



empowerment series



CHARLES ZASTROW

Introduction to Social Work and Social Welfare

Empowering People

12e

Council on Social Work Education Educational Policy and Accreditation Standards by Chapter

The Council on Social Work Education’s Educational Policy and Accreditation Standards requires all social work students to develop nine competencies and recommends teaching and assessing 31 related component behaviors, listed as Educational Policy (EP) Competencies 1–9 below. The multicolor icons (see figure at right) and end of chapter “Competency Notes” connect these important standards to class work in the chapters identified below with **bold blue type**.



The 9 Competencies and 31 Component Behaviors (EPAS, 2015)	Chapter(s) Where Referenced
Competency 1—Demonstrate Ethical and Professional Behavior:	3
a. Make ethical decisions by applying the standards of the NASW Code of Ethics, relevant laws and regulations, models for ethical decision-making, ethical conduct of research, and additional codes of ethics as appropriate to context	3
b. Use reflection and self-regulation to manage personal values and maintain professionalism in practice situations	3
c. Demonstrate professional demeanor in behavior; appearance; and oral, written, and electronic communication	3
d. Use technology ethically and appropriately to facilitate practice outcomes	3
e. Use supervision and consultation to guide professional judgment and behavior	3
Competency 2—Engage Diversity and Difference in Practice:	3, 7, 12, 13, 14, 16
a. Apply and communicate understanding of the importance of diversity and difference in shaping life experiences in practice at the micro, mezzo, and macro levels	3, 7, 12, 13, 14, 16
b. Present themselves as learners and engage clients and constituencies as experts of their own experiences	3
c. Apply self-awareness and self-regulation to manage the influence of personal biases and values in working with diverse clients and constituencies	3, 7, 12, 13, 14, 16
Competency 3—Advance Human Rights and Social, Economic, and Environmental Justice:	3, 7, 12, 13, 14, 16
a. Apply their understanding of social, economic, and environmental justice to advocate for human rights at the individual and system levels	3, 7, 12, 13, 14, 16
b. Engage in practices that advance social, economic, and environmental justice	3, 7, 12, 13, 14, 16
Competency 4—Engage in Practice-informed Research and Research-informed Practice:	3, 7, 12, 13, 14, 16
a. Use practice experience and theory to inform scientific inquiry and research	3
b. Apply critical thinking to engage in analysis of quantitative and qualitative research methods and research findings	3, 7, 12, 13, 14, 16
c. Use and translate research evidence to inform and improve practice, policy, and service delivery	3, 7
Competency 5—Engage in Policy Practice:	1, 3, 6, 7, 12, 13, 14, 16
a. Identify social policy at the local, state, and federal level that impacts well-being, service delivery, and access to social services	1, 3, 6, 7, 12, 13, 14, 16
b. Assess how social welfare and economic policies impact the delivery of and access to social services	3
c. Apply critical thinking to analyze, formulate, and advocate for policies that advance human rights and social, economic, and environmental justice	3, 7, 12, 13, 14, 16

The 9 Competencies and 31 Component Behaviors (EPAS, 2015)	Chapter(s) Where Referenced
Competency 6—Engage with Individuals, Families, Groups, Organizations, and Communities:	2, 3, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17
a. Apply knowledge of human behavior and the social environment, person-in-environment, and other multidisciplinary theoretical frameworks to engage with clients and constituencies	2, 3, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17
b. Use empathy, reflection, and interpersonal skills to effectively engage diverse clients and constituencies	3
Competency 7—Assess Individuals, Families, Groups, Organizations, and Communities:	3
a. Collect and organize data, and apply critical thinking to interpret information from clients and constituencies	3
b. Apply knowledge of human behavior and the social environment, person-in-environment, and other multidisciplinary theoretical frameworks in the analysis of assessment data from clients and constituencies	3
c. Develop mutually agreed-on intervention goals and objectives based on the critical assessment of strengths, needs, and challenges within clients and constituencies	3
d. Select appropriate intervention strategies based on the assessment, research knowledge, and values and preferences of clients and constituencies	3
Competency 8—Intervene with Individuals, Families, Groups, Organizations, and Communities:	3, 4, 5, 7, 8, 10, 13
a. Critically choose and implement interventions to achieve practice goals and enhance capacities of clients and constituencies	3, 4, 5, 7, 8, 10, 13
b. Apply knowledge of human behavior and the social environment, person-in-environment, and other multidisciplinary theoretical frameworks in interventions with clients and constituencies	3, 4, 5, 7, 8, 10, 13
c. Use inter-professional collaboration as appropriate to achieve beneficial practice outcomes	3
d. Negotiate, mediate, and advocate with and on behalf of diverse clients and constituencies	3
e. Facilitate effective transitions and endings that advance mutually agreed-on goals	3
Competency 9—Evaluate Practice with Individuals, Families, Groups, Organizations, and Communities:	3
a. Select and use appropriate methods for evaluation of outcomes	3
b. Apply knowledge of human behavior and the social environment, person-in-environment, and other multidisciplinary theoretical frameworks in the evaluation of outcomes	3
c. Critically analyze, monitor, and evaluate intervention and program processes and outcomes	3
d. Apply evaluation findings to improve practice effectiveness at the micro, mezzo, and macro levels	3

TWELFTH
EDITION

Introduction to

**SOCIAL WORK and
SOCIAL WELFARE**
Empowering People

CHARLES ZASTROW
George Williams College of Aurora University



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Charles Zastrow, MSW and PhD is Assistant Director and Professor in the Social Work Program at George Williams College of Aurora University at Williams Bay, Wisconsin. He has worked as a practitioner in a variety of public and private social welfare agencies and has chaired 23 social work accreditation site visit teams for the Council on Social Work Education (CSWE). He has served two terms as a Commissioner on the Commission on Accreditation of CSWE. He has been a Board Member of the Association of Baccalaureate Social Work Program Directors, Inc. (BPD). Dr. Zastrow is a licensed Clinical Social Worker in the State of Wisconsin. In addition to *Introduction to Social Work and Social Welfare*, Dr. Zastrow has written three other social work textbooks: *The Practice of Social Work* (10th ed.), *Social Work with Groups* (8th ed.), *Understanding Human Behavior and the Social Environment* (9th ed.) (with Dr. Karen Kirst-Ashman).

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*To Kathy,
my wife,
who has invigorated my life!*

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EMPOWERING PEOPLE

Empowering people is a theme of this text. Content on empowerment of self and clients is provided in the following chapters:

CHAPTER 1

Social Welfare: Its Business, History, and Future

- The business of social welfare is to empower individuals, groups, families, organizations, and communities to improve their circumstances.

CHAPTER 2

Social Work as a Profession and a Career

- Playing a poor hand well: Empowering at-risk children.
- A goal of social work: Enhance the problem-solving, coping, and developmental capacities of people.
- A goal of social work: Enhance human well-being and eliminate poverty, oppression, and other forms of social injustice.
- The strengths perspective and empowerment.
- Self-awareness and identity formation.

CHAPTER 3

Generalist Social Work Practice

- Role of generalist social worker: Empowerer.
- A therapy group that utilized a strengths perspective.

CHAPTER 4

Poverty and Public Welfare

- Working with discouraged people.

CHAPTER 5

Emotional/Behavioral Problems and Counseling

- Counseling.

CHAPTER 6

Family Problems and Services to Families

- Treatment of incest.

CHAPTER 7

Sexual Orientation, Gender Identity, and Services to Lesbian, Gay, Bisexual, Transgender, and Questioning (LGBTQ) Individuals

- Social work with LGBT individuals.
- Sex counseling and sex therapy.

CHAPTER 9

Crime, Juvenile Delinquency, and Correctional Services

- The treatment approach.
- Reforming the correctional system.

CHAPTER 10

Problems in Education and School Social Work

- Becoming a creative, critical thinker is the essence of education.
- Expand preschool programs.

- Role of school social worker: Counselor and parent liaison.
- Role of school social worker: Advocate.
- Role of school social worker: Mental health consultant.
- Role of school social worker: Systems change specialist.

CHAPTER 11

Work-Related Problems and Social Work in the Workplace

- Theory Y: Improving productivity and job satisfaction.
- Social work in the workplace.
- Employee assistance programs.

CHAPTER 12

Racism, Ethnocentrism, and Strategies for Advancing Social and Economic Justice

- Cochran Gardens: A grassroots organization that used a strengths perspective.
- Empowerment.
- Strengths perspective: Strategies for advancing social and economic justice.

CHAPTER 13

Sexism and Efforts for Achieving Equality

- Strategies for achieving sexual equality.
- The feminist perspective on therapy.
- Assertiveness training.

CHAPTER 14

Aging and Gerontological Services

- Social work and older adults.
- Development of social roles for older adults.
- Preparation for later adulthood.

CHAPTER 15

Health Problems and Medical Social Services

- Understanding and reducing stress.
- Medical social work.
- Counseling the terminally ill.

CHAPTER 16

Physical and Mental Disabilities and Rehabilitation

- Roles of social workers.
- Empowering consumers of services.

CHAPTER 17

Overpopulation, Misuse of the Environment, and Family Planning

- Confronting environmental problems.
- Social work and family planning.



VALUES AND ETHICS

Content on social work values and ethics is infused throughout the text. Our society is increasingly becoming aware that values and ethics are key determinants of human behavior. Content on social work values and ethics provided in the following chapters:

CHAPTER 1

Social Welfare: Its Business, History, and Future

- Institutional view of social welfare.
- Developmental view of social welfare.

CHAPTER 2

Social Work as a Profession and a Career

- The strengths perspective and empowerment.

CHAPTER 3

Generalist Social Work Practice

- Value conflicts between a helping professional and bureaucracies.
- Knowledge, skills, and values for social work practice.
- Respect for the dignity and uniqueness of the individual.
- Client's right to self-determination.
- Confidentiality.
- Advocacy and social action for the oppressed.
- Accountability.
- The institutional orientation.
- Respect for the spiritual and religious beliefs of others.
- Promoting social and economic justice, and safeguarding human rights.

CHAPTER 4

Poverty and Public Welfare

- Social work and public welfare: Social work's commitment to the needs and empowerment of people who are vulnerable, oppressed, and living in poverty.

CHAPTER 5

Emotional/Behavioral Problems and Counseling

- Ethical dilemmas of social workers in regards to managed mental health care.

CHAPTER 6

Family Problems and Services to Families

- Rights of children versus rights of parents.

CHAPTER 7

Sexual Orientation, Gender Identity, and Services to Lesbian, Gay, Bisexual, Transgender, and Questioning (LGBTQ) Individuals

- Does conversion therapy for gays and lesbians work?
- Social work with LGBT individuals.

CHAPTER 9

Crime, Juvenile Delinquency, and Correctional Services

- Racial profiling.
- Factors influencing treatment: Custody-treatment conflict.

CHAPTER 10

Problems in Education and School Social Work

- Equal access to quality education.
- Traditional school social work roles.
- Newer social work roles.

CHAPTER 11

Work-Related Problems and Social Work in the Workplace

- Social work in the workplace.

CHAPTER 12

Racism, Ethnocentrism, and Strategies for Advancing Social and Economic Justice

- Institutional racism and institutional discrimination.
- Strategies for advancing social and economic justice.
- Ethnic-sensitive social work practice.
- Strengths perspective.
- Culturally competent practice.

CHAPTER 13

Sexism and Efforts for Achieving Equality

- Sexism and social work.
- The feminist perspective on therapy.

CHAPTER 14

Aging and Gerontological Services

- Ethical issue: Should assisted suicide be legalized?
- Social work and older adults.
- Development of social roles for older adults.

CHAPTER 15

Health Problems and Medical Social Services

- Unequal access to health services.
- Low-quality health care for older adults.
- Establishing a national health insurance program in the United States.

CHAPTER 16

Physical and Mental Disabilities and Rehabilitation

- Roles of social workers.
- Empowering consumers of services.

CHAPTER 17

Overpopulation, Misuse of the Environment, and Family Planning

- The abortion controversy.
- Providing family planning services.
- Social work and family planning.

Preface

In social work, empowering people is the process of helping individuals, families, groups, organizations, and communities increase their personal, interpersonal, socioeconomic, and political strength and influence through improving their circumstances. Social workers seek to develop the capacity of clients to understand their environment, make choices, take responsibility for their choices, and influence their life situations through organizations and advocacy. Social workers also seek to gain a more equitable distribution of resources and power among different groups in society. This focus on equity and social justice has been a hallmark of the social work profession. In recent years, social work education has had an increased emphasis on the concept of human rights—which will be discussed in this edition.

This book is designed to stimulate student interest in social work and to provide an experiential “flavor” of what the fields of social welfare and social work are really like. Using a social problems approach, the book describes how people are affected by poverty, child abuse, emotional difficulties, sexism, alcoholism, crime, AIDS, physical and mental disabilities, racism, overpopulation, sexual assault, and other problems. Information on the nature, extent, and causes of such problems is also presented. In teaching introductory courses in social work, a number of my colleagues and I have found that students tend to be more interested when they come face to face with the tragic social conditions that people experience. This book also includes case examples through which the reader is able to identify with people in need of help.

In addition, *Introduction to Social Work and Social Welfare: Empowering People* is designed to:

- Provoke the reader’s thinking about some of the controversial contemporary issues in social

welfare. I believe developing the student’s critical thinking capacities is much more important than teaching unimportant facts to be recited on exams.

- Convey material on social work intervention approaches that the reader can use in working with people to facilitate positive changes.
- Present material on both sides of major social issues confronting our society that the reader can use in arriving at informed positions.
- Provide case examples of the functions, roles, responsibilities, gratifications, and frustrations of social workers that will help the student who is considering a social work major to make an informed career decision.
- Provide a brief historical review of the development of social welfare, social work, and various social services.
- Facilitate the reader in acquiring an international perspective by presenting, in practically every chapter, information on social problems and social services not only in the United States but also in other countries.
- Inform the reader of the Council on Social Work Education’s (CSWE) conceptualization of social work education at the baccalaureate and master’s levels as delineated in CSWE’s *Educational Policy and Accreditation Standards (EPAS)*.
- Help the reader “sort out” his or her value structure in relation to welfare recipients, single parents, ex-convicts, the mentally ill, the divorced, persons with AIDS, abusive parents, minority groups, those who are prejudiced, and so on. The aim is not to sell any particular set of values but to help the reader arrive at a value system that she or he will be comfortable with and find functional in interacting with others.

Plan of the Book

Part I introduces the student to the fields of social welfare, social work, and human services. These terms are defined, and their relationships to sociology, psychology, and other disciplines are described. A brief history of social welfare and social work is provided, and the future is examined. A discussion of social work as a career and as a profession is included, and this gives the reader a basis for deciding whether to pursue a career in social work.

This part also describes generalist social work practice with systems of all sizes, including individuals, groups, families, organizations, and communities. This conceptualization introduces readers to the knowledge, skills, and values needed for effective social work practice.

Part II focuses on the most common social problems served by the field of social welfare. This part constitutes the main emphasis of the text and describes:

- Contemporary social problems in our society.
- Current social services for meeting these problems.
- Gaps in current services.
- Controversial issues in each service area.
- Proposed new programs to meet current gaps in services.

Numerous case examples provide the reader with a “feeling” awareness of how the problems affect people and convey what it is really like to be a social worker.

This 12th edition updates the information in every chapter. New topics include major mental disorders in DSM-5; mindfulness; Supplemental Nutrition Program (SNAP); asset-based community development; learning objectives for students in each chapter; gender identity; practice considerations and services for LGBTQ persons; dimensions of sexuality (biological, gender, and sexual orientation); suggestions for social work students to work against oppression of LGBTQ persons; movement toward legalizing the possession and use of marijuana in some states; elder abuse; the Affordable Care Act; the increase in terrorism in recent years; the Common Core Standards in education; counseling versus therapy/psychotherapy; and the key therapeutic change agent in counseling of positive and rational thinking.

The Council on Social Work Education is the national organization that accredits baccalaureate and master’s degree programs in social work education in the United States. In 2015 CSWE revised its

standards for baccalaureate and master’s degree programs in social work educational programs in the United States, known as the *Educational Policy and Accreditation Standards (EPAS)*. A major thrust of *Introduction to Social Work and Social Welfare* is to present material that is consistent with 2015 EPAS. Three additional themes around which content is organized in this text are vignettes of a “day in the life” of social workers, generalist practice, and ecological perspectives.

The book is intended for use in introductory social work and social welfare courses. It introduces prospective social work majors to the field of social welfare and will help them arrive at career decisions and prepare for future social work courses. For non-majors, the book provides information about current social problems and social services; the text also gives a framework for analyzing policy issues and for making citizenship decisions on social issues.

Readers will note that there are a number of case examples, and also case exhibits, in the text. What is the difference between a case example and a case exhibit? Case examples are illustrations of client/persons who are impacted by social work-related experiences; an illustration is Case Example 5.3, “Using Rational Therapy: Coping with a Sexual Affair,” in Chapter 5, in which Cindy, a 21-year-old woman, uses rational therapy to cope with a sexual affair that her boyfriend had.

A case exhibit, in contrast, focuses on largely social work/social welfare topics; an illustration is Case Exhibit 4.3, “Temporary Assistance to Needy Families (TANF),” in Chapter 4, which describes the TANF program and summarizes the merits and shortcomings of this program.

A major focus of this edition is to provide text content and skill-building exercises that focus on students acquiring the nine competencies and 31 behaviors of the 2015 EPAS (*Educational Policy and Accreditation Standards*) of the Council on Social Work Education (CSWE).

Note that “**helping hands**” icons of hands are located next to content throughout the book. Accredited social work programs must demonstrate that they’re teaching students to be proficient in nine competencies that are operationalized by the 31 behaviors designated by the Council on Social Work Education (CSWE) *Educational Policy and Accreditation Standards (EPAS)*. Students require



knowledge in order to develop skills and become competent. Our intent here is to specify what chapter content and knowledge coincides with the development of specific competencies and practice behaviors. (This ultimately is intended to assist in a social work program's accreditation process.) Throughout each chapter, icons such as the one located on this page call attention to the location of EPAS-related content. Each icon identifies what competency or practice behavior is relevant by specifying the designated Educational Policy (EP) reference number beneath it. "Competency Notes" are provided at the end of each chapter that describe how EPAS competencies and behaviors are related to designated content in the chapter. EPAS competencies and behaviors are cited in the inside covers of this book.

Acknowledgments

I wish to express my deep appreciation to the various people who made this book possible.

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—*Charles Zastrow*



Social Welfare: Its Business, History, and Future

CHAPTER OUTLINE

- Goal of Social Welfare
- Social Welfare as an Institution and as a Discipline
- Social Welfare's Relationship to Sociology and to Other Academic Disciplines
- Social Welfare's Relationship to Social Work
- Social Welfare's Relationship to Other Institutions
- Social Welfare's Relationship to Human Services
- Residual View versus Institutional View of Social Welfare
- Liberalism versus Conservatism
- Developmental View of Social Welfare
- History of Social Welfare
- The Future
- Dramatic Changes Foreseen in the American Family

In our industrialized, complex, and rapidly changing society, social welfare activities have become important functions in terms of the money spent, the human misery treated, and the number of people served.¹

LEARNING OBJECTIVES

This chapter will help prepare students to:



EP 5a

- LO1** Define social welfare and describe its goal.
- LO2** Describe the relationship between social welfare and the following disciplines: sociology, psychology, social work, and human services.
- LO3** Understand a history of social welfare.
- LO4** Describe how the future of social welfare will be affected by technological advances.
- LO5** Understand that the future of social welfare will also be partially affected by changes in the American family system.

LOI Goal of Social Welfare

The goal of social welfare is to fulfill the social, financial, health, and recreational requirements of all individuals in a society. Social welfare seeks to enhance the social functioning of all age groups, both rich and poor. When other institutions in our society, such as the market economy and the family, fail at times to meet the basic needs of individuals or groups of people, then social services are needed and demanded.

In less industrialized societies, people's basic needs have been fulfilled in more direct and informal ways. Even in this country, fewer than 150 years ago most Americans lived on farms or in small towns with extended families and relatives close by. If financial or other needs arose, relatives, the church, and neighbors were there to "lend a helping hand." Problems were visible and personal; everyone knew everyone else in the community. When a need arose, it was taken for granted that those with resources would do whatever they could to alleviate the difficulty. If, for example, the need was financial, personal acquaintance with the storekeeper or banker usually was sufficient to obtain needed goods or money.

Clearly, we are now living in a different era. Our technology, economic base, social patterns, and living styles have changed dramatically. Our commercial, industrial, political, educational, and religious institutions are considerably larger and more impersonal. We tend to live in large urban communities—away from families or relatives—frequently without even knowing our neighbors. We have become much more mobile, often having few roots and limited knowledge of the community in which we live. Vocationally, we have specialized and become more interdependent on others, and as a result we have diminishing control over major aspects of our lives. Our rapidly changing society is a breeding ground for exacerbating former social ills and creating new problems, such as the expanding number of homeless people, higher crime rates, recurring energy crises, terrorism, and the destruction of our environment. Obviously, the old rural-frontier methods of meeting social welfare needs are no longer viable.

It is the business of social welfare:

- To find homes for parentless children.
- To rehabilitate people who are addicted to alcohol or drugs.
- To treat those with emotional difficulties.
- To make life more meaningful for older adults.
- To provide vocational rehabilitation services to persons with a physical or mental disability.

- To meet the financial needs of the poor.
- To rehabilitate juveniles and adults who have committed criminal offenses.
- To end all types of discrimination and oppression.
- To provide services to veterans, including those suffering from traumatic brain injury or posttraumatic stress disorder (PTSD).
- To provide child-care services for parents who work outside the home.
- To counteract violence in families, including child abuse and spouse abuse.
- To fulfill the health and legal exigencies of those in financial need.
- To counsel individuals and groups experiencing a wide variety of personal and social difficulties.
- To provide services to people with AIDS and to their families and friends.
- To provide recreational and leisure-time services to all age groups.
- To educate and provide socialization experiences to children who have a cognitive disability* or an emotional disorder.
- To serve families struck by such physical disasters as fires and tornadoes.
- To provide adequate housing for the homeless.
- To provide programs that support and enhance the normal growth and development of all children and adults.
- To provide vocational training and employment opportunities to the unskilled and unemployed.
- To meet the special needs of people of color, migrant workers, and other minority groups.
- To empower individuals, groups, families, organizations, and communities to improve their circumstances.

Social Welfare as an Institution and as a Discipline

The term *social welfare* has different meanings, as it is both an *institution* and an *academic discipline*. The National Association of Social Workers (the primary professional organization for social workers) gives the following definition of social welfare as an institution:

A nation's system of programs, benefits, and services that helps people meet those social, economic,

*The term *cognitive disability* is used in this text in lieu of *mental retardation*, which has negative connotations.

*educational, and health needs that are fundamental to the maintenance of society.*²

Examples of social welfare programs and services are foster care, adoption, day care, Head Start, probation and parole, financial assistance programs for low-income parents and their children, services to the homeless, public health nursing, sex therapy, suicide counseling, recreational services such as Boy Scouts and YWCA programs, services to minority groups, services to veterans, school social services, medical and legal services to the poor, family planning services, Meals on Wheels, nursing-home services, shelters for battered spouses, protective services for child abuse and neglect, assertiveness-training programs, encounter groups and sensitivity training, public housing projects, family counseling, Alcoholics Anonymous, runaway services, services to people with a developmental disability, and rehabilitation services.

Social welfare programs and social service organizations are sometimes referred to as “social welfare institutions.” The purposes of social welfare institutions are to prevent, alleviate, or contribute to the solution of recognized social problems in order to directly improve the well-being of individuals, groups, families, organizations, and communities. Social welfare institutions are established by policies and laws, with the programs and services being provided by voluntary (private) and governmental (public) agencies.

The term *social welfare institution* is applied to various levels of complexity and abstraction. It may be applied to a single program or organization—for example, foster care or Planned Parenthood. Or the term may be applied to a group of services or programs. For example, child welfare services is a social welfare institution that includes such services as adoption, foster care, juvenile probation, protective services, runaway services, day care, school social services, and residential treatment. The highest aggregate level to which the term *social welfare institution* is applied includes *all* of the social programs and organizations in a country that are designed to prevent, alleviate, or contribute to the solution of recognized social problems.

Another meaning of social welfare derives from its role as an academic discipline. In this context, social welfare is “the study of agencies, programs, personnel, and policies which focus on the delivery of social services to individuals, groups, and communities.”³ One of the functions of the social welfare discipline is to educate and train social workers. (Some colleges and universities call their professional preparation

programs for social work practice “social work,” and others call their programs “social welfare.”)

LO2 Social Welfare’s Relationship to Sociology and to Other Academic Disciplines

Social welfare has often been confused with “sociology” and “human services.” In addition, many people are confused about how social welfare and social work relate to psychology, psychiatry, and other related disciplines. The next few sections seek to clarify these relationships.

Several academic disciplines seek to develop a knowledge base about social problems, their causes, and their alleviation. The most common disciplines are social welfare, sociology, psychology, political science, economics, psychiatry, and cultural anthropology. Figure 1.1 shows the relationship of these disciplines to social welfare.

Each of these disciplines has a distinct focus. The following definitions highlight the similarities and differences among these disciplines:

Sociology: The study of human social behavior, especially the study of the origins, organizations, institutions, and development of human society.

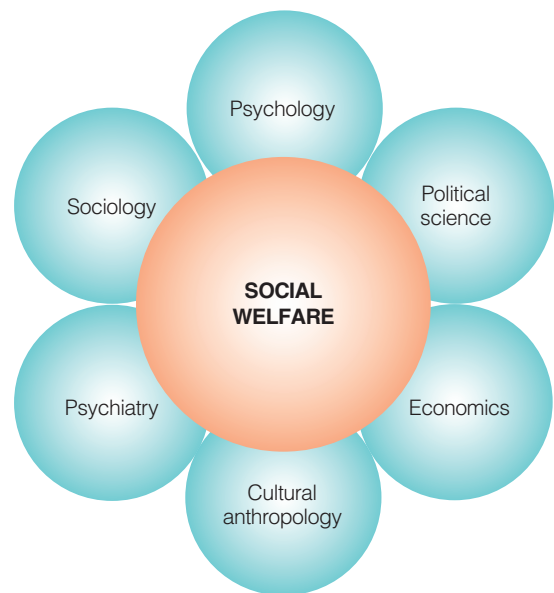


FIGURE 1.1 Overlap of Knowledge Base of Social Welfare with Other Disciplines

4 Introduction to Social Work and Social Welfare

Psychology: The study of mental processes and behavior.

Psychiatry: The study of the diagnosis, treatment, and prevention of mental illness.

Political science: The study of the processes, principles, and structure of government and of political institutions.

Economics: The study of the production, distribution, and consumption of commodities.

Cultural anthropology: The study of human culture based on archeological, ethnographic, linguistic, social, and psychological data and methods of analysis.⁴

Theories and research in these disciplines may or may not, depending on the nature of the content, be considered part of the knowledge base of social welfare. When the theories and research have direct application to the goal of enhancing the social functioning of people, such knowledge can also be considered part of the knowledge base of social welfare. In the past, social welfare has been more of an applied science than a pure science; that is, it has formed its knowledge base primarily from the theories and research of other disciplines and has focused on applying such knowledge through social programs. In recent years, the academic discipline of social welfare (called “social work” at many campuses) has been active in research projects and in theory development. This increased research and theory development activity is an indication that social welfare is a discipline that is maturing, as it is now developing much of its own knowledge base.

A few examples may be useful in illustrating how the knowledge base of other disciplines overlaps with social welfare. Sociological research on and conceptualization of the causes of social problems (for example, juvenile delinquency, mental illness, poverty, and racial discrimination) may be considered part of the knowledge base of social welfare. Only through an understanding of such problems can social welfare effectively prevent and control such problems. Sociological studies on the effects of institutions (for example, mental hospitals and prisons) on individuals are currently of considerable interest to and have important application in the field of social welfare. Sociological investigations of other subjects, such as mobility, urbanization, secularization, group formation, race relations, prejudice, and the process of acculturation, have also become part of social welfare’s knowledge base because such investigations are directly applicable to enhancing people’s social

well-being. However, research in other sociological areas, such as studies of social organizations among nonliterate tribes, is usually considered outside the knowledge base of social welfare because such research usually does not have direct applications to the goal of social welfare.

Comparable overlap occurs between social welfare and the other previously mentioned disciplines. Using psychology as an example, studies and theory development in such areas as personality growth and therapeutic techniques can be considered part of the knowledge base of social welfare because they have direct social welfare applications. On the other hand, experimental investigations of, for example, the perceptions and thinking processes of animals do not, at least presently, have such applications and would not therefore be considered part of the social welfare knowledge base.

Social Welfare’s Relationship to Social Work

The previously given institutional definition of social welfare is applicable when the relationship between social welfare and social work is examined. *Social welfare* is a more comprehensive term than *social work*; social welfare encompasses social work. Social welfare and social work are primarily related at the level of practice. *Social work* has been defined by the National Association of Social Workers (NASW) as follows:

Social work is the professional activity of helping individuals, groups, or communities to enhance or restore their capacity for social functioning and to create societal conditions favorable to their goals.

Social work practice consists of the professional application of social work values, principles, and techniques to one or more of the following ends: helping people obtain tangible services; providing counseling and psychotherapy for individuals, families, and groups; helping communities or groups provide or improve social and health services; and participating in relevant legislative processes.

*The practice of social work requires knowledge of human development and behavior; of social, economic, and cultural institutions; and of the interaction of all these factors.*⁵

The term *social worker* has been defined by the NASW as:

Graduates of schools of social work (with either bachelor’s or master’s degrees), who use their

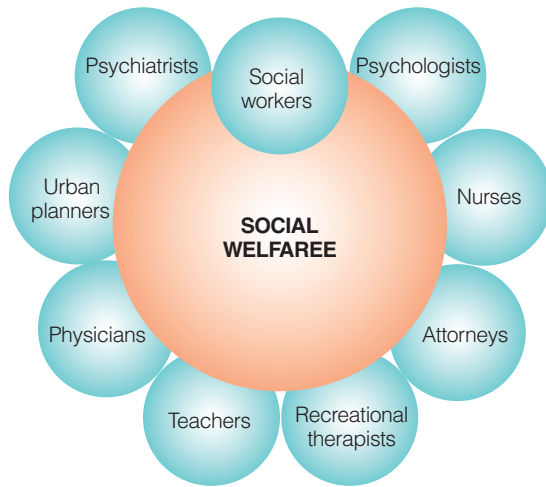


FIGURE 1.2 Examples of Professional Groups within the Field of Social Welfare

knowledge and skills to provide social services for clients (who may be individuals, families, groups, communities, organizations, or society in general). Social workers help people increase their capacities for problem solving and coping and help them obtain needed resources, facilitate interactions between individuals and between people and their environments, make organizations responsible to people, and influence social policies.⁶

Almost all social workers are working in the field of social welfare. There are, however, many other professional and occupational groups that may be working in this field, as illustrated in Figure 1.2. Professional people providing social welfare services include attorneys who offer legal services to the poor; urban planners in social planning agencies; physicians in public health agencies; teachers in residential treatment facilities for the emotionally disturbed; psychologists, nurses, and recreational therapists in mental hospitals; and psychiatrists in mental health clinics.

Social Welfare's Relationship to Other Institutions

Social welfare overlaps with such institutions as the family, education, religion, and politics. One of the functions of the family is raising and caring for children. Social welfare assists families by providing services such as counseling, day care, foster care, and adoption. Certain educational courses have both educational and

social welfare aspects; for example, social science and physical education courses provide socialization experiences and are important in the social development of youth. Churches have long been interested in people's social well-being and have provided such social welfare services as counseling, financial assistance, day care, and recreation. The overlap between politics and social welfare primarily involves the political processes that occur in regard to the funding of social service programs. Some social welfare programs (for example, public assistance) are controversial political topics. Securing the necessary funding for essential social welfare programs is a crucial component of the social welfare system in any country.

Social Welfare's Relationship to Human Services

Human services may be defined as those systems of services and allied occupations and professions that concentrate on improving or maintaining the physical and mental health and general well-being of individuals, groups, or communities in our society. Alfred Kahn has conceptualized human services as composed of the following four service categories:⁷

1. Personal services (casework, counseling, recreation, rehabilitation, religion, therapy)
2. Protection services (consumer protection, corrections, courts, fire prevention/firefighting, housing-code enforcement, law enforcement, public health services)
3. Information/advising services (consulting, consumer information, education, financial counseling, hotlines, and library services)
4. Maintenance services (child care, unemployment assistance, institutional services, public welfare programs, retirement plans, and Social Security programs)

Kahn indicates that there is a tendency to use the term *human services* for what in the past has been called social welfare.⁸ Actually, *human services* is a broader term because it includes services (such as library services, law enforcement, housing-code enforcement, consumer protection, and fire prevention and firefighting) that are usually not considered social welfare services. The term *social welfare* is thus more limited because it focuses on conceptualizing and resolving social problems. *Human services* is a broader term that encompasses social welfare programs. The two terms relate at a *program level*.

A number of universities and colleges now offer a bachelor's degree in human services. Such human services programs consist of courses that have content similar to that which is offered in social work courses. Human services programs do not have a national accreditation review process as rigorous as that provided by the Council on Social Work Education (see Chapter 3). Also, a degree in human services is not as marketable (in demand by social work employers) as a degree in social work; a degree in social work is much more apt to be specified in hiring requirements for social work positions.

In order to understand the history of social welfare, it is essential to comprehend (a) the residual view versus the institutional view of social welfare, and (b) the political perspectives of liberalism, conservatism, and the developmental view of social welfare.

LO3 Residual View versus Institutional View of Social Welfare

The present social welfare scene is substantially influenced by the past. Currently, there are two conflicting views of the role of social welfare in our society.⁹ One of these roles has been termed *residual*—a gap-filling or first-aid role. This view holds that social welfare services should be provided only when an individual's needs are not properly met through other societal institutions, primarily the family and the market economy. According to the residual view, social services and financial aid should not be provided until all other measures or efforts have been exhausted, including the individual's and his or her family's resources. In addition, this view asserts that funds and services should be provided on a short-term basis (primarily during emergencies) and should be withdrawn when the individual or the family again becomes capable of being self-sufficient.

The residual view has been characterized as “charity for unfortunates.”¹⁰ Funds and services are seen not as a right (something that one is entitled to) but as a gift, with the receiver having certain obligations; for example, to receive financial aid, recipients may be required to perform certain low-grade work assignments. Associated with the residual view is the belief that the causes of clients' difficulties are rooted in their own malfunctioning—that is, clients are to blame for their predicaments because of personal inadequacies, ill-advised activities, or sins.

Under the residual view, there is usually a stigma attached to receiving services or funds.

The prevalence of the residual stigma can be shown by asking, “Have you ever felt a reluctance to seek counseling for a personal or emotional situation you faced because you were wary of what others might think of you?” For almost everyone the answer is yes. An example of this stigma in American society was evidenced in 1968, when Senator Thomas Eagleton was dropped as the vice presidential candidate on the Democratic ticket after it became known that he had once received psychiatric counseling.

The opposing point of view, which has been coined the *institutional view*,* holds that social welfare programs are to be “accepted as a proper, legitimate function of modern industrial society in helping individuals achieve self-fulfillment.”¹¹ Under this view, there is no stigma attached to receiving funds or services; recipients are viewed as being entitled to such help. Associated with this view is the belief that an individual's difficulties are due to causes largely beyond his or her control (for example, a person may be unemployed because of a lack of employment opportunities). When difficulties arise, causes are sought in the environment (society), and efforts are focused on improving the social institutions within which the individual functions.

The residual approach characterized social welfare programs from our early history to the depression of the 1930s. Since the Great Depression, both approaches have been applied to social welfare programs, with some programs largely residual in nature and others more institutional in design and implementation. Social insurance programs, such as Old Age, Survivors, Disability, and Health Insurance (described in Chapter 4), are examples of institutional programs. Public assistance programs (also described in Chapter 4) are examples of residual programs.

Critical Thinking Questions

Which approach to social welfare do you believe is preferable—the residual view or the institutional view? Why?

Liberalism versus Conservatism

The two prominent political philosophies in the United States are liberalism and conservatism. The Republican Party is considered relatively conservative

*The term *institutional view of social welfare* is distinctly different from, and not to be confused with, the term *social welfare institutions*.

CASE EXAMPLE 1.1 Blaming the Victim

Jerry Jorgenson and Joyce Mantha decided to get married after dating for 3 years. Both looked forward to a big wedding and a happy future. They had met in college, and now both were working in Mayville, a small town that Jerry had grown up in. Joyce was a kindergarten teacher, and Jerry was manager of a grocery store. Against Jerry's wishes, Joyce drove one weekend to a nearby city to attend a bridal shower with some of her women college friends. The party was still going strong at 2:00 A.M., when Joyce thought it was time to go back to her motel in order to return to Mayville early on Sunday. In the parking lot, Joyce was sexually assaulted. She tried to fight off the assailant and suffered a number of bruises and abrasions. After the assault, a passerby called the police and an ambulance. Joyce called Jerry the next day. At first he was angry at the rapist. But the more he thought about it, the more he assigned blame to Joyce: She went to the party against his wishes, and he erroneously speculated that she dressed and acted in such a way as to interest the rapist (especially because Jerry further assumed that she had been intoxicated).

The weeks that followed became increasingly difficult for Jerry and Joyce. Joyce sensed that Jerry was blaming her for being raped. She tried to talk it out with Jerry, but their "talks" always became shouting matches. Their sexual relationship became practically nil, as Jerry felt his "sexual rights" had been violated, and the few times he made sexual advances he had images of Joyce being attacked by a stranger. They postponed the marriage.

When they first heard about the rape, many townspeople also thought that Joyce had "asked for it" while partying in the big city. Postponement of the marriage was interpreted by the townspeople as evidence for this belief, and they began shunning Joyce. After several months of such treatment, Joyce began to

believe that she was at fault and increasingly blamed herself for her predicament. She became despondent and moved back with her parents for refuge.

This story is only one illustration of the tendency in American culture to blame the victim. Others abound. If an adult is unemployed for a long time, often that person is believed to be "lazy" or "unmotivated." Parents who are receiving welfare benefits are erroneously stereotyped as being promiscuous, irresponsible, and lazy. When a marriage breaks up, either the husband or the wife or both are blamed, rather than the relationship being viewed as having deteriorated. When unfortunate circumstances occur (for example, lightning striking someone's home), some people believe it is a punishment for sinful activity. Slapping one's wife is justified by some segments of the population as being a way to "keep her in line" and to "show her who's boss." People living in poverty are often inaccurately viewed as being personally inadequate, incompetent, or lazy or as having a culture that holds them in poverty. The problems of deteriorated housing in inner cities are sometimes traced to the characteristics of "southern rural migrants" not yet "acculturated" to life in the big city. Sadly, blaming the victim sometimes leads to acceptance by the general public of the original victimization, with the result that few efforts are then made to assist current victims or to prevent victimizations in the future.

But perhaps the saddest feature of victim blaming is that the erroneous explanation often becomes a self-fulfilling prophecy. If a teacher is told that a child is a poor learner, that teacher will interact with the child as if he or she were a slow learner. Unfortunately, the child will eventually come to believe the teacher is correct and learn little. Labeling people as lazy, criminal, immoral, or mentally ill strongly influences the expectations others hold for them and simultaneously influences the victims themselves in their expectations and self-definition.

and the Democratic Party is considered relatively liberal. (It should be noted, however, that there are some Democrats who are primarily conservative in ideology and some Republicans who are primarily liberal in ideology.)

Conservatives (derived from the verb "to conserve") tend to resist change. They emphasize tradition and believe that rapid change usually results in more negative than positive consequences. In economic matters, conservatives feel that government should not interfere with the workings of the marketplace.

They encourage the government to support (for example, through tax incentives), rather than regulate, business and industry in society. A free-market economy is thought to be the best way to ensure prosperity and fulfillment of individual needs. Conservatives embrace the old adage "that government governs best which governs least." They believe that most government activities constitute grave threats to individual liberty and to the smooth functioning of the free market.

Conservatives generally view individuals as autonomous (that is, as self-governing). Regardless of what a

person's situation is, or what his or her problems are, each person is thought to be responsible for his or her own behavior. People are thought to choose whatever they are doing, and they therefore are viewed as responsible for whatever gains or losses result from their choices. People are thought to possess free will, and thus can choose to engage in behaviors such as hard work that help them get ahead or activities such as excessive leisure that contribute to failure (or poverty). Poverty and other personal problems are seen as the result of laziness, irresponsibility, or lack of self-control. Conservatives believe that social welfare programs force hardworking, productive citizens to pay for the consequences of the irresponsible behavior of recipients of social welfare services.

Conservatives generally advocate a residual approach to social welfare programs. They believe that dependency is a result of personal failure and that it is natural for inequality to exist among humans. They assert that the family, the church, and gainful employment should be the primary defenses against dependency. Social welfare should be only a temporary function that is used sparingly; prolonged social welfare assistance will lead recipients to become permanently dependent. Conservatives also believe that charity is a moral virtue and that the "fortunate" are obligated to help the "less fortunate" become productive, contributing citizens in a society. If government funds are provided for health and social welfare services, conservatives advocate that such funding should go to private organizations, which are thought to be more effective and efficient than public agencies in providing services.

Critical Thinking Questions

Which political philosophy do you primarily adhere to—conservatism or liberalism? Why?

Conservatives revere the "traditional" nuclear family and try to devise policies to preserve it. They see the family as a source of strength for individuals and as the primary unit of society. They generally oppose abortion, sex education in schools, equal rights for gays and lesbians, public funding of day-care centers, birth control counseling for minors, and other measures that might undermine parental authority or support alternative family forms such as single parenthood.

In contrast, liberals believe that change is generally good, as it usually brings progress. Moderate

change is best. They view society as needing regulation to ensure fair competition among various interests. In particular, a free-market economy is viewed as needing regulation to ensure fairness. Government programs, including social welfare programs, are necessary to help meet basic human needs. Liberals advocate government action to remedy social deficiencies and to improve human welfare. They feel that government regulation and intervention are often required to safeguard human rights, to control the excesses of capitalism, and to provide equal chances for success. They emphasize egalitarianism and the rights of minorities.

Liberals generally adhere to an institutional view of social welfare. They assert that because modern society has become so fragmented and complex and because traditional institutions (such as the family) have been unable to meet emerging human needs, few individuals can now function without the help of social services (including work training, job placement services, child care, health care, and counseling). Liberals believe that the personal problems encountered by someone are generally due to causes beyond that person's control. Causes are generally sought in the person's environment. For example, a child with a learning disability is thought to be at risk only if he or she is not receiving appropriate educational services to accommodate the disability. In such a situation, liberals would seek to develop educational services to meet the child's learning needs.

Liberals view the family as an evolving institution and therefore are willing to support programs that assist emerging family forms such as single-parent families and same-sex marriages.

Developmental View of Social Welfare

For years, liberals have criticized the residual approach to social welfare as being incongruent with society's obligation to provide long-term assistance to those who have long-term health, welfare, social, and recreational needs. Conservatives, on the other hand, have been highly critical of the institutional approach. They claim it creates a welfare state with many recipients then deciding to become dependent on the government to meet their health, welfare, social, and recreational needs without seeking to work and without contributing in other ways to the well-being of society. It is clear that conservatives

will seek to stop the creation of any major new social program that moves our country in the direction of a welfare society.

Is there a view of social welfare that can garner the support of both liberals and conservatives? Midgley contends that the developmental view (or perspective) offers an alternative approach that appears to appeal to liberals, conservatives, and the general public.¹² He defines this approach as a “process of planned social change designed to promote the well-being of the population as a whole in conjunction with a dynamic process of economic development.”¹³

This perspective appeals to liberals because it supports the development and expansion of needed social welfare programs. The perspective appeals to conservatives because it asserts that the development of certain social welfare programs will have a positive impact on the economy. (In the past, conservative politicians have opposed the development of many social welfare programs because they claimed such programs would have a negative impact on economic development.) The general public also would be apt to support the developmental perspective. Many voters oppose welfarism because they believe it causes economic problems (for example, recipients choosing to be on the government dole rather than contributing to society by working). Asserting, and documenting, that certain proposed social welfare programs will directly benefit the economy is attractive to voters.

Midgley and Livermore note that the developmental approach is presently not very well defined.¹⁴ It has its roots in the social programs of developing (Third World) countries. Advocates for social welfare programs in developing countries have been successful in getting certain social welfare programs enacted by asserting, and documenting, that such programs have a beneficial impact on the overall economy of the country. Midgley and Livermore note, “the developmental perspective’s global relevance began in the Third World in the years of decolonization after World War II.”¹⁵ The developmental approach was later used by the United Nations (UN) in its efforts in developing countries to promote the growth of social programs, as the UN asserted such programs had the promise of improving the overall economies of these Third World countries.

What are the characteristics of the developmental approach? It advocates social interventions that contribute positively to economic development.

It thus promotes harmony between economic and social institutions. The approach regards economic progress as a vital component of social progress. It promotes the active role of the government in economic and social planning. This is in direct opposition to the residual approach, which advocates that the government should seek to minimize its role in the provision of social welfare programs. Finally, the developmental approach focuses on integrating economic and social development for the benefit of all members of society.

The developmental approach can be used in advocating for the expansion of a wide range of social welfare programs. It can be argued that any social program that assists a person in becoming employable contributes to the economic well-being of a society. It can also be argued that any social program that assists a person in making significant contributions to his or her family, or to his or her community, contributes to the economic well-being of a society. Functional families and functional communities are good for businesses; members of functional families tend to be better employees, and businesses want to be located in prosperous communities that have low rates of crime and other social problems.

A few examples will be cited to illustrate how the developmental approach can be used to advocate for the expansion of social welfare programs. It can be argued that the following programs will be beneficial for the economy because they assist unemployed single parents in obtaining employment: job training; quality child-care programs for children of these parents; and adequate health insurance for these parents and their children so that care is provided to keep them healthy, which will facilitate the parents’ ability to work. It can be argued that providing mentoring programs and other social services in school systems will help at-risk children stay in school and eventually contribute to society. When they become adults, these individuals are likely to get jobs and contribute to their families and communities. It can be argued that rehabilitative programs in the criminal justice system will help correctional clients become contributing members of society. It can be argued that the following programs can assist individuals to better handle certain issues and thereby increase their likelihood of becoming contributors to the economy and well-being of society: alcohol and other drug abuse treatment programs, domestic violence services, mental health counseling, nutritional programs, eating disorder