Mark Courtney assert, "were concerned about every corner of darkness, despair, and deprivation on earth. They sought to aid criminals, alcoholics, the poor, children, and people suffering from mental or physical disability. They worked to improve food and drug safety, sanitation, playgrounds, and slums."¹¹

They mobilized individuals and groups, conducted research, helped improve communities and organizations, and were involved in social change at the local, state, and national levels. A few even became involved in international issues.

Social Work with Individuals and Groups Social workers in the Charity Organization Society and Settlement House movements engaged individuals in their own neighborhoods. Friendly visitors of the Charity Organization Society, for example, invented social casework to assist individuals, many of whom were impoverished immigrants trying to raise families in slums, young men who could not find work, and others who were struggling to adapt to conditions in the new country.

Settlement house social workers invited individuals to join settlement activities, programs, and services.

They understood the value of groups in empowering people. They pioneered the use of social clubs and discussion groups to address citizenship issues, promote educational and arts classes, develop leadership, solve common problems in their local neighborhoods, and they engaged in social activism.

Social Work Research Early social workers realized that if they were to make a difference, they needed to base their efforts on verifiable social research. Charity organization workers, for example, examined the way charity was distributed, the extent of poverty in cities, and the causes and correction of impoverishment, laying a foundation for evidence-based social work practice. But the major efforts of research and reform were carried out by settlement social workers. Jane Addams, founder of Hull House in Chicago, for example, understood that in order to solve problems, one must first understand them. Settlement house social workers collected, analyzed, and based their solutions on evidence, exemplified by the “3 Rs” of the Settlement House movement: residence, research, and reform.

In 1895, the Hull-House Association published *Hull-House Maps and Papers*,¹² examining the health conditions of tenements, poor sanitation, and crowded slums. They correlated these conditions with tuberculosis and other diseases and used that research to press local government to correct unhealthy conditions in tenements, improve health care and housing, create playgrounds, and develop legislation for consumer protection.

Community Social Work Charity organization social workers helped pioneer community social work, creating the field of community social welfare planning, rationalizing philanthropy, and improving the effectiveness and efficiency of social service delivery. Settlement house workers sought to mobilize neighborhood forces, and a few tried to help residents develop self-directed associations. In Boston, for example, settlement workers helped organize 16 district improvement societies, which chose delegates to citywide United Improvement Associations. Settlements formed their own federations.

Early social workers pioneered what has come to be termed community organization. While other types

of neighborhood organizing existed during the Progressive Era, says Robert Fisher, the “social work [community organizing] approach, best exemplified in the social settlements, dominated the era,”¹³ and until the 1930s was the most effective means by which people connected with each other to deal with the issues that affected their neighborhoods. “They played a positive role in delivering needed services, raising public consciousness about slum conditions, and called for collective action to ameliorate problems.”¹⁴

The settlement assumed a “special responsibility for all families living within a radius of a few blocks of the settlement house [and] it sustained a general relationship to the larger district encircling the neighborhood,”¹⁵ bringing about needed changes through direct efforts, mobilization of local resources, and democratic social action.¹⁶

Organizational Social Work Charity and settlement house social workers were simultaneously active in organizational social work as well. Charity organization societies pioneered local social service administration, establishing agency networks, organizing new councils of social agencies to coordinate services city-wide, and creating community chests, precursors of the United Way.

Settlement house social workers became experts in public administration and government. They knew that public administration must be placed on a neutral foundation that eliminated favoritism. They advocated government reform, designing a new city manager form of local government that was adopted by many cities across the nation. Early social workers, along with others, pressed government to eliminate organizational corruption at the national level, and they succeeded in obtaining passage of the Pendleton Act of 1883, creating the Civil Service Commission, eliminating nepotism in federal administration. Mary Parker Follett, a settlement house social worker, was then and remains today one of the outstanding pioneers in organizational theory.

Societal Social Work As settlement workers got to know their neighborhoods and the needs of residents, many of them were drawn into social change at the societal level. They became involved in child

welfare, reform of the democratic process, and wider social movements.

Child Welfare Settlement workers were prime advocates in the child welfare movement, pushing for child welfare legislation. In 1902 Lillian Wald and Florence Kelley mobilized 32 settlement houses in New York City to abolish the horrors of child labor, stimulating the 1903 Conference of Charities and Corrections, which built opposition to child labor on national lines. Wald and Kelley organized the first White House Conference on Child Dependency in 1909, bringing the issue of dependent children before the entire nation. The White House Conference was instrumental in developing the Children's Bureau, established in 1912, the first child welfare agency of the federal government.

Settlement workers successfully developed proposals for a new juvenile criminal justice system, advocating and obtaining a separate court for juvenile offenders, with laws to protect children from overly punitive sentencing and prison conditions. They provided leadership in establishing the first probation service in Chicago and the Juvenile Protective Association.

Democratic Political Process Working through small groups and clubs, settlement house social workers encouraged government to play a larger role in providing for the public welfare through policies, programs, and regulatory efforts. Social workers helped break the back of political machines in local government that colluded with business to distort the democratic process by means of bribery and favoritism.

Progressive social workers pressed for more direct democratic participation in political choice by advocating for laws mandating citizen-sponsored initiatives, the referendum, and the recall of ineffective politicians at the state level. Along with other social activists at the national level, they won the right of people to participate in choosing presidential candidates by means of the direct primary and for direct election of senators.

Social Movements and Social Reform Progressive social workers pressed for government regulation of big business. They advocated for better wages, hours, and working conditions for men, women, and children, and advocated for federal laws in consumer protection.

Hull House workers organized the Immigrant Protective League, easing immigrants' adjustment to their new country, helping to prevent political exploitation

of immigrants by corrupt political machines. Settlement workers fought for laws to protect employed women, helping organize the National Women's Trade Union, and picketed with women workers in strikes against sweatshop owners.

Florence Kelley was instrumental in establishing the constitutionality of the 10-hour work day. Jane Addams was a leader in the creation of the State Boards of Conciliation and Arbitration in Illinois. Settlement workers formed the Municipal Voters League, provided national leadership to the General Federation of Women's Clubs, and were in the forefront of passage of the Women's Suffrage Amendment to the Constitution in 1919. Progressive policy advocates, using evidence-based practice, pressed for enforcement of pure food and drug laws, and advocated for regulatory agencies such as the Food and Drug Administration.

Social workers engaged in social protest and were active in some of the momentous social movements of the time, including the labor movement, women's suffrage, temperance, and the peace movement, helping to win amendments to the U.S. Constitution allowing women to vote and prohibiting alcohol consumption.

The Great Depression (1929–1939)

During the Great Depression the crisis in the national economy spurred many social workers to increased activity, especially at the national level. Social work associations pressured government to reverse its "hands off" policies toward the economy and provide programs to assist destitute families with jobs, relief, and protection from economic fluctuations. "The American Public Welfare Association and the American Association of Social Workers lobbied hard in the early 1930s for federal public works and employment relief.... Social workers never showed more interest in public welfare than they did in the Depression years,"¹⁷ asserts James Patterson.

Many social workers were recruited to serve in ranking positions in the Roosevelt administration formulating plans, making proposals, and carrying out policies and programs. They included Ewan Clague, administrator of the Social Security Administration; Jane Hoey, director of the Bureau of Public Assistance; Frances Perkins, Secretary of Labor; Wilbur J. "Mr. Social Security" Cohen, author of the Social Security law and later Secretary of Health, Education, and Welfare. The Works Progress Administration was

mobilized by social worker Harry Hopkins (1890–1946), one of the great humanitarians of that period, who also served as director of the Federal Emergency Relief Administration (FERA) and Secretary of Commerce.

As a result of the dedicated efforts of both micro- and macro-oriented social workers, along with others, a number of groundbreaking pieces of legislation were passed including the Social Security Act (SSA) of 1935, which provided assistance to aged; unemployment insurance; Aid to Families with Dependent Children; Maternal and Child Welfare; public health services; and services to the blind. The SSA was the most significant piece of social welfare legislation ever devised, the largest government program in the world, and, at the time, the single greatest expenditure in the federal budget.

Councils of Social Agencies provided a necessary intermediary role assisting in the support and development of numerous social programs. So important were these councils that the influential 1939 Lane Report cited them as the only urban community organizations at that time that organized resources to meet community needs.

The Conservative 1940s and 1950s

Many new social service programs were developed after World War II to care for increasing areas of need, including housing and assisting people with physical, emotional, and developmental disabilities. While most social workers engaged in individual social care, some focused on social group work and a few became active in planning, program development, administration, and policy advocacy. With the successes of the 1930s and early 1940s it became clear that an integrated arena of professional social work practice needed to be developed.

Professionalization and Specialization (1950–1970)

In 1955 the National Association of Social Work (NASW) was formed, and formally began to define social work methods. NASW officially recognized social casework and group work as two of its methods, and in 1962 NASW officially included community organization, a precursor to macro social work, as its third specialty. Soon schools of social work began offering coursework in each of these three disciplines as well

as instructing students on professional roles and ethical guidelines common to all social workers.

Social work specialization continued in the decade of the 1960s as more and more caseworkers identified with the practice of clinical psychotherapy and pressed for legislation to allow them to become licensed clinicians on a par with psychiatry and psychology.

Changes in society at large were also having an impact on workers. While many individual social workers became actively involved in and provided leadership to the civil rights, women's rights, and welfare rights movements, community organization social work was still in its early stages of development as a specialty, limiting its impact on social changes that were occurring in this turbulent era. Social group work was transformed into clinically based group therapy or absorbed into community organization, gradually disappearing as a specialty in its own right.

Generalist and Specialist Social Work (1970–1990s)

Clinical social work continued to grow rapidly in the 1970s and 1980s as local NASW chapters pressed for legislation allowing master's-level social workers to establish private clinical practice and receive third-party payments from insurance companies and government providers. So successful were these efforts that in state after state MSW clinical social workers became licensed practitioners. Within a few years social workers dominated the field of psychotherapy, a position that social work continues to hold today.

Other social workers, still concerned about larger social problems, gained skills and increasing competency. Community organization moved beyond its identification as a single method and, according to Jack Rothman and John Tropman, became defined as community social work practice including locality development, community planning, and community organizing.¹⁸

By the end of the 1980s community organization social work made a giant leap as the field claimed four distinct arenas of practice at the community, organization, societal, and international levels and became renamed macro social work. Macro social work practitioners were adding new styles and approaches to many arenas of social reform.

At the same time, however, a reaction to increased specialization was occurring. A number of social work

educators and practitioners were concerned about the bifurcation of social work into individual psychotherapy and social reform.¹⁹ Gradually, the practice of social work, particularly at the BSW level, was reconceptualized as general social work practice. Even though most general social work practitioners concentrated at the micro level, an expectation was established that all social workers at the bachelor's level should be knowledgeable about the role played by macro social workers and, where possible, should apply macro social work methods in the larger scope of change and social betterment.

Expansion and Integration (1990s to the Present)

In the early 1990s the field of macro social work continued to grow. The Council on Social Work Education (CSWE) included social justice and macro-level practice in its expectations for all social work practitioners. Today, macro social work is transforming itself so rapidly that each decade it seems to reinvent itself. While community social work practice only engages about 1% of the total number of NASW members, community practice is key to growing changes that our society is experiencing. Today, for example, community practice includes community planning and policy, community organization, and community development. Community planners and organizers have initiated multiple new practice approaches. Community development has expanded into three arenas of practice: economic, social, and political development.

Moreover, the field of organization social work has also grown to include social administration and organization building, as well as organization development aimed at improving the social health and effectiveness of organizations, although few social workers engage in this form of advanced practice. Nonprofit organizations have become recognized as comprising a new social sector of society, including not only traditional social agencies but social intermediaries, advocacy, and new social enterprise organizations.

Societal social work has moved more assertively into social betterment, including policy advocacy and the use of both modern and postmodern social movements to bring about social change. International social work is becoming an increasingly important field of practice in our global market society. Macro social work is a firmly established field within the profession

of social work. It is one of the most rapidly developing areas of social work today and is seeing increased utility and sophistication of its practice modalities.

WHAT IS MACRO SOCIAL WORK?

Macro social work is the practice of helping individuals and groups solve problems and make social change at the community, organizational, societal, and global levels. Let's look at this definition in more detail.

Macro Social Work Practice

Macro social work is a professional field of *practice*. Most clinical social workers utilize time-tested practice models derived from biological and physical sciences-based systems theory. While macro social work, in general, has not found systems models to be compatible with its theory base, the field has not until now developed a practice model congruent with its unique components. This text corrects this oversight by introducing the action-social model of macro social work practice.

In Chapter 2 you will find that the action-social model is based on a theory of the social as an entity in and of itself and embeds social work within an action frame. You will learn how the action-social model is centered on a form of reason called substantive or social thinking. You will discover how you can utilize its strengths/capacities approach, its assets/resources model, and its empowerment perspective. Most importantly, you will learn how to engage its social justice orientation congruent with the NASW Code of Ethics. You will explore how you can apply the action-social model to your own practice throughout this text.

Helping Individuals and Groups

The way large systems in society affect *individuals and groups* is a concern of all social workers. Where those systems disempower people, create injustice, or threaten to overwhelm the individual, you will learn how you can help individuals and groups apply their collective strengths and resources and help make a better society.

In Chapter 3, you will learn how social groups help improve people's individual character and promote emotional growth and social development. You will discover how your work with people in task groups

helps overcome a condition called “self-oppression.” You will learn that your engagement in project-oriented task groups is a necessary means of working with both communities in which you live and organizations where you work. You will explore how to lead task groups through the first meeting and the life cycle of the group, and you will learn to assist individuals become socially and emotionally healthy by means of “philanthropy.”

Solving Problems and Making Social Change

Solving problems and making social change by means of macro social work practice is the heritage, the present responsibility, and the future promise of the social work profession. It is social work’s commitment to social betterment at all levels that ensures its continued impact in our world today.

In Chapter 4 you will explore a range of human problems that you may encounter in your career, focusing particularly on social problems and their particular dynamics. In Chapter 5 you will learn how you can help solve many of those human problems by means of rational problem solving combined with social thinking. You will explore how you can be a part of helping resolve some of the major social problems of our day by social thinking and making social change.

Community Social Work

Community social workers must be familiar with the growing diversity of community in today’s modern world. Community social workers help communities strengthen relationships between people, gain empowerment, and overcome injustice by means of social planning, community development, and community organization.

Community In Chapter 6 you will learn that until relatively recently, community has been *the* universal means by which human beings related to one another and developed governance structures. While large social systems structures tend to dominate society today, community not only continues to survive but has taken on a multiplicity of roles in our modern era. You will discover that three forms of community exist: community as locality, as relationship, and virtual

community. You will explore each of these forms and learn how you can help revitalize your urban neighborhood, rural town, or village.

Community Research and Planning *Community research and planning* is one of the most important components of macro social work and is used in every arena of practice. In Chapter 7 you will explore the role of action-social planning and how you can get involved in local community planning projects, working step by step from forming a community planning group through evaluating the process.

Community Development Social workers who help make communities better places for individuals and families engage in *community development*. In Chapter 8 you will discover what community development and community development corporations (CDCs) are. You will explore how to use community economic development (CED), community political development (CPD), and community social development (CSD). You will learn how you can participate in building a CDC and explore a future in community development social work.

Community Organizing Some community social workers help overcome the estrangement and oppression imposed on people by large megastructures of corporate and public life. These social workers are called *community organizers*. Community organization is a process by which you assist people in neighborhoods and coalitions of neighborhoods engage change over the long term. In Chapter 9 you will discover how you can become involved in overcoming economic and political inequality and work to achieve social justice. You will learn how to define your role, identify an issue, forge a community of neighbors, choose a model, develop an organizing structure, carry out action strategies and tactics, and bring the organizing project to a close.

Organizational Social Work

Robert Prethus and others have observed that we live in an organizational society.²⁰ Just as important as community social work, organizational social work is becoming a key core of macro practice. Organizational social workers understand the unique