THE DEMISE OF THE NEW ZEALAND
SOCIAL WORK TRAINING
COUNCIL

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ABSTRACT

THE DEMISE OF THE NEW ZEALAND SOCIAL WORK TRAINING COUNCIL
(N.Z.S.W.T.C.)

This piece of research focuses upon the multiple reasons
for the eventual review of the Social Work Training Council
leading to its demise in 1985. Developmental theories of
organisational change are used as a tool to analyse the
Training Council in a macro-organisational context.
Developmental theories suggest that unless certain goals are
achieved then organisations will not proceed onto the next
stage of development and growth. It is argued that the
N.Z.S.W.T.C. never achieved the tastes of the third stage of
development, the Stabilisation Stage and hence met its
demise. This study also demonstrated that wider external
conditions play a major role in the functioning of a body
such as the Social Work Training Council. Implications for
future such bodies are provided at the conclusion of this
thesis.

ACKNOWLEDGEMENTS

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CHAPTER 1

INTRODUCTION

ANALYSIS OF THE NEW ZEALAND
SOCIAL WORK TRAINING COUNCIL

The New Zealand Social Work Training Council (S.W.T.C.)
came into existence in conjunction with a series of other
developments in the social work profession.

In the early 1970s the social work arena in New Zealand
saw massive change and growth. Social workers were dealing
with individuals who faced social, economic and political
inadequacies and inequalities. What was called for was
a method for effective change. Leaders in the field
believed that training was one method of intervention
towards more effective change. The New Zealand Association
of Social Workers (N.Z.A.S.W.) code of ethics later stated,

"In conditions of an ever-changing community the Social
Worker, in addition to initial ability and education
requires more knowledge, experience, and skill and will
benefit increasingly by specialist training."
N.Z.A.S.W. (1974).

The following quote by the New Zealand Social Work
Training Council further emphasises the necessity for
training:

"If Social Workers are to assist people to make
decisions which will affect their future lives to to
develop the well-being of communities, then these Social
Workers must be educated and trained to carry out the
roles expected of them. Social Workers intervene in
crisis situations which are too important to leave in
the hands of people untrained in recognising the
consequences of their intervention on the future lives
of the people with whom they are concerned."
N.Z.S.W.T.C. (1974).

The writer is drawn to this topic as she views the issue of training for social workers as a vital ingredient of the professional development. The establishment of the Training Council is acknowledgement of the importance of providing people with systematic and continual training. People's lives are too important for, at best, ineffective intervention and at worst, destructive contact with social workers.

The early 1970s was a natural time for the Social Work Training Council to develop. Social work leaders, committed to the profession, wished to influence Government Policy on issues relating to social work education and training, and later to ensure adequate educational standards were maintained. In addition to this, there are undeniable benefits for the professional group to present unified views on relevant issues of concern. The Council had the potential for providing a platform for comment on social work issues.

The focus of this thesis is on the Social Work Training Council from its conception in 1973 until it came under review in 1985 which effectively put the Council into recess.

The Commencement of the S.W.T.C.

The establishment of the New Zealand Work Training Council was the culmination of the efforts of N.Z.A.S.W., and an inter-departmental Advisory Committee, and several key individual social work professionals.

The Council was formed under the terms of the Department of Social Welfare Act, 1971, Section 13(1).

"The Minister may from time to time appoint such committees as he thinks fit to advise or otherwise the Minister or the Director-General on such aspects of Social Welfare as the Minister may specify."

and Section 4(2) (c):

"The Department shall provide for the training of such persons as the Minister may direct (whether employed in the Service of Her Majesty or by any agencies of the Crown or by any other organisations) to undertake Social Welfare Activities."

(Appendix I is a copy of the process by which committee members were appointed under the Department of Social Welfare Act 1971 for the Social Work Training Council.)

A submission was made by the Department of Social Welfare to the Minister of Social Welfare in September 1972, recommending that the setting up of a Social Work Training Council be approved in principle. The proposed Council was to have 10 members, plus an Independent Chairperson.

Constitutionally membership of the Council was formed through Ministerial appointments of nominees and through representatives from Government Departments. The first Council member was appointed in June 1973 marking the establishment of the S.W.T.C. Nominating bodies for the Council included the New Zealand Association of Social Workers (Inc), New Zealand Federation of Voluntary Welfare Organisations, the Hospital Boards' Association of New Zealand, the Municipal Association of New Zealand (Inc), and the New Zealand Vice Chancellor's Committee.

Representatives were from the following Government Departments: Department of Education, Department of Health, Department of Internal Affairs, Department of Justice, Department of Maori Affairs and Department of Social Welfare.

Terms of Reference of the S.W.T.C.

The Council's official terms of reference were as follows:

The Council was established to advise and assist the Minister of Social Welfare, and other Ministers of the Crown, and the Director General of Social Welfare. The Council further aimed to:

(a) provide a means of encouraging co-operation and
    co-ordination in the field of social work training

(b) provide means whereby the training needs of both
    governmental and non-governmental agencies could be
    assessed

(c) establish criteria for the development of various
    programmes to fit the requirements of various different
    social workers.

This aspect of the Council's work was further defined
with emphasis being placed upon it as an advisory service on
issues of curriculum. In addition, one of its terms of
reference focussed on establishing criteria, by which
suitable persons may be enabled to attend appropriate
courses of training for social work. In addition it was
charged with negotiating with the appropriate organisations
for the establishment of suitable training courses.

Perhaps one of the conflicting roles the Council also
undertook, was to approve courses for those engaged in, or
intending to engage in social work, to develop suitable
forms of recognition of social work training. (For the
complete terms of reference of S.W.T.C. see Appendix II).

When the Council came to a demise at the end of 1984 it
comprised sixteen members appointed for triennial terms. It
consisted of representation from various bodies concerned
with social work education and training and employers of
social workers.

The structure of the Council at the time was such that
Standing Committees included an Executive of five members,
a Generic Committee with eight members and a Specialist
Committee with nine members. The Council was serviced by
a Secretariat comprising a Secretary and Senior Advisory
Officer.

The Council went into Recess

In 1985 the Minister of Social Welfare, the Hon. Anne Hercus, established a Ministerial Review Committee to make an independent report on the work of the New Zealand Social Work Training Council. The Terms of Reference were:

1. To review the operation of, and results achieved by the New Zealand Social Work Training Council since its establishment;

2. To assess the effectiveness of the Council in the light of its terms of reference;

3. To consider the appropriateness of the Council's Constitution, Terms of Reference, Membership and Methods of Operation in the light of the then current and projected projects for training and education in social work;

4. To report, with recommendations, to the Minister of Social Welfare (Hancock, 1985).

The Committee called for written submissions for consideration. They then produced a document for the Minister in June (an example of one of these submissions is attached in Appendix IX).

The Social Work Training Council, in addition, embarked on its own review, delineated its achievements as seen by the Council and highlighted future issues to focus upon.

The Social Work Training Council was established at a time in social work history when there was a demand for standards of practice and a desire to establish formal training programmes. The Ministerial Review Committee Report of the Training Council (prepared at the request of the Minister of Social Welfare on 12th June 1985) also states that:

"The Social Work Training Council was established in 1973 in a time of relative optimism and reasonable affluence..."

"The Review Committee was left in no doubt that the establishment of the Social Work Training Council was widely supported. In the early years of its existence there was much interest and support for the initiative taken by the Council. At that time the focus was placed upon the establishment of further education and training for those who wished to gain qualifications in social work."

Within this piece of research the writer illustrates that the Training Council progresses through stages of development and can be shown to illustrate characteristics of developmental theories of organisations, whereby organisations pass through several stages of development in their bid to become established. (A summary of the work of the Training Council is contained in Appendix III). It is argued in this thesis that the Council was never able to achieve the tasks necessary to reach the Stabilisation Phase.

Within the early years of the Social Work Training Council a committed group of social work practitioners and trainers were involved in establishing and furthering the process of the Council. As time went on the aims and directions appeared to become less clear. They became diffused by pressures on the Council to cover a very broad spectrum of issues and also to represent a wide group of people. Some may have suggested that their consumer group became too large and diffuse. The Council had a Secretariat that changed periodically and this lack of consistency led to a consequential lack of efficiency and continuity. It became less clear, as time went on, as to whether the body was representing social work per se or youth work, community work, residential work etc. The same kind of dilemma arose concerning whether the Council should be supporting pre-service training or, in fact, other post-graduate courses. As the Council proceeded into the 1980s the debates over a balance of cultural input into courses and social service agencies were highlighted. Many believed that the Training Council had not come to terms with the needs of a bi-cultural society.

It is not being suggested that there weren't many beneficial aspects of the Training Council. The Council did help provide the impetus for the development of a number of training courses. However, this thesis highlights the internal pressures and places these against the political, economic and social backdrop to the Council in examining its historical development.

Developmental theories are used as a tool to aid this analysis. Developmental theories suggest that organisations evolve to a critical point in their history when they need to review their objectives and their ability to fulfil the requirements of their consumer group. The following piece of work will focus upon the growth and the reasons for revision of the Social Work Training Council. Finally, implications for future bodies similar to the Training Council are outlined.

CHAPTER 2

A REVIEW OF THE LITERATURE

In examining the New Zealand Social Work Training Council it was important to look at characteristics of organisations generally.

A Council such as the Social Work Training Council, can be defined as a type of "organisation". The major theoretical writer on organisation was Max Weber. Weber has become known for his writing on bureaucracy, but he also concerned himself with the more general definition of organisations. Weber first distinguished the "Corporate Group" from other forms of social organisations. The Corporate Group is defined as a

> "Social relationship which is either closed or limits the admission of outsiders by rules, ... so far as its order is enforced by the action of specific individuals whose regular function this is, of a chief, or 'head' and usually also an administrative staff." (Weber, 1947, pp. 145-146).

Therefore, organisations involve social relationships. That is, individuals interact within the organisation. However, as the above definitions suggest, closed or limited boundaries exist and these individuals are not simply in random contact. The organisation (Corporate Group) includes some parts of the population and excludes others. Therefore, the organisation itself has a boundary. A major component of this definition, the idea of order, further differentiates organisations from other social entities. Interaction patterns do not simply arise, a structuring of interaction is imposed by the organisation itself. This part of the definition also suggests that organisations contain a hierarchy of authority and a division of labour in carrying out their functions. Order is maintained by specific personnel designated to perpetuate this function.

In addition to this idea of Corporate Group, Weber adds these criteria for organisations: in organisations, interaction is "associative" rather than "communal" (Weber, 1947). This distinguishes the organisation from other social entities, such as the family, which would share the other, aforementioned characteristics of the Corporate Group. Weber also notes that organisations carry out continuous purposive activities of a specified kind (Weber, 1947). Thus, organisations are designed to accomplish tasks. This idea of Weber's had been retained by most organisational theorists.

The following are three additional classical definitions of organisations:

An organisation is "a social unit ... that has been established for the explicit purpose of achieving certain goals." (Blau and Scott, 1963, p.1).

Blau and Scott categorise four types of organisations, as follows:

(a) Mutual-benefit association - in which the members themselves are the prime beneficiaries of the organisation's actions.

(b) Business concern - with the owners as prime beneficiaries.

(c) Service organisation - clients that are serviced as the prime consideration.

(d) Commonweal organisation - in which the public at large receives the major benefits.

Blau and Scott also recognise the possibility of mixed types, but their major emphasis is on the pure types.

"As a formal analytical point of reference, primacy of orientation to the attainment of a specific goal is used as the defining characteristic of an organisation which distinguishes it from other types of social systems." Parsons, (1960, p.17).

"Organisations are social units, orientated to the realisation of specific goals." (Etzioni, 1961, p.79).

Organisations, to the classical theorist were relatively closed systems, dependent largely for their success on internal efficiency of operations. However, few modern organisational theorists share this perspective. Instead, organisations are viewed as open and struggling to survive within a larger and more turbulent context (Miles, 1980).

To modern day theorists there are two outside environments that must be considered - the contextual environment in which the organisation operates and which it has contact with in the course of its operations (supplies, customers, distributors etcetera) and the large socio-political environment. Both of these aspects will be examined within this thesis.

The traditional emphasis of the field of organisational behaviour focuses on individuals, small groups, and their leaders, with less emphasis on the design and behaviour of major sub-systems and organisations themselves. This relative emphasis on the "micro" features of organisational behaviour was no doubt influenced by the backgrounds of the founders of the discipline.

Many of the leading organisational theorists were from the older social psychology discipline (e.g. Elton Mayo, J. Stacy Adams, Kurt Lewin, Rensis Likert, Edgar Schein, Robert Kahn, Victor Vroom, Harold Leavitt and Daniel Katz). They moved into a new niche in Schools of Management.

At the same time, sociologists were developing a perspective on organisations that was much more structuralist and "macro" than the one characterising the early stages of the field of organisational behaviour. Led by the early writings of Weber and Parsons, sociologists began to develop models for understanding patterns of behaviour across groups of individuals and for understanding the behaviour of organisations as entire entities interacting with their environments.

Gradually, the theoretical work of the sociologists and the pragmatism of the management theorists have become assimilated into the field of organisational behaviour. The result is that organisational theory has developed explanations, not only for individuals and groups' behaviour but also ways of designing and managing the behaviour of organisations as a whole. Within this analysis of the New Zealand Social Work Training Council the focus will be upon theories which examine "macro" features of organisational life rather than "micro". Micro issues tended to be focussed upon more extensively in traditional writings of organisational theory. This is not to suggest that "micro" issues are not significant but rather that many writers of organisational theory ignore the "macro" issues which are central to organisational functioning.

By "macro", is meant larger social structures and influences such as the economic and political conditions of the time and other large organisations competing for the same pool of resources.

Miles, R.H. (1980) emphasises the impact of external environment on internal organisational processes.

"Finally, the organisation is an open system, dependent on its environment for both legitimacy and needed resources. The indeterminateness and uncertainty created by this dependency also contribute to the tensions that must be managed from within. Organisations confronting dynamic, complex, and unreceptive or hostile environments must exert great energy in managing external relations. They may attempt to modify their goals, structures, or processes to better conform to environmental demands, or they may attempt to change the environment itself." (p. 6).

This larger context, the external environment depended upon for both the supply of needed resources and the disposal of products, by-products and wastes. This environment may be simple and stable or complex and rapidly

changing. The external environment becomes a source of both threats and opportunities, this must be well understood if effective strategies and structures are to be set up.

Leading thinkers and writers (Hage, 1969, Alderman, 1985, Miles, 1980) in many fields have observed a general increase in the degree of environmental turbulence, especially in post-industrial societies, and have become concerned about the stress it creates for organisational decision makers.

A distinction is regularly made between general and specific environment. General environmental conditions may be thought of as those that are "potentially" relevant for the focal organisation.

According to Hall (1984), while the roles of technology, legal patterns, culture, and so on have been demonstrated to be important, one cannot ever assign a ranking to the various factors to indicate their relative importance. The situation is further complicated by the fact that these general environmental factors themselves interact, so that it is difficult to isolate any one thing for analysis.

External factors influence many of the internal workings of an organisation. Studies (Rothmans, 1974, Miles, 1980, Etizioni, 1964) have shown that conditions in the external environment affect such things as the effectiveness of organisational structures and processes, the autonomy of top level managers, managerial problem solving activities, time spent in external versus internal contacts, and even the organisational goals themselves. Therefore, it is crucial for organisational managers and designers to understand the relationship between the external environment and organisational decision makers.

Features of organisational environments cause managerial uncertainty regarding the appropriatenesses of decision alternatives, and leading management theorists have regarded coping with uncertainty as the central problems for complex organisations (Rothmans, 1974).

For organisational designers and managers, the organising process presents a paradox. On the one hand, complex organisations are open systems and, consequently, mindful of the need to adapt to changing environmental conditions. On the other hand, complex organisations have need for determinants, for internal rationality and efficiency. Uncertainty taxes both adaptors and rational aspects of organisations and poses problems for managers responsible for articulation of the whole.

The uncertainty that organisations face comes in many different forms and many an author has attempted a categoration typology. Uncertainty has been defined as the lack of information about future events, so that the alternatives of present decisions and their outcomes are unpredictable (Miles, 1980).

The most important dimensions of uncertainty for managerial decision makers appear to be:

1. Uncertainty regarding **information** availability, accuracy and clarity.

2. Uncertainty regarding **cause-effect** relationships.

3. Uncertainty regarding **outcome** preferences.

4. Uncertainty deriving from **time span** of definitive feedback.

5. Uncertainty deriving from the inability to assign **probabilities** to events (Miles, 1980).

At the most general level, these uncertainties necessitate the diversion of scarce resources from units engaged in primary transformation processes to various maintenance and adaptive activities performed by boundary-scanning, information-processing, and decision-making units.

According to Hage and Aiken (1969) the complexity of running an enterprise, if fully faced, would overwhelm, the organisation and exceed the cognitive limits of its decision

makers. Hence managers must "satisfice" they must pursue
satisfactory rather than optimal solutions because of upper
bounds on both resources of organisations and cognitive
capabilities of decision makers. The number of factors to
be considered must be narrowed. Organisational members must
specialise in the things to which they pay attention and
manage, on behalf of the enterprise as a whole.

Writers such as Miles also presuppose that given the
nature of an organisation and the inevitable tensions
created within it by internal and external forces, effective
design and management requires the skilful application of
three essential and intimately related activities: internal
divisions of work; internal **control and co-ordination**; and
the **management of relations with the external environment**.
In this analysis the writer will focus upon all of these
points, those interviewed also passed comment upon these
factors.

In reviewing theories of organisations two further
organisational theories were examined: Matrix and
Contingency theories. These were evaluated alongside the
theory of developmental stages within organisations but were
rejected on the basis of their utility for the proposed
project.

The matrix organisational theory superimposes a lateral
or horizontal structure of a project co-ordinator on the
standard vertical hierarchical structure. One of the
earliest attempts to define a matrix organisation suggested
that it functioned as a web of relationships rather than
a line and staff relationship of work performance. The web
of relationships is aimed at starting and completing
specific projects".   Even now, there is little consensus
about the definition of a matrix organisation. Most
investigators describe such an organisation by how it works,
for example, as "a business organised by both resources and
programmes which are integrated by means of co-ordination
functions" (Miles, 1980).

The matrix models were too complex a model for attempting to analyse the New Zealand Social Work Training Council. It does however use a stage theory of development as part of its framework. The matrix model does examine the process an organisation passes through more than contingency theory does and in this respect as well, it has some similarities to developmental theories but overall the Social Work Training Council was not seen as elaborate enough to be analysed within the matrix model.

The alternative theory examined was the contingency theory of organisational design developed by Lawrence and Lorsch (1967). This theory is based on four action research premises:

1. There is no single, universal "best way" to design an organisation.

2. The specific design of the organisation and/or its sub-systems must "fit" its environment.

3. The more effective organisation has a proper "fit".

4. The needs of individual organisation members are better satisfied to the extent that the organisation is properly designed.

The contingency model did not appear to provide enough explanations to analyse an organisation. It focuses upon organisations in their present form and does not analyse how change can occur or how to design an alternative form of an organisation. There is some mention of wider environmental factors which affect an organisational programme within contingency theory as there is within the matrix theory but not to the extent that occurs within developmental theories of organisations. It is this writer's opinion that external factors play a major role in influencing the development of organisations and therefore should be analysed extensively.

A Quango - The S.W.T.C.

On a more specific level the S.W.T.C. can be described as a quango. A quango is an organisational form.

Quangos have varying degrees of influence or power and the extent to which the Council actually possessed influence will be examined more closely in the body of this research. Writers (Simpson, 1984 and Alderman, 1985) suggest that there are two reasons why Government utilises these intermediary organisations. First, there is an administrative and financial economy because quangos avoid the formalities and costs of formal civil service administrations. But often, more importantly, they do so to avoid potentially contentious State activities. Using administrative institutions that appear less than fully governmental enables central political actors to deny an equivalent measure of responsibility for what the Government is doing. It is the essence of these organisations, therefore, that their relationship to State authority remains ill-defined.

Governments establish quangos to comment on areas which it has difficulty understanding or interpreting. The Minister appoints "experts" in a particular area. These "experts" generally also maintain full-time positions in their own agencies. Regularly, these individuals are in positions of considerable responsibility within their own "profession". Generally their time is given freely.

Quangos do not necessarily have formal decision making powers but to varying degrees they are influential. They cover an extraordinary range of functions from statutory corporations, commercial companies, tribunals, advisory committees, fund allocating bodies, research institutes to incorporated societies.

Simpson reports that:

"... Quangos and their development has been one of the growth industries of New Zealand government." (1984, p.103).

Many writers would claim that quangos ultimately wield
a lot of power. They would say that most are established by
Parliament under an appropriate statute but once they are
established they escape from Parliamentary control except
theoretically twice a year when they present a report to
Parliament and when their funds are allocated.

Given that the quangos are so many and so complex these
powers of Parliamentary control could be seen by some to all
intents and purposes illusory for Parliament simply could
not keep track of what they were up to. But besides this
they often exercise law-making powers, either in terms of
their own statute which allows them to make regulations or
under powers conferred on them by Ministers under other
regulations.

Stage Models of Organisational Development

Organisational theories tend to be cross-sectioned but
on their own offer little in terms of lognitudinal analysis,
thus developmental theories were chosen to aid the
examination of the Social Work Training Council. Stage
Models offer a framework for analysis an organisation over
time.

Many theorists describe three stages that programmes/
organisations progress through in their attempts to become
established (See Appendix VIV). Stage Models of
organisations will be considered in this thesis. In
particular, Patti's (1983) Model of developmental change
will be utilised. Patti, commences with the Design Stage,
followed by the Implementation Stage, and finally the
Stabilisation Stage. Hage and Aiken (1969), on the other
hand, proposed the following sequence: firstly, Evaluation
Initiation, secondly Implementation, and lastly
Routinisation. Perlimutter (1967) heads his, Self-Interest,
Professionalism, and Social Interest. The classification
used by Katz and Kahn (1966) includes the Primitive System,
followed by Stable Organisation, and finally Evaluation of
Structure.

The writer has chosen the first classification (Patti, 1983), as being the most appropriate and explicitly stated of the above theories.

Although Patti's (1983) theory is similar to other authors, his offers a clarity the others lack. The titles used in the following discussion of the Stages are Patti's own, but on occasions the description draws from all three models or theories.

DESIGN STAGE

There are particular characteristics which are commonly associated with programmes in the Design Stage of development. Hage and Aiken (1969) describe an organisational context surrounding a programme which serves as both a source of constraint and an opportunity for the manager to create programme development during the Design Stage. In this context, the programme manager confronts the challenge of converting what is still an assemblage of ideas and resources into a functional entity with a potential for delivering social services. The goals sought in building this potential, the critical tasks and issues that must be confronted in realising these goals, and selected strategies and techniques useful for this purpose will now be examined.

Organisational Context

The impetus for planning and developing a new programme can result from a series of different sources. Patti (1983) highlights three major impetuses for the creation of new programmes. He states that perhaps the most frequent impetus comes from **sources external to the organisation** (emphasis in the original) in which the programme is ultimately located. Legislative or executive initiatives at federal, state, or local government level, often specified and interpreted by planning and regulatory bodies, frequently provide the authorisation and incentive for the creation of new programmes.

Although the formal authorisation for programmes may be provided by legislative or executive mandate, the stimulus for such action is frequently provided by the advocacy of groups or associations closely identified with, or speaking on behalf of, the population that stands to gain by the initiative.

New programmes may also be initiated by organisational leaders. The decision to create a new programme may be based on several different factors. An unmet need may be perceived within the community, leaders may wish to amend a present service which is being provided.

The third common method whereby a new programme is initiated is as a result of persons in lower levels of the organisation. Front-line personnel may see an unmet need within agency delivery and push for the establishment of a new programme.

Although writers such as Patti (1983) invoke clear distinctions as to how programmes come into existence, it would seem more likely that a combination of the above factors contribute to the development of a new programme.

Whatever the source of initiation, a new programme commences when an agency policy or directive has been formulated authorising its establishment and setting its broad goals and purposes. Ordinarily this mandate will recognise the need for a new service, indicating the population to be served, and the outcomes expected. It remains for the programme staff to elaborate this intent and bring it to fruition (Huse, 1980).

Internal Dynamics

The internal climate of programmes during the Design Stage tends to be characterised by a higher degree of informality, and voluntary compliance than is likely to be true at later stages. The programme staff will generally consist of a relatively small group of persons who have either been self-selected because of their role in bringing the programme into existence, or chosen by agency leadership because of their prior interest in, or commitment to, the programme form envisaged (Downes, 1967).

Miller and Rice state it this way:

"Sentience is likely to be strongest where task and sentient boundaries coincide and, more particularly, where members share both a common belief in the objective of the group and complementary beliefs about their respective contributions to it." (1967, p.259).

Given this desire to reach a common goal, individual differences may be submerged at this point in an effort to

resolve the perceived common problem (Katz and Kahn, 1967).
Within this framework the leader is likely to use normative
power in his/her dealings with subordinates. Normative
power, in contrast to power based on coercion or the use of
monetary incentives, derives from the shared commitment of
both superior and subordinate to the programme's purpose.
The programme's Director is likely to elicit support from
staff by appealing to a common good. The flip-side of the
argument implies that subordinates although not always
totally in agreement with superiors will suppress their own
feelings and beliefs for the common good of the programme
during the Design Stage (Epzioni, 1964). Moreover, during
this time staff and management are likely to have more
intense and intimate contact due to the relative smallness
of the group and the sense of commonality.

Reliance on normative power in relationships with
subordinates is also likely to be more common at this stage
because there are no set solutions to problems and managers
rely on subordinates to come up with creative solutions
(Patti, 1983).

In addition, at this time the rules and procedures for
the organisation are not highly formalised and standardised
thus allowing for a higher degree of creativity and
flexibility in decision making. Interestingly at this stage
inter-personal strain, poor communication and lack of
accountability may also develop due to lack of boundaries
and a high degree of flexibility in the system (Rosengren,
1970).

Lastly, in the Design Stage, divisions of labour are
fewer and less distinct than may well be evident at a later
date should the organisation develop. A low degree of
specialisation exists. Less possessiveness is likely to be
evident around roles as a mutual feeling of comradeship
exists in order to develop this new scheme amongst the sea
of other competing projects (Patti, 1983).

Relationship with other Organisations

During the Design Stage, parent organisations and external environmental factors are likely to exert a profound influence on the character of the programme.

Relationships with other units of the host organisation (e.g. other Departments or programmes) will be affected by whether the new programme is perceived as competing for resources, jurisdiction, or both (Anderson, Frieden and Murphy, eds., 1977).

This is an important point especially if funding of new programmes are based on a formal "compensatory savings" basis. Compensatory savings means that if a new programme is initiated equivalent expenditure must be trimmed from other organisational activities.

Developmental Goals

"Organisations are born in a climate of excitment and hope: they must survive in a world of test and challenge." (Lippitt, and Schmidt, 1967, p. 106).

In order for an organisation to survive it must creatively adapt to the changing political climate, economic cutbacks and changes in organisational leadership.

To ensure that the programme continues further than the Design Stage managers or significant personnel involved, need to be aware of three developmental goals:

1. During the Design Stage, the relationship with the funding body needs to be firmly established. As finance is one of the main factors to be addressed, it is vital that attempts are made to assure on-going funding. Rarely can an organisation exist without this form of support. Many bodies compete for the limited pool of resources being granted by Government (if this is the funding source). A well constructed case is required with articulate, energetic individuals pushing for their "share of the pie". Simpson states it this way:

"Parliament is not so much the pinnacle of our
constitution as the gate through which all things must
pass. It is important therefore to be aware of who are
the gatekeepers. And these in their turn are threefold.
They are the party both within and outside Parliament,
the Cabinet, and the Public Service in the broadest
sense of that term. An examination of each of these in
turn reveals some hidden sinews of our constitution."
(Simpson, 1983, p. 89).

2. To establish credibility with major constituencies, both
    within and without the organisation, and thereby develop
    the support and resources necessary for survival and
    programme integrity;

3. To establish a capability that shows promise of
    realising the intent (purpose) set forth in the
    authorising policy.

These goals do not function alone but rather are inter-
connected. Both need to be realised for the programme to
develop.

Management Tasks and Issues in the Design Stage
Patti (1983) talks of two major management tasks that must
be fulfilled during the Design Stage. They are (1) planning
the direction the organisation is going to take and
(2) acquiring resources to fund the programme.

The development of organisational goals involves the
articulation of broad mission statements and organisational
philosophies set out by the organisation. From there, there
is a need to develop quite specific goals for either service
delivery or expected output of the programme. In order to
undertake this planning realistic assessments have to be
made of the community needs. Obviously if the consumer
group is more involved in this initial process then they
will have a greater commitment to the programme's ongoing
development.

Both the issues of establishing the need and the
resource to meet that need are essential for an organisation

in order to proceed fully to the Implementation Stage of
Development.

Patti argues failure to substantially achieve these
developmental goals is likely to undermine the
Implementation Process, since the manager and staff will not
have received the support, resources and clarity that are
required to effectively launch the delivery of services. In
addition, to the extent that the time and energy of
programme staff are spent addressing Design Stage goals,
they will be unable to give their undivided attention to the
consuming process of implementation.

IMPLEMENTATION STAGE

The second stage of Organisational Development is the Implementation Stage. Programmes seldom emerge from the design stage with a full-blown capacity for service delivery. An organisation has to adjust its performance depending upon the internal and external demands placed upon it. The Programme Manager has, at this time, the greatest potential to direct the character of the services. The potential for influence is perhaps unparalleled in the history of the organisation.

The Implementation Stage commences as the programme swings into full operation. Assuming that significant progress has been made towards the developmental goals sought during the Design Stage (that is establishing credibility in the host organisation and creating capability for service delivery), the resources, energy, and attention of the manager and staff are now increasingly devoted to the job of delivering the services the programme was created to provide.

> To the extent this has not occurred, the programme staff are likely to remain embroiled in the design-stage tasks of planning and resource acquisition. A continued preoccupation with these tasks can result in less than adequate attention to the tasks of implementation.

Organisational Context

During the Implementation Stage the array of environmental factors impinging upon the programme are theorised as complex. During this stage organisational leaders will have less direct influence and contact with the programme. Leaders have to establish funding. The operationalisation of the overall philosophy and decisions required for service delivery will be delegated down to Heads of Departments. The Director or those who initiated the programme's development will now only be involved when problems arise. This theory assumes a particular management style. It may be argued that, in fact, a charismatic leader or directive style of management is not necessarily going to fit with the programme's second stage of development.

Internal Dynamics

During the Implementation Stage, the internal dynamics of programmes also take on quite a different character. In the Design Stage the core staff was likely to be involved with the setting up of the programme. Because of the close involvement, a high level of enthusiasm and commitment will almost inevitably be present. Those that become involved in the Implementation Stage may be brought in at a lower level and be less inclined to commit themselves as wholeheartedly. They may, in addition, continue to exhibit loyalty towards their parent organisations.

The existence of an enlarged and more heterogeneous (in terms of motivation) workforce increases the possibility of disagreement of a programme objectives and intervention strategies. This, combined with the necessity to flexibly adapt services to the needs of the new clientele or the preferences of the community agencies introduces a good deal of unpredictability and inconsistency into programme operations. Programme managers will have varying degrees of tolerance for this, but at some point they are likely to see a need for increased control and co-ordination. Thus, before a programme moves very far into the Implementation Stage, managers frequently attempt to develop policies and procedures to guide subordinate behaviour and bring about greater consistency and performance. The establishment of reporting systems and the creation of supervisory hierarchies to train, socialise, and oversee new staff are not uncommon at this point (Katz and Kahn, 1966).

Efforts to bring greater consistency and uniformity may be resisted initially by front-line staff. A balance needs to be struck between the formalising of rules and allowing staff to test out their own solutions and autonomy. Those with a professional background which stresses autonomy of practice may be the ones most hesitant to adopt, automatically, the agency rules.

According to Patti, programme growth during the Implementation Stage is also frequently associated with the

elaboration of administrative structure (Patti, 1983).
Roles may become more specialised to the point where
sub-programmes are evident within the main programme.
However, it could be debated that administrative structures
do not necessarily become more elaborate but could in fact
just become more confusing and complicated as programmes
develop. This would depend a great deal upon the foresight
and clear thinking of those developing the policies.

These, and similar forms of internal specialisation,
bring with them two likely developments. Firstly, those in
a supervisory position are likely to play more of
a mediating role between front-line staff and management.
Secondly, as the jobs of workers become more specialised and
crystallised, alliances are struck up with their work group
or sub-unit. As the flow of communication has been cut
down, mechanisms, such as staff meetings or team meetings
are commonly established in order to formalise the
communication processes. This linking of people within
sub-units and the alliances has both positive and negative
effects. If people remain within one agency for long enough
there can be a tendency to become too agency-specific about
possible solutions to problems rather than creative and
dynamic. However, it can also mean that a strong sense of
unity develops and a loyalty to the programme.

In the process of formalising and initiating a more
elaborate structure, the failure to develop mechanisms for
internal control and accountability can be equally
troublesome. A person or group has to take responsibility
for clarifying roles, and channels of communication and
accountability. Ultimately, someone must take
responsibility for making the final decisions on complex
issues.

While during the Design Stage a programme's emphasis
revolves around survival, as it progresses to the
Implementation Stage the central issue is one of competence.
The programme is now required to fulfil its promises made.
It has shifted from a concept to an operation and is

required to achieve objectives which were set. In the pursuit of competence, several developmental goals are particularly important for the programme manager. The first involves securing a <u>domain</u> for the programme and establishing its legitimacy in this area. Domain refers to the array of social problems with which the programme deals, the clients in these problem populations that are actually served, and the services that are provided to them (Greenley and Kirk, 1973). This domain defines the real parameters of the programme, serves as the focal point for its identity, and provides a basis for its continuing claims on resources. The domain is also the arena in which the programme seeks to develop and consolidate its technical expertise (Lippitt and Schmidt, 1967).

Relationships with Other Organisations

A second developmental goal, closely related to the first, is achieving a greater measure of certainty in relationships with groups and organisations in the environment (both internal and external to the parent agency). (Hasenfeld, 1974). If the organisation is struggling to cope with unpredictability and unco-operative external factors it experiences difficulty in establishing a stable internal working environment and running a coherent programme.

Domain and environmental certainty goals both contribute to, and are fostered by, the development of the programme's internal capability. In the last analysis, the programme must be able to deliver services in a reasonably efficient and reliable manner. A structure that will support and facilitate service delivery and the acquisition of personnel with appropriate knowledge and skills are critical elements of this internal capability.

Programmes during this time are required to establish for themselves a position amongst other service delivery agencies. Naturally, other agencies may be resistant to the growth of additional programmes encroaching upon their domain. The existing programmes may need to foresee

a potential benefit for themselves if they are to assist a new organisation to develop. The whole notion of competitive organisations needs to be analysed carefully. Established programmes may be very territorial about their clientele and may be so even to the detriment of service delivery clients. It is important not to make the assumption that all organisational managers and personnel will make rational decisions regarding programme development.

New programmes are dependent upon existing ones for relevant information, visibility and acceptance. Although much of the ground work would have been undertaken during the Design Stage, it is not to be tested out until the Implementation Stage. At this point organisations are very sensitive to the attitudes of surrounding established agencies. They will be most open to change and compromise at this point as it is at this time they have the greatest need to establish their agency and clientele.

In conjunction with the above issues there are a number of management tasks that must be addressed in the process of realising these goals.

Developmental Goal - Establishing a Clientele or Consumer Group

While relationships with organisational leaders during this time are not of central importance, the relationship with the community is vital. Perhaps the central issue bearing on programmes at this stage of development is the need to establish a clientele (Tripod and Epstein, 1971). Some programmes are assured of a clientele by virtue of legislative mandate, but this is the exception rather than the rule. Securing and maintaining a client population is by no means a certainty. Problems involving community awareness, geographic access, attitudes towards the services provided, and cultural values, among others, may result in the under-utilisation of the programme, even when the need for it has been amply documented. An inability to achieve the above may render the programme open to external

criticisms and funding cut-backs. This is a critical exponent when one is to scrutinise the Council.

Achieving what Downs (1967) refers to as an "initial survival threshold" is largely contingent upon the programme's ability to acquire a stable client population. "Initial survival threshold" refers to the balance or otherwise of client numbers, funding and service provision available (Downs, op.cit.). Within programmes it is practical to identify certain critical points in time when issues have to be addressed if a programme is to survive. But, it is unlikely that the specific point in time can be as clearly stated as many developmental theorists would argue.

Faced with the problem of attracting a clientele and also being able to service that group of people, the programme may broaden its scope of services in order to attract a broader-based client population. This is undertaken in order to fulfil the requests made by clients and in order to attract others from the target population (Rosengren, 1970). Whereas in the Design Stage the focus may have been targeted on specific groups of people, during the Implementation Stage, the boundaries may expand, especially if there are too few people wishing to utilise the service. Ways of expanding the target population include, extending the geographical boundaries of service, and waiving the entrance criteria. In some cases, programme managers find it necessary to provide services in decentralised locations that are closer to potential consumers as an inducement. This widening of the boundaries may have a two-fold effect; it may attract clientele, but may also cause role confusion for the staff, internal conflicts over goals and priorities, and difficulties with internal co-ordination and management control (Rosengren, 1970). The concept of identifying the client population, is one of the most useful notions in analysing the S.W.T.C..

Management Tasks and Issue

There are a number of tasks to be addressed during the Implementation Stage:

(a) The Resource Acquisition Task;

(b) Contracting, Engaging and Maintaining a Clientele;

(c) Informing the Target Population of the Service being offered;

(d) Facilitating Client Access to the Programme;

(e) Building Trust between the Programme and Consumer Group; and

(f) Developing Relations with Agencies and other Sectors of the Environment.

These tasks will now be focussed upon individually.

The Resource Acquisition Task

During the Design Stage the tasks of obtaining funding and establishing internal organisational support necessary to design and initiate a programme are vital. These two functions have to be maintained into the Implementation Stage. The acquisition and renewal of these resources continues to be an important managerial responsibility in the Implementation Stage, but at this point the task takes on two added dimensions:

1. Attracting and maintaining a stable clientele whose needs can reasonably be addressed by the programmes, services and technologies;

2. Developing a network of reciprocal relationships with groups and agencies in the community and other units in the host organisation whose support and co-operation are essential to the programme's operations.

Both kinds of resources, that is, clients and inter-agency support and co-operation - are instrumental in enabling the programme to define its service domain and achieve greater

certainty, vis-a-vis the external environment - two of the
principal goals sought during the Implementation Stage.

Contracting, Engaging and Maintaining a Clientele

> All social programmes "must somehow solve the problem of
> bringing their services or technologies to their
> clients..." (Tripodi, Fellin, and Epstein, 1971, p. 32).

This objective of bringing the services to the client
may be lost in the hectic process of planning a programme,
but it is a must for the Implementation Stage. Clients, not
only provide the "raw material" for treatment technologies,
they may also be an important source of revenue, help to
publicise and legitimate the programme with other potential
consumers, and provide confirmation regarding the value of
the services to evaluators, funders, and policy makers
(Hasenfeld, 1978). This is particularly the case in
programmes operating under fee-for-service, contract, and
vendor arrangements. The failure to attract and maintain a
clientele calls into question the complete concept of the
programme and weakens its claim on resources. As Steiner
comments:

> "There is nothing quite so disturbing as a well-funded
> service operation waiting with open doors for clients
> that never appear." (Steiner, 1977).

Despite the importance of clients as a resource, the
task of contracting, engaging, and maintaining relations
with them is often neglected by those running programmes.
Too often complacency sets in. Managers of programmes
believe theirs is the only one in the community to fulfil
a need. Studies may have been undertaken which highlight
the existence of a client group and it is assumed that
merely by being one will maintain a clientele. Whatever the
reason a programme will most likely flounder during the
implementation phase if it does not vigorously seek out and
maintain a client population.

Three factors of this task are especially important:
informing the at-risk population regarding the availability

of the programme services and spelling out eligibility; encouraging the process of easy access to the services offered by the programme; and creating conditions and processes that will promote trust between the agency and its clientele.

Each of these will be focussed upon briefly.

Informing the Target Population

The most obvious aspect and least adequately dealt with factor is ensuring that the target population is completely familiar with the existence and scope of a new programme. Internal expectations and philosophy need to be ironed out, as there is nothing worse, or more damaging to the programme or community than to have internal conflicts aired publicly with no resolutions occurring within.

In an effort to attract potential clients, new programmes are sometimes tempted to "oversell" their capability. The tendency to promise more than can be delivered not only runs the risk of damaging the programme's image in the community but also pulls the staff's focus in many different directions and dilutes their efforts (Miringoff, 1980). Again this point is very relevant when focussing on the Training Council later in the thesis. At the same time programmes, especially those that are not well funded, need to respond to the demands placed upon them by the community. This is a difficult balance to maintain.

Facilitating Client Access

Having informed the population of a programme which exists it is important to ensure access to it is as smooth as possible. Aspects which hinder access include - geographical distance, cultural biases and complicated referral processes. It is argued in developmental theory that there must be a very clear linking agent between the programme and the community.

Some of these hindrances will not be foreseen during the Design Stage and others will be but additional funding would be required to right them. A manager needs to continually

assess whether access to a programme is as clear and simple as possible.

There is a tendency to assume that utilising services offered always brings a reward to the consumer. The process however of going after a service includes a cost to the individual. Many of these costs - in emotional or physical energy, or time lost - are incurred by consumers in overcoming the obstacles noted above. At some point the need for service may be overshadowed by the opportunity cost (that is, the options the client foregoes in expending time and energy required to use the service) (Glisson and Marten, 1980). In addition, this researcher sees that the services being offered may not always be very clear to the consumer.

Building Trust

Building trust between the programme and consumer group is important but also difficult to quantify. Consumers must know about and be able to gain access to a service, but this will be of little value unless they have confidence in the service offered by the programme.

It has been hypothesised that trust tends to occur most readily when congruence exists between client expectations and the goals of the programme (Hasefield, 1974).

Developing Relations with Agencies
and other Sectors of the Environment

Few programmes exist totally independently. They rely on others in the community for resources. Patti (1983) described three tasks managers must address if they are to develop these reciprocal relationships with various organisations: (1) identifying and analysing the programme's organisational set (2) establishing contact with other agencies and units in this set and (3) negotiating exchanges of resource. A fourth added by Huse (1980) is creation of organisational structure.

(1) Analysing the Organisational Set

Every programme is enmeshed in an organisational set, which may be defined as those organised entities with which

the programme is, or is likely to be, in interaction (Hasenfeld, 1974).

(2) Establishing Contact

A second major dimension of the resource acquisition process involves the manager linking up with other community agencies. The manager's aim is to discover the resources present, exchange information and favours. This is achieved by the manager attending seminars, inter-agency meetings and providing orientations to other agencies. Developmental theories have not focussed upon the dilemma if other similar or competing community agencies within the community do not exist.

(3) Negotiating Exchanges

A piece of the Resources Acquisition task is negotiating agreements. Organisations require resources and skills from one another. Sometimes this exchange is simple and without conflict. However, more regularly an agency needs to balance the sharing of resources and the protection of its own domain.

A common exchange comes about by an organisation charging a fee for services provided. An alternative to this is where one agency, for example, deals with all referrals to do with domestic violence and refers all those with eating disorders to another, thereby sharing clientele numbers. Such agreements inevitably require compromise and concessions.

Dilemmas do exist in this exchange. One issue arises from the fact that new programmes are likely to be more dependent on these agreements than their counterparts. It takes time and energy to establish these liaison relationships with other organisations and this function needs to be clearly weighed up against the other tasks an agency is undertaking.

Actual or potential competition with other agencies or units is also frequently an issue during the Implementation Stage (Anderson, Frieden, Murphy, 1977). When the programme

is competing for a finite client pool or for limited funds, competition can have serious consequences. Several options are available to managers. They can proceed independently of other agencies and lobby for a share of resources from the pool. Alternatively negotiations can take place to divide resources and services with existing programmes. The difficulty with this option is that established programmes are unlikely to wish to release any of their existing resources. Finally, the third option is for a manager to establish a joint venture with another organisation, formalising the responsibility and sharing of each. Inevitably, however, the new programme on the scene starts from a position of less power.

(4) Creating an Organisational Structure

Although in the design phase a rudimentary organisational structure would have been developed, with the increase in size and heterogeneity of the programme this will have to be refined.

Organisational structure means the established pattern of relationships among components or parts of the organisation. More specifically, structure consists of those formal, relatively stable arrangements that prescribe how the functions and duties of an organisation are to be divided and then co-ordinated, how authority is to be distributed, and how work responsibilities are to be carried out (Huse, 1980). Structure, as we define it, does not encompass relationships, sentiments, and norms that emerge spontaneously in the course of interaction between organisational members, though these informal processes can do much to influence the nature of formal relationships. Organisational structure is less a description of what is, than a blue print for how activities should be orchestrated to achieve desired objectives.

Because organisations rarely function in the manner formally prescribed, there is a tendency to minimise the importance which formal structure plays on behaviour (Huse, 1980; Miles, 1980). However, there is significant

literature which suggests the prescribed structure
significantly affects such things as efficiency, morale and
job satisfaction, attitudes and behaviours towards, and
expectations of clients. Turnover of staff and absenteeism
(Glisson and Marten, 1980).

This analysis of behaviour is one of the major benefits
of stage models.

Summary - Implementation Stage

During the Implementation Stage the varying environ-
mental factors which impinge on the programme greatly
increase. At this stage it becomes increasingly critical
that relationships with other groups and organisations in
the community are strengthened.

Organisational superiors who exercised a dominant role
in the early stages of the programme funding now have less
contact with the programme. This is due to a number of
reasons. Added administrative systems are now in place and
less direct contact is required within the programme.
A greater degree of delegation is now possible as roles have
been more firmly established. Funding is more assured and
automatic, therefore it is also stated (Katz and Kahn, 1966)
that organisational leaders tend to only become involved
when problems arise and require intervention. This
increasing independence given to the "hands on" personnel
appears a common theme when programmes are becoming
established and those initiating the programme begin to
focus on new issues which arise.

Programmes at this stage also need to continue
establishing themselves amongst programmes providing similar
services. The programmes may be competing for mutual
resources and credibility needs to be developed.
Correspondingly a major failure at this phase could occur if
the role or scope of the body is not clarified to consumers
of the service. At this point there is a tendency for
programmes to "oversell" themselves, i.e. suggest they cover
a wider area than they can manage in order to attract

clientele. Clientele or consumers can be interpreted here
in a much broader context than the traditional definition.

The 'internal dynamics' of the programme may increase in
complexity with more specialisation arising and increased
departmentalisation. At this point the specialisation may
be in the best interests of the organisation, encouraging
efficiency and achievement. If this departmentalisation is
carried to extremes, maybe at a later point in the cycle,
a situation may prevail whereby the systems within the
organisation are more beneficial for those working inside
it, rather than those utilising the service. The patterns
become increasingly set and help to make the workers feel
very comfortable and secure, not requiring them to make
creative or alternative decisions.

Two developmental goals which are said to be the most
important by such writers as Miles (1980) and Patti (1983)
at this stage include:

(1) establishing themselves amongst other programmes in
    order to gain resources and support;

(2) to illustrate they are able to reach their potential as
    set by the goals. These two goals are interactive.

In order to achieve the above goals a realistic assessment
of community needs has to be established. Objectives need
to be set. Intervention strategies planned allied with the
issue of establishing a programme within the Community,
a vital link has to be maintained with the Target Group (the
population the programme is serving).

In order to maintain this contact with the Target Group
a number of tasks have to be completed. The Target
population needs to be informed of the service. The scope
of services offered has to be explicit so as not to
disappoint, or encourage false expectations as to what will
be received. If nothing else, a lack of clarity concerning
the programme among potential consumers, requires that time
and energy be spent in correcting misconceptions.

THE STABILISATION STAGE

The Stabilisation Stage is both an end and a beginning, in that by the time an organisation has reached the stabilization period it has the potential to have realised its goals set from the Design Stage. Therefore, it is the end of an era. However, it can be the beginning of a new phase in terms of developing new aims and meeting new challenges not previously faced.

Organisational Context

At this point in time survival is not the most important issue facing the programme or organisation. The programme has proved itself within the wider context of the community. It has established a steady clientele, and highlighted the need for its existence. The organisation has also developed mutually inter-dependent relationships within the community.

Relationships with Other Organisations

Although it could not be said that funding is assured by this stage, it is theoretically less difficult to justify the need for resources. At this point in time the programme can now be said to be "institutionalised" (Patti, 1983). However it is vital that the programme still responds to the demands and the changes that are happening within the external environment. If it does not do so then it runs the risk of becoming redundant.

At this point in time the programme may also want to increase the resource acquistion.

"Organisations may increase their resource support by developing a high prestige image in the community." (Rothman, 1974, p. 127).

Rothman argues that programmes need to become very visible and politically active if they are to gain additional resources.

During the Stabilisation Stage the programme has the potential to perform at its highest possibility ever.

Personnel understand the system by which the programme functions and methods of working have been tested and the most economical methods found.

Ironically at this stage however the programme may lose touch with the environment and the changes happening within it. Programmes may become so self-contained and self-fulfilling that they do not respond to external pressures. The programme may become a place where the needs of staff are met and this is seen as more important than responding to the needs of clientele external to the organisation.

> "Reliability and Consistency, once sought as means to
> program performance, often become desirable ends in
> their own right." (Patti, 1983, p. 161).

Internal Dynamics

> "The Stabilisation Stage is usually marked by
> an increasingly elaborate organisational structure."
> (Hage and Aiken, 1969, pp. 104).

Roles and procedures are developed to codify past experiences, to create regular procedures of decision making, and assure greater consistency in service delivery. There is increased emphasis upon monitoring the workings of the programme and outcomes. Needs may be increasingly highlighted as a programme develops and consequently increasing specialization ensues. Again interestingly the Stabilisation Stage can be a time when there is less flexibility and originality used in problem solving. Procedures may be so fixed as to hinder the introduction of new techniques.

> "Rules, regulations, job specifications, and performance
> standards are the hallmark of a stabilized program."
> (Patti, 1983, p. 160).

The administrative hierarchy becomes more sharply defined, and a formal authority and prerogatives of actors at each level tend to crystallise. If everything has progressed relatively smoothly to this juncture, staff

ideally possess more energy than ever before to direct towards programme objectives, since the issues of survival and development, which required so much attention in previous stages, are no longer of paramount concern.

In conclusion the programme should be functioning at its optimum level; however ironically it may be stagnating due to lack of new initiatives.

Developmental Goals

The major emphasis at this particular stage is to utilise resources and experience to the maximum of efficiency. There are three major developmental goals during the Stabilisation Stage. Firstly, the programme needs to develop an organisational climate for its personnel which supports and facilitates their development. Secondly, there needs to be systematic feedback regarding what is being done and the effects it is having upon both the programme and the community. The third goal which is linked intrinsically with the first two is the need to deal creatively with internal dilemmas and emerging environmental conditions.

Within many organisational theories a good deal of energy is spent focussing upon the importance and the variances in leadership styles. Patti (1983) writes that leaders are less likely to be involved in the everyday running of the programme once it reaches the Stabilisation Stage. Heads of organisations only become involved with the programme when problems arise.

The Programme Task and Assessment Task

"Decisions are often made on political grounds, for ideological reasons, out of tradition or habit, because of economic feasibility, from personal intuition and bias, or sometimes from simple expediencies. Some decisions are never consciously made: things just seem to happen. Skilled administrators use an informal "intelligence" network as a source of much information." (Weirich, 1980, p. 153).

However programme decisions may have to be more clearly justified and assessments undertaken during times of

economic hardship. Assessment of the programme, its past and future, is most important during the Stabilisation Stage because at this time there is a clear understanding of what can be expected with respect to the programme outcome. A base line has been established by this time. Systematic assessment now becomes essential. Indeed, some experts argue that elaborate information systems should be delayed until programme stability has been achieved.

Patti (1983) defines the programme's assessment task as consisting of the following interrelated components.

1. Identifying (anticipating) the types of issues, problems, and decisions that are likely to require or create the need for systematic information concerning programme performance.

2. Identifying the nature of the information which is required.

3. Selecting and implementing methods for generating the collecting of appropriate information.

As programmes reach the Stabilisation Stage, their rate of growth in resources and potential is likely to slacken, even as the demand for services continues to increase. It often happens, therefore, that managers are confronted for the first time with conditions of scarcity in which it is impossible to satisfy the resource needs of all the programme's components.

During the Stabilisation Stage there is a tremendous focus upon assessment of the Programme to ascertain potential areas for development. This is the most probable time also to make changes as a result of what is found from the assessments.

Rothman emphasises this point when he contends:

"The rate of adoption of an innovation is related to its perceived communicatability. Innovations which can be

explained or demonstrated with ease will have a higher adoption rate than those which are difficult to explain or demonstrate." ((1974, p. 441).

In conclusion, although programmes in the Stabilisation Stage are likely to reach the peak of their potential for effective performance, the actualisation of this potential is by no means a fait accompli. Frequently both internal dynamics and external conditions threaten this potential development.

Three developmental goals take on special importance in this context:

1. The creation of an organisational climate that supports professional growth and self-renewal among programme personnel;

2. The development of a capacity for programme assessment that generates a continuous source of feedback regarding what is done and with what effect;

3. An ability to adapt and change in response to problems and emerging realities.

    The S.W.T.C. will be examined to ascertain whether it reached these developmental goals.

In addition, reviewing the Social Work Training Council within this theoretical stance raises the following questions:

-   What was the composition of the members within the Training Council and therefore whom were they representing?

-   Was the Council's developmental goals achieved to secure the required funds?

-   Did the internal structure of the Council alter and become more elaborate as the organisation progressed?

-   Did the S.W.T.C. establish itself amongst other organisations?

- Was the client group identified by the Council?

- Did the Council respond adequately to the demands and
  pressures from the external environment? and finally,

- How did the Council respond to and interact with its
  external environment?

These questions will be examined and answered in the
Discussion Chapter.

CHAPTER 3

METHODOLOGY

On reading and examining the minutes and policy statements of the Social Work Training Council, as well as talking with past members of the Council, it became apparent that many common issues were identified. It is due to these common themes that the writer was encouraged to delve further into the functioning of the Council.

On researching the S.W.T.C. it became apparent that developmental theories of organisational change provided one means by which to analyse the Training Council through its life history.

This piece of research utilises the developmental theories of organisations to answer the question "Why did the Training Council come to the demise in 1985?"

Over an 8-month period a pilot study was undertaken, whereby four members of the New Zealand Social Work Training Council were interviewed. A semi-structured interview approach was taken and the research was perceived as a case study approach.

The Pilot Study

1. In order to undertake the pilot study and the full research project, the writer requested permission from personnel at Head Office, Department of Social Welfare, Wellington to examine minutes and policy statements by the New Zealand Social Work Training Council. An agreement was entered into regarding the utilisation of information uncovered. This agreement is attached in the Appendix IV.

2. Information from the minutes was recorded in a timeline style (Appendix V). Discussions and decisions made by the Council were recorded and tabulated. Position Papers were examined (Appendix VIII).

3. By this time an extensive review of the literature had been undertaken by the researcher and it appeared that developmental theories were one significant tool which enabled the analysis of the New Zealand Social Work Training Council.

4. As a number of common themes became apparent through the pilot study the research project was taken further. Below is a list of some of the themes which were highlighted in the pilot research:

   - A frustration felt by some that "good" policies were decided upon and then action did not proceed as no financial backing was available.

   - Two of the respondents from the pilot study talked of the frustrations of having a number of broadly-defined goals and then as a Council, not being able to realistically achieve these. In a number of situations it appeared as though the goals were interpreted differently, both by members from within the Council and those external to it.

   - One person interviewed within the pilot study also commented upon the fact that sometimes the inter-necine battles within the Council precluded decisions being made.

   - Frequent changes in the Secretariat created inertia in the work flow of Council.

5. Within this pilot study and the major piece of research (undertaken 7 months later) the writer decided to interview those who had a social work background or who were employed in the area of social welfare services (Appendix X). This decision was based on the fact that a social work perspective was being sought. The writer's assumption was that work undertaken by the Council would be most heavily influenced by those with a background in social work. Also, the researcher assumed that those with a social work background would be more highly committed to social work research.

6. In this piece of research the writer adopted a generic
    view of social work. For example, this researcher
    considered social work to include - traditional social
    work, community work and youth work.

    The rationale for using a generic approach was that it
    appeared that Council attempted to service the complete
    group under one body of representation. This researcher
    would prefer to see the social work, community work and
    youth work population maintain some common linkage.
    However, many groups, and the Ministerial Review
    Committee, (Hancock,(1985) was one such group, advocated
    an increased distinction.

    Appendix VI gives the Ministerial Review Committee's
    definitions of social work, community work and youth
    work. This thesis is adopting the combination of the
    three definitions from the Review Committee, when
    reference is made to a "Social Worker". That is,
    "Social Work" is used to include all three groups.

    In other countries, social workers are divided into
    groups depending upon their **Task Orientation**. For
    example, British National Joint Council 1979, grouped
    social workers by the following method:

    1)   Welfare Assistants
    2)   Social Workers
                 First Level
                 Second Level
                 Third Level

    and in New Zealand, according to the University Grants
    Committee, Brownlie Report (1981).
            Categories of Social Workers

    1)   Social Case Work
    2)   Residential Social Work
    3)   Community Workers
    4)   Welfare Workers
    5)   Social Service Administrators
    6)   Social Work Educators

But in this thesis the research is referring to all of the above as "Social Workers".

Major research

When the major piece of research was undertaken a semi-structured interview method was also utilised and the methodology involved a case study approach (Williams, B., 1978). Seven social workers were interviewed from the New Zealand Social Work Training Council. All were closely associated with the Council just prior to its conception, during its twelve year history or on conclusion of its life span (refer to Figure 1).

Respondents were chosen on the basis of those perceived by the researcher to be influential within the Social Work Training Council. This judgement was made upon reading the minutes and documentation of the Training Council. The writer ensured that at least two people were interviewed from any one point in the Council's its twelve year history.

The base line of information came from the minutes and policy statements made by the Training Council between 1973 and 1984. This documentation included Social Work Training Council minutes, publications by the Council, correspondence to and from this body, and summaries of work undertaken. At times however, the information provided by these means was insufficient and alternative sources such as publications regarding the Council had to be analysed to complete the picture. Even with this additional information there were significant gaps in the documentation which were highlighted when trying to ascertain the Council's decision making procedure.

Figure 1

The New Zealand Social Work Training Council
A date-line indicating those interviewed

Year

1972   73   74   75   76   77   78   79   80   81   82   83   1984
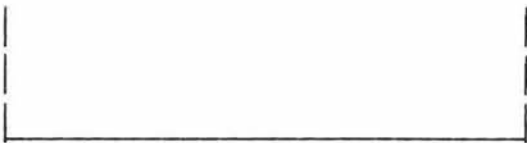
Respondent One (1972-1983)

Respondent Two (1983 -)
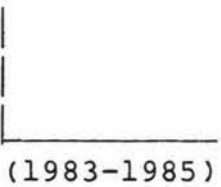
Respondent Three (1973-76)

Respondent Four
(1979-1982)

Continued
on
Advisory
Committees

Respondent Five

(1976-1982)

Respondent Six

(1983-1985)
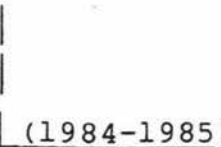
Respondent Seven   (1984-1985)

The gathering of information via an interviewing approach was seen to further elucidate the work of the Council. Would similar themes be presented by individual members of Council as those raised in the minutes? Themes that respondents highlighted included:

1. Was there adequate funding to carry out policy decisions made by Council?

2. Who was the Council representing? that is, who was the consumer group?

3. Was there enough of a link between the Council and the community? that is, was information passed fluidly between these two groups?

4. How much support at governmental level did policies receive?

5. What was the effect of external influences upon the New Zealand Social Work Training Council?

6. What was the influence of the regular change in the Secretariat?

7. What were the goals of the Council and were these reviewed appropriately over time?

As the Council was under official Ministerial Review during the initial stages of my study, it was hoped that members would be more able to assent to providing the information if they were interviewed face-to-face. The subjects were likely to have been hesitant to respond to a structured questionnaire which could explain or clarify little (Cohen and Manion, 1980). Therefore, it was important to establish some mutual agreement and trust. The purpose of the questions could be more fully explained if clarification was needed. It has been found that surveys which are presented with little background information do not gain a positive response from the recipients (Cohen and Manion, op. cit.).

The researcher traced critical themes throughout the period 1972-1985. Appendix V is a timeline illustrating the major issues which are recorded within the minutes of the Social Work Training Council from 1973-1985. Decisions by the Council were recorded and charted under the years in which they are made (see Appendix V). The actual process of decision making was also charted as far as possible. It is most significant that at times this process appeared to be unfinished and the resulting decision, as mentioned, in these cases was difficult to establish. The subject matter of the debate was many and varied, and at certain times easier to summarise than others. However, an attempt was made to remain consistent in determining the themes. The criteria used for deciding upon these "themes" included, firstly if the themes were both documented and supported by interview, or secondly, documented in more than one place or form, and thirdly, if more than one Council member emphasised the importance of the issue in question.

Therefore, the themes were established by an inductive approach. The researcher interviewed members of the Training Council and established common/major themes via this process (see Appendix VII).

This review of documentation was then followed by the Case Study approach as interviewing brings forth elucidating information that cannot be gleaned by any other method. Questions can be followed up with further discussion and issues expanded upon. Personal experiences and perspectives came to light forcibly through the interview technique. In research terms this second follow-up of questioning is called prompt questions (Hoinville, Jowell and Associates, 1978).

The other reason why the interviews played such a vital role was the limited availability of written data. The method by which Minutes were recorded by Secretaries of the S.W.T.C. varied greatly. This lack of consistency impinged on the researcher's ability to ascertain the process by which decisions were made. This had major implications to

the research. The writer highlighted the issues which
appeared to be the most important within the Minutes and
from interviews. But these Minutes may have been recorded
differently by varying Secretaries. Therefore, what the
major themes were may have been dependent to some extent on
who the Secretariat was at the time.

The major themes which the Council addressed changed
over time. A piece of the reason for shifts in focus was
due to the demands from the external environment.

What follows is an explanation of the organisational
context that the Social Work Training Council functioned
within.

CHAPTER 4

ORGANISATIONAL CONTEXT
OF THE SOCIAL WORK TRAINING COUNCIL

"... the environment in which an organisation operates
is thought to be a critical determinant of
organisational structure." (Patti, 1985, p. 65).

One of the most enlightening areas of research with
regard to this thesis was that of placing the Social Work
Training Council (S.W.T.C.) within a wider context of the
times in which it functioned. Two aspects of its external
environment will be examined. Firstly the political, social
and economic backdrop during the period of the Social Work
Training Council's existence, and secondly is the importance
and influence of the then New Zealand Association of Social
Workers on the Council. The Association is examined as the
only, and hence the major political, occupational body
representing the workforce in social services in New
Zealand.

Political, Social and Economic Environment
The Social Work Training Council had been established
during a Labour Government term of office and by the time
cutbacks were being considered in late 1974 the Council was
so close to being implemented that it escaped elimination,
a fate which befell many embryonic organisations during this
period.

Because the Social Work Training Council depended
heavily upon funding and support from Government, political
party policies had a major influence on Council during its
history. Therefore the Council must be examined in relation
to the political party in power.

The Labour Party was in power in New Zealand from 1972
to 1975. The Party had a philosophy of state intervention
for the betterment of those in positions of least power. It

focussed on more equitable distribution of resources and a belief that the market forces required some influencing in order to provide a more equitable situation for all. The change in Government brought about several changes over this period, with direct impact on social services and social work including:

1. The Reconstruction of the Health Services. A White Paper was presented and hospital care services generally were being examined and ways of improving them. Reduced staff to patient ratios were considered and the length of waiting lists for hospital treatments. Improvement in the quality of health care coincided with a focus upon a more holistic view of health care. This emphasis on upgrading health care was consistent with the philosophy that individuals had a right to social services and services which were of a high quality.

2. The construction of a new town at Rollston in the South Island. During these years the population continued to grow in New Zealand and the development of Rollston was seen as a way of initiating planned growth and development. The idea was to provide an alternative to the Northern drift and encourage a more planned distribution of population. This plan reflected a desire to provide alternative areas of employment and a "good" standard of living in another area of New Zealand. Again competitive forces were not being left to their natural development but rather the Government was attempting to intervene to provide a more equitable distribution of resources.

3. A compulsory participation National Superannuation Scheme was implemented. Such a plan demonstrated the Labour Party's commitment to the welfare of its citizens in a "non-productive" period of their lives.

4. The creation of Department of Social Welfare from the Social Welfare's move to amalgamation of the Child Welfare Department and the Social Security Department

preceded the 1972 election. This illustrated a desire
to provide a comprehensive service under one
governmental body. Also the development of the Council
of Social Services indicated a move in that direction.

Other Significant Developments during this Period

"It is in the context of the Labour Party's philosophy
of planned change and social planning that the New Zealand
Social Work Training Council was established." (O'Brien, 1987).

The combination of the above illustrated a move towards
the co-ordination and development of social services.

Until 1974 this development of human welfare policies
was evident in many spheres of government life. However, in
late 1974, oil prices rose sharply, escalating a serious
cash flow problem. As a result many social policies came
under review from 1974 with the express purpose of cost
cutting.

By this stage, however, the Social Work Training Council
was so close to being implemented that it escaped
elimination, a fate which befell many embryonic
organisations during this period. It becomes apparent when
analysing Labour Party's policies that it is due to
their emphasis upon accountability in social services that
a council such as the Training Council came into existence
towards the end of their era of political leadership
(Palmer, 1977).

Critics of this period contend that the Labour Party had
moved too quickly in altering the policies of the previous
Government without sufficient economic policy support. This
was seen as a critical factor for the National Party's
success in the 1975 election.

Four themes were highlighted in the National Party's
campaign of 1975. One of these was law and order on the
street, focussing on polynesian street violence in
particular. The National Party's philosophy was to bring
heavy penalties for this kind of behaviour. Television

advertising was chosen as the medium which would most effectively publicise their standpoint on this issue. The National Party claimed that the opposition had intervened too extensively in individual's lives.

A second factor which led to the National Party's election in 1975 was the contrast between the personalities of the Party leaders. Many saw National's Sir Robert Muldoon as a strong and outspoken individual, while in the minds of some, Mr Bill Rowling, suffered by comparison.

During these years, unemployment figures were increased and the National Party highlighted this issue along with the Labour Government's inability to bring the situation under control (refer to Figure 2).

Figure 2   Total Registered Unemployed

Year	Numbers
1970	1600
1971	3115
1972	5684
1973	2371
1974	955

Source: (N.Z. Official Year Book, 1975)

The Overstayers issue was raised again at this time. This built upon the racism which had developed in the 1975 election.

The pressures which faced the Social Work Training Council at this time were mounting. There was a swing away from Social Reform in New Zealand. With a tighter, more authoritarian attitude called for. A downturn in the economic climate was a theme seen throughout the remainder of the history of the Training Council.

The National Party in Power (1976-1984)

During 1976-1977 the increase in the rate of unemployment continued to be an important focus of governmental attention.

During the mid to late 1970s the unemployment rate continued to rise. The National Party's "Think Big" projects were established in an attempt to help rectify the sliding economic climate. Unemployment was viewed as a way to control inflation and wages.

In the late 1970s and early 1980s a range of work schemes were established to assist in the unemployment dilemma. For example, PEP schemes (Project Employment Programme), later the VOTPs (Voluntary Organisation Training Programme). A good deal of temporary work was created during this period. The work schemes were heavily subsidised by the Government in power at the time. The emphasis was on practical issues such as creating employment, less money was available to explore such luxuries as standards of social service delivery and training. The Training Council can only be examined within the context of these wider political and economic issues. During these years of flourishing economic conditions, there was no difficulty in forging ahead with progressive social policies. However, when times changed the Government's emphasis shifted.

The National Party initiated media investigation and discussion over the plight of solo parents media. There

were reports that single parent beneficiaries would be
investigated to ensure against evidence of co-habitation.
Questions were raised as to whether certain individuals were
abusing the Welfare System. At the same time the New
Zealand Association of Social Workers was looking at
protecting the rights of these people (O'Brien, 1987).

This period saw a drop in the number of State Housing
constructed while there was an increase in the amount of
State Housing sold. The pressure caused by the lack of
accommodation would not really be felt for several years to
come but the pattern had nevertheless been established. It
was to have serious consequences for housing of low income
families (See Appendix XI for Mary Gray's comments).

All these trends illustrated the National Government's
philosophy on the development of a more competitive approach
to service delivery, enabling the more articulate and
wealthy to gain access to social services. It is not
surprising that it became increasingly difficult to gain
funding for Councils such as the Social Work Training
Council whose focus was reviewing social services and
programmes associated with them. The kind of review and
research being done by the Council was seen as an expendable
luxury at the time.

The National Superannuation Scheme was part of the 1975
election. The National Government planned a standard
universal payment, paid out of revenue. By contrast, the
Labour Government had worked by a graded scale with
a greater amount being extracted from those in higher income
brackets.

The years 1974-1984 saw the majority of the Government's
time involved in cost cutting methods and this presented
major difficulties for the New Zealand Social Work Training
Council. The Council was not as consistently supported by
the National Party as the Labour Government which was in
power at the initiation of the Council's existence.

New Zealand Association of Social Workers

The NZASW was another important body which directly influenced and shaped social service delivery and training. This association predates the establishment of the S.W.T.C. Therefore, it needs to be examined as an influence to the S.W.T.C. NZASW's membership in the initial years consisted of a small group of extremely committed social workers. Whether they were committed to the notion of professionalism or to ultimately fighting for the good of social work as a job per se, these individuals had a commitment to presenting social workers as a united group. In the same way that the Training Council in the early years took the form of a tightly knit group the Association also consisted of people who would merge their personal viewpoints at times to hold the group together. The representation altered over the history of the NZASW, as did its influence. From the early 1970s the NZASW membership shifted, to representing a proportionately higher number of front-line social workers than those from managerial ranks (O'Brien, 1987).

Between the late 1960s and early 1970s the N.Z.A.S.W. placed a great emphasis on extending the training opportunities available to social workers. Prior to this period the only training options available to social workers were the Tiromoana Training Centre at Wellington (run by the DSW, established in the early 1960s) and the Social Work training course at Victoria University which had been in existence since the 1950s. Because social workers trained at a limited number of institutions, there was a likelihood of similar philosophical attitudes towards social work and social service delivery and therefore a less conflictual approach in these early years of the Association.

Three social work university courses came into existence in the mid 1970s at Canterbury, Massey and Auckland University. However, a limited number of graduates completed these programmes by the late 1970s. It is difficult to assess the Association's influence in bringing these courses into existence. Certainly, some of those active in the Association were also key figures in the push

for the establishment of these University programmes. It is difficult to distinguish the influence of having a relatively small social work population, and social workers belong to more than one body, it becomes difficult to distinguish which organisation is influencing which.

The training programme at YMCA for community workers was to be quite significant in terms of later debates about accreditation and standards of education within courses.

Training was a major preoccupation at this time - a factor which becomes even more evident when reviewing the minutes of the Biennial Conference of NZASW in 1972. The focus was on generic rather than specialist social work training and a training which was separate from agency grounding.

This emphasis upon pre-entry and initial professional training is equally evident within the documentation of the Social Work Training Council. Exactly which body was influencing the other is very difficult to establish but obviously the issue of pre-entry training was of major concern for both groups. Social workers later became concerned that other broad issues were not being taken into account. It is at these times that many organisations have the dilemma as to how they may adequately cover all areas and issues or alternately make decisions on an individual issue (Patti, 1983). This is one of the most critical factors that organisational theorists highlight and in order for an organisation to survive and progress this dilemma must be addressed and resolved.

It was during this stage that the SWTC was established. Issues of traditional professionalism were debated by the NZASW membership widely between 1972 and 1975, and have continued to be the subject of debate.

During the years 1970-1972 the New Zealand Association of Social Workers took further opportunities to contribute to social action in the community, through submissions on a number of important issues. Various branches had been

very active in drafting major submissions. In Auckland the
housing submissions were prepared and a summary was
published in "The New Zealand Social Worker" of November,
1971. They were presented by Mrs Stanton and Mr Neil Smith.
Waikato members were instrumental in preparing written
submissions on children with handicaps for the presentation
to a Department of Health Committee. In Wellington the
Association's submissions on Social Security were prepared
and they were presented to the Royal Commission by Major
Manson and Mrs Amanda Perham. Submissions were prepared for
the Advisory Council on Educational Planning by the
Education and Training Committee. Mr Tom Bull (and the
National Executive) prepared and presented submissions on
Educational Television to the Broadcasting Authority.
Verbal submissions were made by Major Manson and the Rev.
Ron Bichan on the need for the National Development Council
to set up what was now becoming known as the Social Services
Council. It can be seen from the above issues that the New
Zealand Association of Social Workers attempted to address a
good many social action issues during the early 1970s.

The appointment of Bert Walker as Minister of Social
Welfare in 1976 heralded the beginning of a concerted effort
on the part of the National Party to contain, if not reduce,
the spending of the Social Welfare budget.

This debate, along with other tensions was evident
within NZASW during the late 1970s. Health social workers
were attempting to establish their own group identity. This
coincided with the wider community pressure to become more
professional. Health social workers in particular felt this
need as they worked alongside traditional professionals and
they believed in order to have an influence within the
system, they required a professional identity. This pull
between cost-saving and the pressure to develop greater
training and professional opportunities was very evident
during the 1970s.

Debates arose as to whether social work was a generic
term or whether community workers and social workers were
distinct professions. This debate continues even today.

More time was allocated to managing NZASW's organisational issues rather than utilising the Association as a vehicle for making comments on pressing contemporary concerns (O'Brien, 1987).

The 1978 Conference of NZASW was held in Palmerston North. The major themes of this Conference included the development of education and training and debates around professionalism and social work. The Conference tended to emphasise differences of opinion rather than to unite them, not that uniting would have been the ultimate answer. However, the variances of opinion at this Conference merely highlighted the feelings and thoughts in the wider community. By the end of 1978 there was a reduction in debates over these issues primarily due to the close proximity of the elections.

By the time of the 1982 Conference came around, there had been a major shift in focus of issues discussed within the Association. The theme was "Social Justice" and many components of this theme were reviewed (See Appendix XIII).

All of the above conflicts influenced the development, or lack of development of the Social Work Training Council in keeping pace with the issues of the times. The Council can therefore only be reviewed in the context of its wider environment.

CHAPTER 5

DISCUSSION

This Chapter will illustrate to what extent the Social
Work Training Council progressed through various stages of
development. Characteristics of Developmental Models will
be used as a framework to analyse the life span of the
Training Council.

The Social Work Training Council demonstrates reasonably
clearly characteristics of the first two stages of
Developmental Models of Organisations: the Design and
Implementation Stage. The years 1973-1977 contain features
which suggest a Design Phase, while 1978-1984 were years
which can be interpreted as the Implementation Stage of the
Council. After 1979 a wider base of consultation was
involved and Working Parties were used as the method of
getting a piece of work done and encouraging community
involvement. But the majority of features of the Council
typified a body which contained primarily the Implementation
Stage of development. The Council was meant to be a big
formal Committee but it was run informally. Few tasks,
issues and activities characteristic of the Stabilisation
Stage were evident. According to Developmental theories the
Council in its previous form came to a demise because it
never really accomplished the tasks necessary to reach the
Stablisation Phase.

On the whole the Social Work Training Council does not
appear to have progressed into the third stage because of
several intervening factors. One of those was the advent of
a new Minister of Social Welfare with the Labour Government
coming into power in 1984. She reacted to the disgruntled
noises amongst some individuals associated with the Council.

In the case of the Social Work Training Council factors
external to the organisation changed rapidly within a period
of twelve years and the Council's adaptability lagged behind
that of the wider environment.

The Council was put into recess in 1985 thereby essentially reverted it back to the Design Stage of Development.

It is in examining the Council, across its 12 year life cycle that one sees what goals have not been reached.

This is not to suggest that all was lost when the Council came to a conclusion in 1984. Documents and statements put forward by the Council exemplify the many crucial developments which resulted from this body in terms of encouraging debate and commenting upon social work theory and practice. Some of this information was not well publicised, hence limiting the effect of their work, but the known work has been widely acknowledged and useful documents produced.

It is not to be assumed that the cessation of the Council was solely a negative event. Whether or not the aims were achieved within a particular time frame, by one organisation coming to an end another group can take over with new energy to direct resources in an alternative way.

DESIGN STAGE

Many of the features of the early years of the Council reflect aspects of the Design Stage of development.

Developmental Goal - Securing Funding

The funding of proposed projects has consistently been an issue with the Social Work Training Council as it has been a factor that has never been assured. There were several reasons for this; firstly, the Council was a quasi-governmental body which failed to ever gain any true sense of autonomy and power. It depended for its existence on a Minister reconfirming the appointment of the Council upon each new election. The Council had some autonomy in deciding areas it would focus upon but the Government could also ask for particular issues to be pursued or questions to be answered. Any time a new proposal was established Council members were required to go to Government asking for funding for a particular project. Secondly, the full-time workers for this body were seconded from the Department of Social Welfare and therefore, there was never consistent pressure to gain a financial base. Council members were well aware that if funding went to the Council it would come out of the Social Welfare vote effectively crippling another programme such as a project initiated within Social Welfare. Thirdly, it was as the result of a small committed group of people that the body came into existence. These people often absorbed the cost of the travelling to the meetings themselves, or through their respective agencies. This meant that the Council was not totally self-supporting and that it required the approval of other major agencies in order to be able to survive. People on the Council were in full-time employment and it was at the discretion of their employers as to how much time individuals had for Social Work Training Council work. Therefore, in many ways the Social Work Training Council was not independent enough from Government and relied upon the good will of major employing agencies.

As Council functioned under a policy of compensatory savings any proposal propagated by the Council was reviewed

in relation to the expectations of the Department of Social Welfare making savings elsewhere. The lack of finance meant a consequential lack of power. One significant characteristic of the Design Stage of development is that external influences are a very important factor on the body in question (Miles, 1980). A recession, external to the Council would have a major effect upon the survival of such an organisation. The 1985 Review came at a time when a number of other bodies and Councils were undergoing the same kinds of review.

One interviewer, who was on the Council from 1973-1976, reflected on the early idealism of the group shown in the belief that social work training would be greatly enhanced by the Council. He comments that as he got further into his time on Council "it became increasingly obvious that other bodies besides the Council were needed to implement all of the Council's ideas and carry some of the workload".

One of the major issues focussed upon during his period of representation, as he saw it was the establishment of minimum standards in 1974. This respondent believes that these standards acted as a restrictive device rather than an incentive for courses and this is one of his reasons for losing the idealistic view of what the Council could achieve. He felt that different courses could have provided alternative creative opportunities for students rather than being very focussed on very specific issues. Had this been the case this interviewee believes that social work training could have progressed more creatively in New Zealand. The YWCA course which was training community workers and youth workers was not accredited by the Social Work Training Council in 1983. Many believed that this was a major turning point for the Council. There have been major debates as to whether the Council should have been an accrediting body or a Council which encouraged the debates and discussions regarding social work training issues.

One respondent who served on the Social Work Training Council between 1976 and 1982 says that often very

productive Position Statements were formulated but by the
time proposals got to the Minister and cuts were made, the
implementation of ideas was not possible. This became
incredibly frustrating for people who were spending
extra-curricular hours writing up proposals and suggested
policies.

During the Council's years of existence New Zealand was
going through a recession and financial constraints were
always a frustration. This factor was expanded further in
Chapter 4 which focuses upon the organisational context of
the Council. One respondent, a member of the Council
between the years 1976-1982 reports that it took 2 years for
approval to be given re the financing of social work
students on placements. (Students undertaking degrees in
social work are funded by the Department of Social Welfare
during the practical work requirement of the course.)
A major achievement of the Council was to initiate the
proposal that led to funding being allocated for student
placements.

Recession was not the only concern. After the first
3 years of the Council's functioning newly elected National
Government Ministers lacked the commitment to an
organisation initiated by a previous Government. Three
members spoken to uphold the view with their comments that
concern for the Council was not as great as that shown by
the initial Ministers for Social Welfare in 1972.

One interviewer goes so far as to state that the change
of Government in 1975 was a major turning point for the
Council. A new Minister was elected who had nothing to do
with the setting up of the Council and was therefore not as
enthusiastic for its continuation. He talks of the Council
in many ways being a "three year wonder" where the most
prominent issues were addressed within the first three
years. The Ministerial Review certainly says that the last
five years brought with it some major complications
(Hancock, 1985).

In order for funding to be assured it is vital that good links with Government are established. One indication that the relationship was not well established was reflected in the fact that little response came from Government in terms of funding. Many projects were supported all the way until they got to the Minister and when the question of cost came to the fore finance was not found.

"Ministerial approval for projects sometimes took years to take effect." For example, "It took 8 years for approval to be given for the Teachers' College Course in Auckland." (One Interviewee). One has to question how effective the Council would have been perceived to be in the eyes of the social work community.

Internal Dynamics –
Characterised by a Small Group of Committed People

Five members interviewed from the Council believed there should have been a higher representation of social workers, i.e. (those with social work experience and/or training) on the Council. "Contrary" to this philosophy, one individual reports "There were always a large proportion of representatives who were not social workers" on the Council (but were medical personnel or heads of Dept., etc.). This lack of personnel had major implications on workload. It appears from my case studies that several people felt they personally sacrificed a good deal due to the amount of time taken up by Council matters over the years. In reality there was only a small group of individuals who had social work knowledge on the Council. For example, the people representing Hospital Boards were Hospital Board administrators and therefore they did not get involved in a lot of the practical work of writing reports and researching topics. Members were writing submissions in their own time, often at weekends and after work. So although there was a lot of enthusiasm in the beginning, which is characteristic of the Design Stage of development, it became apparent to personnel involved that they would be heavily committed because of their specific expertise.

Each Working Party had to be spearheaded by a social worker from the Social Work Training Council; even though consultation was encouraged, the person ultimately responsible for compiling a policy statement was the Training Council representative. Many members on Council felt it was difficult for non-social work orientated people to be intimately involved.

As has been mentioned earlier, in the beginning stages Council work got underway because of a small group of individuals who were committed to the concept of a Social Work Training Council. Even if individual goals differed to some extent, there was enthusiasm to instigate some form of body representing social work training. Conflicts were not the primary focus. Therefore, individual members initially suppressed any conflictual viewpoints for the sake of keeping the organisation running and decisions being made. As it became more obvious that a Council would be established, issues such as representation were strongly debated. It was the view that social work representation should have been wider in terms of total numbers.

Internal Dynamics - Personnel involved in the Organisation

During the Design Stage and at almost every other point in the life cycle of the Council, representation was also an issue. Representation was just one of several issues which was never resolved by this group of people or their successors throughout the 12 year history.

Despite some conflicts over representation, the beginning stage of the Council illustrated overall agreement as to the goals of the Council. Five of those interviewed stated the initial pursuit was towards the establishment of training opportunities for social workers. The main focus was on pre-entry training. Some claimed that pre-entry training was focussed upon at the exclusion of other important issues. Certainly members interviewed believed the Council did not move with the times and address alternate themes which arose within the wider community such as cultural differences and dilemmas within social work

training and practice such as women's issues and their influences upon social work.

Developmental Goal - Reaching Goals Set

It is theorised by writers such as Miles (1980), that one of the three major goals of the Design Stage is for a programme to illustrate that they can achieve their potential as set by their goals. There were several aspects that did not support the Council reaching its potential. Three respondents relate that the Council's Executive was never well serviced. Initially the Secretariat changed at regular intervals which did not perpetuate continuity. This meant that as soon as someone became au fait with the system a new Secretariat was in place and the system needed to be relearnt. Not only is the point illuminated by the interviews but it is clearly a contingent factor when reading through the minutes.

IMPLEMENTATION STAGE

Organisational Context - Environmental Factors which impinge upon the Programme greatly increase

The Council never overcame the financial constraints placed upon it. Throughout its 12 year history economic restrictions had a major influence on the workings of this body. This factor is very clearly highlighted within the Social Work Training Council's Minutes and was particularly stressed in four interviews. Other political, social and economic factors are also focussed upon in Chapter 4.

For a considerable number of years the Training Council functioned in the midst of an economic recession. During the Implementation Stage, environmental factors which impinged upon the Programme greatly increased.

The Implementation Stage - Internal Dynamics

A characteristic of this stage is that the routines and systems which programmes function by are firmly and clearly established. For example, the method by which a client refers him/herself to the agency. The individual may have to fill out some biographical details and give an account of their employment situation.

Within the Social Work Training Council the systems, once established, were not adequately serviced, nor clearly publicised so others could access them. The Executive never had enough back-up support in terms of secretarial services.

The Ministerial Review Committee which examined the N.Z.S.W.T.C. in 1985 made the following observation:

"Considerable disagreement has existed over the structure, membership and general direction of the Council, particularly in the last five years. This has reduced the effectiveness. The Review found the legal mandate of some of the Council insufficient for some of the action that was taken." (Ministerial Review, Hancock, 1985).

Internal Dynamics - Influenced by the Quality of Staff

The character of the programme was greatly influenced by the quality of staff involved. This was always an issue for the Council. In this case it was because there was only a small group of trained and skilled social workers available to do the work that stretched the Council's resources to the limit. The body comprised others who were from varying walks of life and some had had no social work background whatsoever. Again, this issue of intense workload was stressed by the whole sample group excluding one interviewee.

The controversy over representation was never resolved. Attempts were made to solve this dilemma without a complete resolution being found. Papesch (1983) (as a nominee from N.Z.A.S.W. to the S.W.T.C.) writes:

"My nomination was related to the desire of the N.Z.A.S.W. to have a broader base to the membership of the S.W.T.C. In that there are 16 members on the Council and 3 of the 16 are now from the South Island, 6 of the 16 are women and 2 of the 16 are from Voluntary Agencies, my presence has added to the Council's representativeness along these less well presented dimensions."

The S.W.T.C. did make attempts to rectify the discrepancies in representation regarding those from voluntary agencies but not to a large enough extent. Certainly Maori representation, on Council was not resolved adequately, nor were there an appropriate proportion of women on the Council considering the number of women social workers in practice.

Internal Dynamics - Delegation of Work

A common feature of the Implementation Stage is that organisational superiors may take more of a backseat role in the organisation. Delegation to other members of the organisation is likely to occur. It has been said that superiors now tend only to intervene when a problem arises

which requires their attention instead of providing on-going input. It does not appear that the delegation process was carried out to any great extent within the Social Work Training Council. Working Parties were established, but there was always a requirement that they be chaired by social workers on the Council. Social work orientated members, therefore, were heavily involved in the workload of the Committee. Two respondents felt that these working parties functioned well, however, another two felt those with social work knowledge and skills on the Social Work Training Council bore the brunt of heavy involvement. At times through the history of the Council it is obvious from the Minutes that attempts have been made to involve social workers in the field to have a say in the running of Council matters and comment upon social work issues. These consultations met with mixed success. Often there was fairly limited response. It can be assumed that either this lack of response has something to do with difficulties in presenting that information back to Council but it also may be a reflection of the level of enthusiasm or energy amongst those social workers within the community. Alternatively, the Council's attempts into the Community were poorly organised and inconsistent.

In the latter years, comment was requested from the community on various issues. The response was never overwhelming, however it varied depending upon the issues being addressed. One member spoken to states that when issues were being debated between social work and community work there was an inordinate amount of comment from the community but when other issues were raised there was sometimes very little comment at all. Each Working Party was required to be chaired by a social worker from Council - thus the workload continued to fall heavily upon the few.

Relationship with other Organisations -
Establishing Itself Amongst Other Programmes

An important characteristic of the Implementation Stage is that a programme needs to continue to establish itself amongst other programmes providing similar services. But

complementary or similar services as those provided by the
Social Work Training Council seemed to be lacking within the
New Zealand scene during 1973-1985.

The reality of the situation was that the Social Work
Training Council was not surrounded by similar or
complementary Councils. Some suggest that it was due to
this that the Council became fragmented into specialised
areas of work and attempted to cover too wide a spectrum of
issues. In many ways it could be seen that trying to
incorporate the training needs of community workers, youth
workers, residential workers and social workers was too
broad a spectrum. There were and still remain many debates
surrounding this issue.

One member interviewed believes that a body which
oversaw the workings of the social work practice standards,
for example, could have existed concurrently with the Social
Work Training Council and therefore, a sharing of roles
would have occurred. A second respondent makes a similar
observation, stating that it was difficult to prioritize
which roles the Council should have been undertaking.
Certainly the tasks were very real but whether the Council
was the appropriate body to undertake them all was another
issue.

Relationship with other Organisations - "Oversell"

At this stage there is a tendency for programmes to
"oversell" themselves in order to attract clientele. The
programmes are very conscious of the need to provide
a viable service in order to maintain their position in the
community. There is some pressure felt to be "all things to
all people".

It is vital not to provide people with expectations that
cannot be met. Individuals lose faith in an organisation
generally if their expectations are not reached.

During the Implementation years the Social Work Training
Council emphasised social work training courses and

standards, often, members would say, to the exclusion of
other relevant issues. One interviewee spoke of his feeling
that "training was emphasised to the exclusion of other
vital factors, such as in-service education which received
only passing attention". Another respondent also comments
as to how "Council failed to move with issues which arose
over time."

One respondent identifies two major gaps at the
conclusion of the Council's history, one the "lack of policy
on women in social work and the other the absence of
a policy statement on bi-culturalism in Social Work". Six
of the seven interviewed raised the issue of a lack of
policy on bi-cultural issues.

Developmental Goal - Securing Funding
Theoretically, by the time the Implementation Stage was
reached funding should be assured. The programme has
progressed past the uncertain period of the Design Stage
where there is much concern over financial matters. It
would seem that the Council never reached this privileged
position. Money, or lack of it, continued to be a limiting
factor. Financial constraints were most obvious in the
attempts by members to expand training opportunities. Along
with this lack of money, was the associated lack of power.
Had the Council controlled its own pool of resources the
situation may have been quite different. This lack of
budget and the need for approval for any funds meant that
the Council was hindered at every turn.

Developmental Goal - Critical that Relationships
with the Community Groups are strengthened
It is a continuing battle to maintain one's Programme
within the community structure. Other Council Programmes
may spring up and compete for limited resources and the
needs of community groups may change so that Programmes have
to rapidly change to their surroundings. If the client
group does not feel the Programme is fulfilling its
appropriate role, discontent becomes evident. People's
perceptions of what was being undertaken by the Council were

in conflict. Many of those interviewed believed that the
goals were relatively clear cut at the early stages of the
Council's history. As time progressed, the various Council
Members held differing expectations. Those who had
connections with the body towards the completion of its life
cycle maintain the Council was unable or unwilling to face
all the issues which were relevant within the community in
the latter stages in which it existed. As has been
mentioned six of those interviewed, felt that cultural
issues were not focussed on enough in the latter years of
Council's history. One respondent also stressed issues of
multi-culturalism were not addressed to a sufficient extent.

It is critical that during the Implementation Stage
relationships with groups in the community are strengthened.
This did not occur to the extent required, with the Social
Work Training Council.

It is in fact extremely enlightening upon reading
documentation issued by Council to find research and policy
statements made that clearly had not been well publicised.
Again, lack of finance could have contributed to this
deficiency.

Developmental Stage - The Target Population
needs to be kept informed

During the Implementation Stage it is essential the
target population be kept informed of the workings of
a Programme. The client group will only maintain the
support for a Council if they are aware of the work being
undertaken. This is obviously a two way process but primary
responsibility must lie with the organisation to inform the
community of its activities if it hopes to survive. As
mentioned above Council may well not have advertised enough
the work they achieved to the wider public.

One individual interviewed believed the Council needed a
qualified field worker to keep the community in touch with
the Council's workings. This was a major gap which
contributed to the breakdown in communication between social
workers and Council.

However, it is a complicated situation. It is indicated
by the Minutes that attempts were made by Council Members to
encourage participation by the Social Work Community in the
Working Parties. Many of those spoken to (Council Members)
stated that often little response to these requests was
received from outside of the Social Work Training Council.

There have been some very well written documents put
together by the Social Work Training Council. It is
unfortunate that more effective use was not made of them.
Of those interviewed, all but one, reflected upon the high
quality of material produced. There was, and still is,
relatively little written concerning social work training in
contemporary New Zealand.

Management Tasks -
Three Tasks or Developmental Goals which are
critical during the Stabilisation Stage

a. Developing a climate which supports and facilitates the
   performance of Programme personnel.

b. Encouraging some method of Programme evaluation which
   can provide feedback.

c. Dealing creatively with internal problems and emerging
   environmental contingencies.

Five of those spoken to suggested that during the years
the Council was functioning, especially towards the end of
its existence a lot of external pressures existed, e.g.
deprofessionalisation, racial issues and anti-professional
education and anti-social work training. The Council did
not cope as comprehensively with these conflicting pressures
as it should have done.

By the early 1980s agencies were more reluctant to
support the Social Work Training Council by releasing staff
and for underwriting their expenses. Also the profile of
the Social Work Training Council was rapidly losing ground.

Characteristics of the Implementation Stage - of which the Social Work Training Council did not illustrate

Two developmental goals which are said to be vital ingredients of the Implementation Stage are:

a. Programmes showing the ability to establish themselves amongst other Programmes, and

b. Illustrating that they can reach their potential as set by their goals.

These two are interactive, as a Programme if it is to achieve its goals needs to be able to survive amongst similar projects.

In the case of the Social Work Training Council there were no other complementary Programmes within the community which either provided similar services or competed against the Social Work Training Council to provide for the same clientele. It could be said that this was a distinct disadvantage as the Council in response to the deficiency attempted to fulfil many roles in some ways unrealistically. Its bid to be "all things to all people" resulted in discontent.

Various groups within the community perceived the Council as failing to address issues which were of interest to them and it was felt that there was not enough time devoted to particular areas of concern. In fact, the Council may have been more able to cope with its broader concerns had there been more workers prepared and able to carry out sufficient pieces of work. Many members on the Social Work Training Council did not have social work backgrounds, and, therefore, while their comments may have been very valuable the extent of their contribution was limited by their background knowledge and commitments.

Talking with members on the Council, one is struck by the depth of feeling regarding the time commitments required by the Social Work Training Council. Often it meant weekend work and writing submissions after a long day's work within

an agency. For this level of output to be maintained a high degree of commitment was essential. Theoretically, it would be easier to maintain this commitment during the early days, when social workers were involved in establishing the concept of a Training Council. With the change of personnel over time one would expect a fluctuation of commitment to any common issue and an increasing division of interest to surface. The present analysis would definitely indicate that this was the case with the Social Work Training Council. The S.W.T.C. appeared to concentrate on organisational maintenance and the consequence was that its purposes were obscured.

Accompanying this was the increasing pressures which have developed within the field of social work. The stresses that individuals are confronted with on a day-to-day basis are considerable within our complex world. These stresses, when analysed at a macro-level, leave the practitioners attempting to grasp many issues, often competing issues facing individuals today and therefore confronting social work practice and social work education. Following is an extract from **Ministerial Review Committee Report on the Social Work Training Council (1985)**.   "Firstly, since 1975 those involved in social services have worked within the context of an economic recession. Along with the recession came increased conflict between the various groups in society, substantial attitudinal change, and an increased number of people in the community under financial and personal pressure. These factors, the result of the structural alterations within society as a whole, had important effects within the social service field.

An increased demand for service workers occurred with a wider range of skills and expertise required. The majority of the people providing these services worked within a social work, community work or youth work framework. Furthermore, they included those working full-time, part-time, and on a paid or unpaid basis."

CHAPTER 6

IMPLICATIONS FOR OTHER BODIES
SIMILAR TO THE SOCIAL WORK TRAINING COUNCIL

From the extensive review of the documentation of the
Social Work Training Council and intensive interviews with
members on Council there have been a number of points which
have been continually reinforced.

These themes included, lack of adequate funding, changes
in the Secretariat, debates concerning representation and
membership and issues surrounding accreditation.

This Chapter concludes by offering direction for
organisations similar to the Training Council in the future.

It becomes increasingly obvious that had the Council
been a more independent body with its own set of funding its
chances of survival and development would have been greater.
In many ways the Council was very tied to the Department of
Social Welfare. The Council's funding originated from the
Social Welfare Vote. A decision to proceed with any one
project meant Social Welfare had to decide which other
projects they would not continue to support. Any·such body
in the future requires that either the compensatory savings
policy is abolished or else, and in preference, a body such
as the Council be set up independently with its own
statutory controls. A new Council would require empowering
legislation.

A change in the level of independence of the body would
mean a corresponding change in the process of electing
people or appointing people for membership. The writer
feels that there would need to be a higher level of consumer
comment upon the issue of membership.

Another most important issue is the necessity of a
full-time paid Secretariat. All of the people interviewed

and much of the documentation suggests that because the Secretariat changed at 2 yearly intervals this hindered the progress of the Training Council. By the time a new Secretariat had become familiar with the workings of the Council it was almost time for another person to take control. The Secretariat was also a Department of Social Welfare employee. This situation had both pros and cons associated with it. It was very difficult for the person to be totally independent of the Department and to see issues facing the Council as separate from the Department of Social Welfare. There was a question of divided loyalties and one's career prospects back in the Department. However, there may have been some leeway in terms of the finances available to the Council due to utilising secretarial time from the Department of Social Welfare. Along with changes of the Secretariat there were regular changes of the chairperson. Four respondents, when interviewed, stated that because objectives weren't clearly defined in writing by the Council prior to the advent of a new chairperson, a good deal of time was spent doing so when a new chairperson was appointed. Again this lack of continuity frustrated many members on Council.

The issue of representation was a major problem. This issue was two-pronged. There were always question marks concerning who should be involved in the membership of the Council and also whom the Council was representing in terms of social workers, youth workers, community workers, women, or alternative cultural groups. It is the writer's opinion that future councils or institutes such as the Social Work Training Council should primarily consist of social workers; rather than Government employees who had no social work knowledge or training. There need to be decisions made as to whether social work is seen as a generic group or whether there should be separate councils set up for social workers, community workers, and youth workers. Because there were people on the Council who had no social work background a great deal of time appears to have been spent in Council explaining social work issues and philosophy. Several

respondents said there was a member of the Council who was opposed to social work training; although as a philosophy this may have been a relevant standpoint, it was counter-productive on a body which was promoting social work training. There were non-social work trained people on Council and this meant therefore that a good deal of the work had to be done by the small group of people on Council who had social work backgrounds. Again this had both positive and negative aspects but overall the writer believes the negative aspects outweighed the positive. One of the positive aspects was that a small group of social workers had a lot of power within this particular body because they had the knowledge of social work. (Whether they represented the spectrum of social work is another question.) However, it meant that only a few individuals carried a good percentage of the workload. They also had to first establish their credibility and then educate other members which was inordinately time consuming.

The second piece of the representation issue was the divisions between social work, community work and youth work. One respondent stated that social workers appear to love the internecine battles within social work. For many years the Council attempted to try and focus on a generic social work perspective. The Review Committee in 1985 stated that they believed the divisions between the three groups were so distinct that separate groups were required to be established. Within the Appendix VI there is a definition of the distinctions between youth work, community work and social work and these would have to be considered more fully prior to a new body being established.

The needs of women were not addressed within the Social Work Training Council nor indeed within the Ministerial Review. The positions of women in social work need to be examined as women make up a large percentage of social work staff and specific educational and training needs for this group need concentration.

From the Social Work Training Council's point of view

the consumer was seen as social work educators. The base of
representation for the consumer group could have been
broader. There was no representation of the clientele of
social workers on Council. There could have been a wider
representation.

The other element of representation which was of major
concern was that of the lack of representation for certain
cultural groups. Institutional racism was discussed by the
Council at various points and course content was discussed
in relation to the need for curriculum material concerning
cultural and racial issues. One gets the feeling from the
documentation of the Council that cultural issues were not
confronted early enough or extensively enough and by the
time the Review occurred in 1983 the lack of attention on
cultural issues was a major weakness identified by
consumers. One of the significant factors leading to the
Review was that the Social Work Training Council did not
cope adequately with the pressures from the external
environment. Five of the respondents talk of the feelings
of anti-training, the major cultural issues facing the
country at the time, the debates between community work,
youth work and social work and the dilemmas as to whether
the Training Council should have been focussing upon the
accreditation process.

Another interesting quandary was that the Social Work
Training Council attempted to focus on many different issues
and grapple with them. Developmental theories suggest that
there is a requirement for other complementary bodies to
co-exist within a society so that decisions are made by
various organisations rather than one body attempting to be
all things to all people. One individual highlights this
extensively in the writer's interview with him. He talked
about the early commitment within the Council. In those
early days there was a high level of excitement and idealism
concerning how much the Council could achieve. The goals
became more diversified as the personnel changed, the years
progressed, and the issues in the field also became more
diversified and numerous. The Council in the latter years

became too fragmented and there was a need for other quasi-Government bodies to be established.

An area focussed upon extensively by the Council during its 12 year history was the establishment of minimum standards of practice. Again, according to developmental theories, if the Council was to successfully deal with this issue it would need to have abandoned its interest in several other issues or otherwise seen that the issue of standards should have been addressed by some alternative body. All of those interviewed stated that they felt the Council became too consumed with the issue of standards and became too rigid in their focus and expectation of standards. With the standards issue came the very controversial matter of the YMCA course which was not accredited. This was a major turning point for the Council and created the beginnings of major divisions that were never again to be aligned.

The YMCA course was turned down twice by the Accreditation Committee. A respondent said that it catered for youth workers, ninety percent of whom were Maori or Polynesian. The Auckland Teachers' College Diploma established in 1983 was supposed to inherit the role from the YMCA course. Because it was felt by many that the group of Maori and Polynesian workers and youth workers were never catered for in the same way again major divisions arose and the Council became more splintered. In future it would seem that it would be appropriate for two separate bodies one to focus upon the areas of providing direction for training institutions and the other to accredit the courses as there appears some conflict between the two roles. Therefore, both in terms of the group that the Council was representing and in terms of the work they were trying to carry out they appear to have taken too broad a perspective and a new body would have to limit the focus or include a greater representation and much higher level of funding . The community should have the opportunity to take more responsibility to directing the Council's activities. This is not to say that one cannot see the dilemma the Council

was facing. It is obvious that the community was agitating
for the Council to extend educational opportunities.
Because there were no other complementary bodies within the
community it is easy to see why the Council attempted to
take on too many roles.

The writer believes that a major deficiency in the
structure of the Council was the lack of a link/consultative
person between the Council and the social work community.
It would seem that a good deal of good work was undertaken
by the Council, documentation such as the Map of the
Training Journey and the Supervision Package which it
produced. A field worker, who could have taken information
back to the social work community, and from the community to
the Council, would have been a great addition to the
Council. This would need to have been a salaried position,
to acknowledge the breadth and importance of the job and to
avoid the problems evident in non-salaried positions.

At no point when the researcher was reviewing the
documentation did she come across a list of all the
publications the Council had undertaken. There could have
been much better use made of the work done by Council. If
more funding had been made available to distribute these
widely an even greater amount of value could have been
obtained from them. Again a field worker could have taken
this information back to the community and kept the Council
more highly informed with their perceived needs. The
community could have been kept further informed by the
establishment of a newsletter about the happenings of the
Council. This would also have provided an ongoing
monitoring by the public of Council workings. Again
developmental theories focus upon the real need to have
a link between programmes or organisations and the consumer
group. Without this link organisations can quickly lose
contact with the needs of the consumer group.

Future Councils need to possess more power in their own
right. Agencies would need to openly acknowledge the
necessity of time off for their employees who were to be

involved with the Social Work Training Council. It is only in this way that the job would be seen as significant. If a Council is to encourage and help establish training opportunities then it also needs to have the power to say to employers that they are required to release employees to undertake training and have the ability for staff to be replaced for this period. This point is clearly highlighted by one individual interviewed in the following quote regarding the status of inpost training:

> "... It's a very difficult one you see, a really difficult one, you know - during that six years, the point was very well made in the Review Committee's submission - during the time I was on the Council, we were going through a recession, government departments were faced with a sinking lid policy and this "tit for tat" system, or compensatory savings. And social workers were under pressure. It is impossible to free social workers to undertake any form of training when their caseloads are excessive etcetera etcetera and that was the feature of social work services right through the time that I was with the Council and probably since the Council was established really.

> We were struggling up-hill. Against the tide, the economic tide! It just wasn't the right time to be putting forward new policies."

Although we have concentrated on some of the limitations of the previous Social Work Training Council it must be remembered that it was a major vehicle for debate of social work training issues at the time. Had this Council not been in existence a section of social work would not have been able to progress and make changes and in fact would not have been able to undertake the Review in 1985. It should not be seen as a negative process that the Social Work Training Council was wound up in 1985 as it is important to remember that any one particular body has a lifespan and at that relevant time period an alternative programme or organisation will take its place if the original Council is not meeting the needs of its consumer group.

CHAPTER 7

CONCLUSIONS

Developmental models of organisational change appear to
contain many points which are relevant in the analysis of
programmes or organisations. Some limitations are evident
however, when relating these to a Council such as the Social
Work Training Council.

These models assume the progression by a programme from
one stage to another, as long as appropriate tasks are
completed and external environmental factors are responded
to at each point. Mention is not made of the cycles within
cycles. Particular projects within a programme may have
progressed to different points within a cycle. There is
some assumption by the aforementioned theorists that
Developmental Theories largely follow a straight line
developmental process. In reality organisations do not
operate in this manner. Particular projects run by
an organisation may have the full suport of the community
while others may hold a mere tenuous acceptance.

A manager is often described in organisational theories
as someone who officially approves new projects, assesses
employees and holds their promotional chances in his/her
hands. In certain programmes however, this direct line of
responsibility is not always as clear cut. Decisions and
goals may be enjoined by the whole group. Particular
members of the organisation may have more influence than
others but the method by which they gained this influential
role may not be prescribed but rather happened by a more
subtle process.

The notion of Developmental Stages is merely one
prototype of viewing the situation. Variations are always
possible and indeed likely within these. For instance, the
manager may be charismatic and greatly influence the
direction which the programme takes; on the other hand the

manager may be distant and have less effect on the programme's character.

In certain situations a programme may not show many characteristics of these Stage Models. The reasons why a programme comes into existence may have little to do with the enthusiasm of a small group for a particular idea, but rather a haphazard process by which a course of action is followed for no logical reason, i.e. the delivery of a particular service is altered at the whim of a group of staff.

There may also be occasions in which programmes respond very little to the changing environment but, on the other hand, still continue to service after a fashion. These programmes have little influence on, and are largely unaffected by wider social happenings but they continue relatively undisturbed for a good many years.

The Design Stage, contrary to the theory, may also consist of a relatively large group of enthusiastic people rather than the small commonly orientated individuals described previously. If the group is relatively well organised the Design Stage could cope with a large group of initiators providing communication is good and the individuals remain in close contact.

In some situations relationships with Government do not need to be established as it was originally Government's idea to establish the programme and the links are quite clear cut. In fact, it may be in Government's interest to establish a programme which is seen to be carrying out a piece of work without being so closely allied to Government.

Despite their shortcomings, these Developmental Theories do, provide a helpful framework for examining programmes, if external factors are acknowledged. Arguements are presented regarding the benefits and pitfalls of over-specialisation, or limited role distinctions. The realisation of goals is stressed if a programme is both to develop and be able to be

assessed. Developmental Theories acknowledge the need for change and growth. Analysis has to include such aspects as environmental influences and financial backing and their influence upon organisational adaption. Issues of conflict and co-operation between programmes is addressed. In summation Developmental Theories provided a dynamic method by which the S.W.T.C. could be analysed.

APPENDICES

Appendix I   COMMITTEE APPOINTED UNDER
Department of Social Welfare Act 1971

1. IN TERMS OF THE POWERS CONFERRED UPON ME BY SECTION 13
OF THE DEPARTMENT OF SOCIAL WELFARE ACT 1971, I HEREBY
ESTABLISH A COMMITTEE TO BE KNOWN AS THE NEW ZEALAND SOCIAL
WORK TRAINING COUNCIL.

2. I HEREBY APPOINT TO THE NEW ZEALAND SOCIAL WORK TRAINING
COUNCIL FOR A TERM OF THREE YEARS FROM 2 JULY 1973, OR IN
THE CASE OF THE NOMINATION OF THE NEW ZEALAND UNIVERSITY
STUDENTS ASSOCIATION (INC.) FOR A PERIOD APPROPRIATE TO THE
DURATION OF THE STUDENTSHIP

Dr JOHN L. ROBSON;

and

Miss RUTH SWATLAND

On the nomination of the New Zealand
Association of Social Workers (Inc.);

and

Mr PETER M DARRACOTT,
Major NOEL C MANSON

On the nomination of the New Zealand
Federation of Voluntary Welfare
Organisations;

and

Professor JOHN R McCREARY
Mr Peter M TILLOTT

On the nomination of the New Zealand
Vice-Chancellors' Committee;

and

Mr BRIAN A HAY

On the nomination of the New Zealand
University Students Association (Inc);

and

Mrs DORIS T NICHOLSON

On the nomination of the Municipal
Association of New Zealand (Inc)

and

TWO ADDITIONAL members to be appointed
on the nomination of the Hospital Boards
Association of New Zealand;

FIVE ADDITIONAL members being representatives
of each of the following Departments:

The Department of Social Welfare,
The Department of Justice,
The Department of Health,
The Department of Education,
The Department of Maori and Island Affairs

and

I HEREBY FURTHER APPOINT THE SAID
JOHN L ROBSON
TO BE CHAIRMAN OF THE COUNCIL.

3.   AND I HEREBY REQUEST THE COUNCIL, HAVING REGARD TO THE
RESPONSIBILITIES UNDER THE DEPARTMENT OF SOCIAL WELFARE ACT
1971 FOR THE PROVISION OF TRAINING OF PERSONS TO UNDERTAKE
SOCIAL WELFARE ACTIVITIES AND FOR THE ENCOURAGEMENT,
CO-OPERATION AND CO-ORDINATION AMONG ORGANISATIONS ENGAGED
IN SOCIAL WELFARE ACTIVITIES, TO ADVISE OR OTHERWISE ASSIST
ME AND OTHER APPROPRIATE MINISTERS, OR THE DIRECTOR-GENERAL
OF SOCIAL WELFARE, ON OR IN SUCH ASPECTS OF SOCIAL WORK
TRAINING AS I OR OTHER MINISTERS, OR THE DIRECTOR-GENERAL
MAY REFER TO IT; OR ADVISE ME AND OTHER APPROPRIATE
MINISTERS, OR THE DIRECTOR-GENERAL ON ANY SUCH MATTER THAT
THE COUNCIL MAY DEEM TO BE RELEVANT TO THE OBJECTS OF SOCIAL
WORK TRAINING UNDER THE SAID ACT: AND IN PARTICULAR;

(a) To provide a means of encouraging co-operation and co-ordination in the field of social work training.

(b) To provide a formal means of assessing the training needs of both Government and non-Government agencies.

(c) To determine types of training suited to the needs of different categories of social workers.

(d) To propose curriculum and training standards and means by which suitable persons may be enabled to attend appropriate courses of training for social work.

(e) To negotiate with the appropriate organisations for the establishment of suitable training courses.

(f) To approve courses as suitable for those engaged in or intending to engage in social work.

(g) To develop suitable forms of recognition of social work training.

(h) To gather either itself, or through other organisations, such information as is required to reach its decision.

(i) To make rules not inconsistent with this instrument or section 13 of the Department of Social Welfare Act, prescribing the procedure to be followed at any meeting of the Council and providing for any such matters as may be necessary or expedient for the administration of the affairs of the Council.

Dated at Wellington this
day of June 1973

_____

MINISTER OF SOCIAL WELFARE

APPENDIX II   Terms of Reference

<u>Source</u>: Review of the New Zealand Social Work Training
          Council. <u>A Report prepared at the request of the</u>
          <u>Minister of Social Welfare</u>. (N.Z.S.W.T.C., 1985,
          pp. 10-11).

    The Council was established to advise and assist the
Minister of Social Welfare, and other Ministers of the Crown
and the Director-General of Social Welfare, and to:

(a) provide a means of encouraging co-operation and
    co-ordination in the field of social work training;

(b) provide a formal means of assessing the training needs
    of both Government and non Government agencies;

(c) determine types of training suited to the needs of
    different categories of social workers;

(d) proposed curriculum and training standards and means by
    which suitable persons may be enabled to attend
    appropriate courses of training for social work;

(e) negotiate with the appropriate organisations for the
    establishment of suitable training courses;

(f) approve courses as suitable for those engaged in or
    intending to engage in social work;

(g) develop suitable forms of recognition of social work
    training;

(h) gather either itself, or through other organisations,
    such information as is required to reach its decisions.

APPENDIX III   Work undertaken by the N.Z.S.W.T.C.

Over its 12 year history the Council undertook a series
of pieces of work. Below is a summary of achievements of
the Council taken from published works, documents and Review
Committee Reports.

The Establishment of Courses

Until 1975 the University course at Victoria was the
only one which had been in existence for social workers.
John McCreary, a founding staff member, was appointed
professor in the early 1970s and was a very significant
member of the original Social Work Training Council.

The Council played a role in the establishment of future
courses. How large a role it played was debated by various
members within, but it seems obvious that there is
an important connection. The Council had to establish the
course at Auckland University in 1975 and the University of
Canterbury in 1976. It provided some support to the Massey
programme which came underway in 1976. In the early years
this focus upon pre-entry training was a strong focii for
the Social Work Training Council's work. Again it is
debated at points in this research as to whether the Council
was too heavily involved in the area of pre-entry training
or at least too heavily focussed in this area. Along with
attempting to establish pre-entry courses was an
emphasis on gaining monetary assistance for full-time social
workers students and those in paid social work positions so
that they could study full-time.
jobs.

In more recent times there has been the establishment of
the Auckland Teachers' College Course. This is the first
course to be set up outside of University systems.

Accreditation

Accreditation is common in many overseas countries and
the existence of the Council for education and training in
social work (CCETSW) in the United Kingdom and the Council

for Social Work Education in the United States, appear to
have been major influences in this decision. It seems to
the researcher that the Training Council had difficulty
visualising any alternative methods of accreditation or
assessment of standards.

In New Zealand the Social Work Training Council took on
the role of accrediting courses. Again a number of people
would debate whether there were conflicts between being an
accrediting body, as well as a body which attempts to
establish courses for social workers and provide them with
valuable information for their professional development.
All of the full-time courses were accredited at some stages
- Auckland, Canterbury and Massey Universities as well as
the courses at Auckland Secondary Teachers' College.

"The first accreditation review of the Victoria
Programme in 1975, raised questions about accreditation
and a moratorrum was called. The process and the
rationale for accreditation procedures and minimum
standards were then reviewed but reconfirmed."
(Ministerial Review Committee Report on the S.W.T.C.,
1985, p. 16)

The National YMCA had, since 1966, offered a Diploma in
Youth and Community Work. On two occasions this Diploma
applied for accreditation and both times it was turned down.
This was a major turning point for the work of the Council
and in many ways saw the split between community and youth
work and social work per se. One member interviewed saw
this time as a split also in terms of Maori/Pakeha
representation issues. This dilemma was to continue right
throughout the history of the Social Work Training Council.
Some would have perceived from this point on that the
Training Council was only interested in elitist form of
social work education which were run, on the whole, through
University settings.

Minimum Standards

One of the major pieces of work established by the
Council was the setting up of a set of minimum standards.

This is connected with the process of accreditation.
A Working Party was adopted and a set of minimum standards
was first established in 1974. These standards were
reviewed twice, in 1979 and in 1984. Although in some areas
of work there appeared to be little consultation with the
community, in this particular area there seemed to be a lot
of consultation. Once the Council had established a set of
Minimum Standards this led them on to being a body which
accredited social work courses.

Certificate of Qualification in Social Work (CQSW)

Under Clause (G) of the Terms of Reference, the Social
Work Training Council proceeded in 1980 toward a
Certificate of Qualification in Social Work for all
graduates of an accredited programme. The CQSW was
modelled on the United Kingdom's CQSW. The CQSW
qualification in New Zealand was the source of much
contention and comment to the Review Committee. In
particular it was questioned on the basis that it was
for a chosen few. (Ministerial Review Committee Report,
1985, p. 16).

Community Work

The Minister of Social Welfare in 1983 requested that
the training needs of community workers be looked into. The
Council sponsored two Conferences to look at the training
needs of community workers. Community workers had long been
concerned about the lack of formal training opportunities
for themselves as a group. They had also tended to identify
themselves separately from social workers as they had felt
that their area of work involved both different skills and
knowledge.

The community workers presented their report to the
Council regarding information that came from the Workshops
both in 1983 and at a final Conference in 1985. They then
also took the initiative to take the findings to the
Department of Internal Affairs. The researcher believes
that the deeper issue of whom the Council was representing
was the crux as to why the community work forum was not

taken further. From this point on however there was no allocation of funds for training needs of community workers. The Review Committee which looked at the Social Work Training Council during 1985 made the following statement:

> The Review Committee is convinced that the education and training needs of community workers need to be met immediately in a form consistent with the National Working Party Report. Such action should be independent of any developments in the youth work field. (Ministerial Review Committee Report, 1985, p. 18).

Youth Work

At the same time that the Minister asked for a review of community work there was a request also to explore the training needs for youth workers. The Council, through the Department of Internal Affairs Youth Branch, assessed those needs through a process of consultation. A discussion paper was writen up and presented to the Minister for budget approval in 1984. This was declined. During the life of the Council, this was the second area for which money was not allocated.

Welfare Workers and Volunteers

The Social Work Training Council in the years 1974-81 took a consistent interest in re-educating and training opportunities for welfare workers who were not able to attend an accredited programme. They were also interested in volunteers. Reports, in 1974 and 1979, were of particular importance in leading to a significant Council publication - "A Map of the Training Journey". The philosophy of education on which that report is based differs from the philosophy that appears to lie behind the accreditation procedure. The philosophy of the "Map of the Training Journey" holds to a principle that education is based on what the learner believes he or she wants to know, not on some external standards set by others.

In 1980 the Council undertook considerable consultation in Auckland, Christchurch and Dunedin and closely collaborated with District Councils of Social Service. The

Report of the "Map of the Training Journey" was submitted to Government at that time with recommendations. By 1985 there had been no response from Government on this matter at all. The matter had been followed up on occasions, but to no avail. If a link person had existed between the Council and social work community, documents such as the "Map of the Training Journey" could have been spread still further.

Residential Social Work

In the early years the Council formulated several reports on the work of residential social workers but renewed its interest in 1983. At this point in time a Working Party was established to look into the needs of residential social workers in terms of training. But by the time the Review Committee was focussing upon the Council in 1985 there were no recommendations formulated. A small percentage of residential social workers had formal social work training and it is the researcher's analysis that they did not perceive themselves as a unified group possessing unified needs and beliefs.

There are a large number of residential social workers and the majority of them have gained qualifications only if they have sought out training opportunities themselves. These opportunities have usually come via the Residential Care Association or through local Polytechnics. In more recent times the Department of Social Welfare has established a limited modular training programme for its own residential social workers. From the research it does not appear Council provided a great deal of direction to this group.

It is the Review Committee's opinion that this field deserves urgent attention by any future body. (Emphasis in the Original). Improved educational opportunity and training for residential social workers will undoubtedly lead to improved status and more effective overall service.

The field of residential social work has been under severe scrutiny. Criticisms of the practices in residential

social work as well as a criticism of racist structures has led to two public enquiries (Ministerial Review Committee Report on the S.W.T.C., 1985, p. 17).

Supervision

The Social Work Training Council has always taken a great interest in the area of supervision. In fact, the final piece of documentation that came from the old Council was in this area. The publication was a result of a substantial amount of research done in the area of supervision between 1982 and 1985 in both social work and community work. The Council has always supported that social workers should demand an experienced and qualified supervisor especially for young social workers in their early professional development.

Availability of Training

In the early years of the Council it supported the development of new courses and wider access to training programmes, maybe to the exclusion of undertaking alternative projects. In the latter years there was an emphasis upon widening this further to distance education, part-time study and extra-mural study. The pressure upon social work courses in the early and mid-1980's was similar to the level it was in the late 1960's and early 1970's. With goals not tightly enough defined, personnel in unpaid positions and representation too small in the numerological sense, the Council could not address this issue and other dilemmas satisfactorily.

Funding during Education and Training

Again in the early stages the Social Work Training Council took an interest in the funding of individuals during their time on courses in terms of bursaries and study awards and also payments while people were on practical placements. The area of funding has become more of a focus of late as increasing numbers of people wish to undertake training to become social workers and the question mark looms over the existence of previous funding sources.

Research

The following is a statement made by the Ministerial

Review Committee Report on the Social Work Training Council
(1985, p. 19).

In 1978 the Social Work Training Council undertook
a major piece of work which subsequently led to a very
important report - People in the Social Services by
M.J. Rochford and J.M. Robb.   This report is undoubtedly
a benchmark, covering the needs of social workers, both paid
and unpaid.   The Review Committee notes that insufficient
funds preclude Part 2 of that study being undertaken.   We
repeat our earlier recommendation that funds for research -
A Workforce Study - be made available immediately."
(Emphasis in the Original).

AGREEMENT made this ...*29th*... day of *May 1985*... BETWEEN HER

MAJESTY THE QUEEN (Director-General of Social Welfare) hereinafter called

"the Department" of the one part and *Jane Elizabeth BROOK* of

PALMERSTON NORTH... hereinafter called "the Researcher" of the

other part NOW THEREFORE IT IS AGREED by and between the parties as

follows:

That in consideration of the Department permitting the Researcher to have

access to files, documents or other material of the Department or

assisting the Researcher in other ways the Researcher covenants to comply

and be bound in all respects with the undertakings set out in the

Schedule appended hereto.

SCHEDULE

- That the Researcher shall not remove from the premises of the
  Department any file, paper, document or other type of record which is
  the property of the Department, except when he/she shall have been
  given authorisation by an officer of the Department;

- That the Researcher shall not make, or have made on his/her behalf
  any photocopy, photograph or other form of reproduction of any
  document or record which is the property of the Department, except
  when the Researcher shall have been given authorisation by an officer
  of the Department;

- That the Researcher shall not mark, annotate or alter any document or
  record which is the property of the Department of Social Welfare,
  except when the Researcher shall have been given authorisation by an
  officer of the Department;

Initials of the parties: *J.E.B.*   *J.E.B.*
Initials of the witnesses. *J.E.A.*   *J.E.A.*

-2-

That the Researcher shall treat carefully all documents and records made available to him/her by the Department and shall not cause any such document or record to be lost, misplaced, defaced, damaged or destroyed;

That the Researcher in any presentation of the results of his/her research (whether by way of a published or unpublished report, thesis, book, academic paper, article, lecture, speech, broadcast, letter, conversation or any other form) shall express his/her presentation in such a way as not to allow the identification of individual persons or to reveal confidential information;

That the Researcher in any substantial account of his/her research (such as, for example, without limiting the generality thereof, a thesis, book, academic paper, published research report, conference or seminar paper, report or essay submitted as a requirement for a course of study, or the like) shall acknowledge the assistance he/she has received from the Department;

That the Researcher shall submit to the Director-General of the Department for his scrutiny or the scrutiny of any person nominated by him the final draft of any substantial account of the research (such as, for example, without limiting the generality thereof, a thesis, book, academic paper, research report intended for publication, conference or seminar paper, report or essay intended for submission as a requirement for a course of study, or the like), recognising that the said Director-General or his nominee has the right to require such deletions or alterations as are considered necessary to prevent the identification of individual persons or to avoid confidential information being revealed;

Initials of the parties: ....
Initials of the witnesses: ....

That the Researcher shall not without written authorisation supply or show to any other person any document or record, or transcript or reproduction of such, obtained through the Department, or divulge or communicate anything he/she has learned as a consequence of the assistance in his/her research given by the Department providing however that nothing therein stated shall prevent him/her from making any presentation of the results of his/her research which would otherwise be not in breach of any other paragraphs of this schedule;

That the Researcher shall keep in a secure place, inaccessible to other persons, all files, papers, documents, records, copies of documents and records, transcripts, filled in questionnaires, attitude inventories, psychological and sociometric test results, notes and working papers containing information derived from these sources, and such like, which come into his/her possession or are created by him/her as a consequence of the assistance provided by the Department and shall destroy all such material, apart from that given or returned to the Department, when he/she no longer requires it for current or future research purposes;

That the Researcher acknowledges that any participation in his/her research by Departmental staff or Departmental voluntary workers as research subjects (such as, for example, without limiting the generality thereof, persons who are interviewed, fill in questionnaires or psychological tests, make themselves available for observation, provide physiological or physical measurements, or the like), shall be entirely optional for them;

That the Researcher acknowledges that any participation by clients of the Department as research subjects (such as, for example, without limiting the generality thereof, persons who are interviewed, fill in questionnaires or psychological tests, make themselves available for observation, provide physiological or physical measurements, or the like), shall be entirely optional for them;

Initials of the parties: ....

Initials of the witnesses: ....

-4-

- That the Researcher acknowledges that all practical arrangements for providing him/her with assistance shall be at the convenience of the Department;

- That the Researcher shall provide free of charge to the Director-General of the Department or his nominee, to become the property of the Department, a copy of any completed substantial account of the research (such as, for example, without limiting the generality thereof, a book, a paper published in an academic journal, a published research report, a conference or seminar paper, an essay, report or thesis submitted as a requirement for a course of study, or the like).

IN WITNESS WHEREOF the parties have hereunto subscribed their names.

Signed by *Jane Elizabeth BROOK*)
the said ....)
at ....*WELLINGTON*....................)
this ...*29*... day of *May 1985*)
in the presence of)

Witness *John Errol DREW*..........)

Occupation *PUBLIC SERVANT*.......)

Address *DSW H.O.*...................)
.....................................)

Signed for the Director-General)
of Social Welfare by)
the said ..*Raoul KETKO*..........)
at ..*WELLINGTON*...................)
this *29*... day of *May 1985*.)
in the presence of)

Witness *John Errol DREW*.........)

Occupation *PUBLIC SERVANT*.....)

Address *DSW H.O.*.................)
.....................................)

20 February 1988

Director-General
of Social Welfare,
Head Office,
Department of Social Welfare,
Private Bag, 21,
Postal Centre,
WELLINGTON

Dear John,

As agreed in my conversation with Ral Ketko, enclosed is
a copy of my Social Work Masterate Thesis. I wish to thank
the Department for access to documentation of the Social
Work Training Council. I have sent this draft for you to
scrutinise prior to the completion of my final copy on the
15.3.88.

Yours sincerely,

Jane Brook

APPENDIX V   Social Work Training Council
               A History as outlined from Minutes
               and Documentation regarding the Council

Pre-N.Z.S.W.T.C.

The following is a summary of the S.W.T.C. Minutes analysed by the researcher. The following time-line is the result of that examination:

1968-1970 - Education and Training and Courses
             in which the N.Z.A.S.W. was involved

In November 1968, the Education and Training Committee sought and was granted wider and yet more specific Terms of Reference by National Council. This year its members have worked strenuously towards the particular goal of a Study Conference in January, 1970, with a view to setting up a Council of Social Work Training at a later stage (N.Z.S.W.T.C., 1970).

1973 - The stated aims of the Council were formulated and published.

The Social Work Training Council developed a definition of a social worker (Appendix Vi).

7 August - A review took place of the minimum standards for basic professional courses. The Council reached the second stage of review.

10 October - The Hospital Boards representative on the Social Work Training Council - It was debated whether this position should be held by a medically-oriented person or someone with a social work background.

26 November - Debates arose within Council as to whether social work training should be offered at different levels or in different forms.

1974 - Estimated requirements were established as to how many graduates were needed from basic professional social work courses to fill positions in employment.

Report to the N.Z.A.S.W. Biennial Conference. Education and Training Committee: Mr Neville Ward presented a report, moving that it be adopted. This was seconded by Miss Lois Langton. He then called upon Miss Ruth Swatland to outline to the meeting the work of the N.Z. Council of Social Work Training, under the Chairmanship of Dr Robson. Members had been pleased with the speed at which things had been happening. The Council was established as a body for making recommendations. It met for a full day once a month and other work was carried out in the interim by committees.

Areas which had been looked at included:

(a) Social Work Training at pre-entry level, i.e. before an actual application is lodged;

(b) S.W. Training at the induction level, i.e. as soon as possible after an appointment has been taken up.

(c) Training to be carried out at the University Masters level. Programmes were to be arranged in at least two Universities as quickly as possible and in a third in a period of about five years.

(d) The Council was considering the possibility of establishing courses for social work training in Teachers' Colleges.

(e) It had also been examining the short-term needs of social work training and had made proposals for induction courses regionally based, for people who had been employed but had not yet taken up their duties. It had been suggested that these be considered first for a period of 2 years.

(f) The principle was suggested that as much field work training as possible should be carried out in the field itself.

(g) It had been proposed that research be carried out into the social work education needs of the country, and questions of accrediting courses were also being considered (N.Z.S.W.T.C., 1974).

July - The Council recommended the introduction at
    Wellington Polytech of training courses for community
service workers, designed in consultation with the client
agencies. At that time it was envisaged that if the courses
proved satisfactory, similar courses would soon be
established in all the main population centres. Each course
was to be designed in consultation with the local agencies
and in general based at a Technical Institute (N.Z.S.W.T.C.,
    1979).

22 August - A Working Party was established to look at the
training for Welfare workers.

Council agreed to review the question of induction courses
during 1975.

1976 January - <u>National Education and Training Committee</u>
1) Introduction:
    Our report to National Council Meeting August 1974 said:

    This committee began its work at a time when many of the
    measures for which the Association has worked since 1964
    were coming to fruition. The Social Work Training
    Council (S.W.T.C.) is beginning to make its presence
    felt, the Government is committed to pre- and post-entry
    training for Social Workers as a priority, and the
    provision of a range of professional Social Work courses
    at Universities and other educational institutions
    throughout the country is becoming a reality. Indeed,
    after years of pushing by this Association, Government
    and Universities are now so much on the ball that the
    Association is in danger of being surpassed by this
    surge of activity. Members of the Committee have felt
    frustration that we have largely been placed in the
    position of responding to the initiatives of others,
    rather than keeping ahead of the activity.

    We welcome the fact that the S.W.T.C. has achieved so
    much, that all the Universities have put thought and
    work into planning of new courses, that lecturers have
    been appointed and Victoria University has increased its

staff of Social Work lecturers, that the Technical
Institutes have expanded their interest and activity in
Social Work education and that the Department of Social
Welfare has given priority to training needs. At the
same time we would have been happier had the Association
achieved more in this field in the past two years.
Recommendations are made in this Report to strengthen
the Association's role in the future (N.Z.S.W.T.C.,
1976).

February - The question was posed as to who should be
represented on the Social Work Training Council -
Educational Institutions, Regional, Social Work
Practitioners and Administrators etc?

1978 - The Council assigned a Working Party the task of
reviewing the Community Service programme established in
technical institutes. This was first established in 1974.
The Working Party was to make recommendations as the
situation seemed to require. A lot of training gaps were
highlighted in this area. There was a lack of sufficient
resources (N.Z.S.W.T.C., 1979).

The Council asked for the appointment of an Executive
Director.

1975-1978 - The Working Party looked at training needs of
residential workers.

October 1978 - Current tasks and selection of priorities and
pieces of work to be undertaken were outlined.

May 1979 - There were further negotiations over the
appropriate representation on the Council from Hospital
Boards. The debate continued concerning whether these
should be personnel or social work trained people on
Council.

30 June - Representation to the S.W.T.C. Health Social
Workers' Interest Group

..."Another area of success following persistent efforts
is the approach that we understand has been made to
Judith McKenzie to stand as a Hospital Board's
Association Nominee on the S.W.T.C. Our Efforts are Not
in Vain! (N.Z.S.W.T.C., 1979).

July - There was no appointment of a Community Services
Officer to represent social workers. The Minister asked the
Council to bear in mind the training needs of this group.

October - A report to the Minister of Social Welfare on the
training of Community Service workers (N.Z.S.W.T.C., 1979).

23 November - A report of the Accreditation Review
Committee. The Council was looking at the standards,
guidelines, accrediting body and the process.

Training for residential Social Workers was reviewed.

A booklet was produced, outlining the opportunities for:
Specialist and Advanced Training for Practicing Social
Workers in New Zealand (N.Z.S.W.T.C., 1980).

August 1981 - Social Work Education and Training.
...A Policy Discussion Paper.

1982 - "Social Work Evaluation and Research Pilot Project".

Aims

The first aim was:

1. To encourage social workers up to and including
    supervising social workers to study social research
    methods and to use them on practical problems.

2. To help participants develop further the skills in self-
    awareness needed to monitor and assess work
    effectiveness.

3. To strengthen participants' professional skills
    generally.

4. To add useful knowledge on social work related topics in New Zealand, and to share this knowledge with colleagues.

5. To assist with the development of social policy based on facts from the field of social work (N.Z.S.W.T.C., 1982).

March 1982 - A booklet was published - **"A Map of the Training Journey"**, for volunteers and community service workers (N.Z.S.W.T.C., 1982).

1982 - Priorities of the Generic Training Committee were established.

1982 - A Review of the Work of the Social Work Training Council was undertaken.

1982 - Terms of Reference of the Specific Committee were formulated.

February 1983 - The Council did not accredit the YMCA Diploma of youth in community work as it apparently did not meet the minimum standards criteria (See Appendix).

May 1983 - Alistair Harray suggested to Council that it needed to examine the values and impact of community workers and volunteers on our community.

June 1983 - A letter was sent to the Minister from the Social Work Training Council regarding the training needs of community workers.

Early 1983 - The Minister requested Council investigate the training needs of youth and community workers.

1983 - **Social Service Work Patterns**, Survey of Social Service Workers, Report No. 2 - Technical was published (N.Z.S.W.T.C., 1983).

November 1983 - The Executive Committee agreed to review the operation of the Council (N.Z.S.W.T.C., 1984).

The proposal from October 1984 was made at the Executive Committee Meeting that the representation of organisations should be reviewed.

30 November 1984 - The Minimum Standards for Basic Professional Education and Training for Social Workers (approved by SWTC) (N.Z.S.W.T.C., 1985). To be applied from 1.1.85.

A summary by John Drew on 15.11.84 on the Progress of a Number of Issues presently before the Council.

30 November 1984 - The new 'minimum standards' were to be applied from 1 January 1985. The Accreditation Advisory Panel were not to use these 'New' Minimum Standards to review any courses for accreditation until 1987. That was to allow training institutions two years to implement the new standards. Procedures for accreditation of courses were examined in this year.

30 November 1984 - The Diploma in Applied Social Studies, Secondary Teachers College, Auckland, was recommended for accreditation to Council 30 November 1984. Council was pleased to accept this recommendation and Judith Mackenzie, Chairperson of the Accreditation Advisory Panel, sent the report to Secondary Teachers College, Auckland.

1985 - The SWTC (Specific Committee) Supervision - "A Supervision Resource Package" was completed, printed by the Government Printer, and widely distributed. The Council says

> "Work is proceeding on looking at how training for training in social work supervision takes place and the development of possible supervision training systems analysed." (Papesch, 1985).

Council in particular wanted to distribute this to Senior Social Workers and most received a copy by early May.

1985 - Training for Youth Work - (Specific Committee) - A report was completed on Training for Youth Work but

implementation of the proposals appeared to have been deferred by Government. The Council decided to communicate with those involved (Papesch, 1985).

1985 - Training for Residential Care and Residential Care of the Elderly, were areas referred to the Specific Committee for consideration and comment. However, at this stage little progress had been made in these areas (Papesch, 1985).

1985 - Classification of Courses There was growing awareness by Council of the need for alternative recognition of courses other than a Certificate of Training in Social Work.

In response to this the Committee had been endeavouring to develop a framework within which courses can first be classified. The Council stated that limited progress had been made to date in this challenging task (Papesch, 1985).

Cross-cultural issues - An overnight hui was held at the Seaview Kokiri Marae which looked at issues concerning access to training for Maori people, curriculum content in the areas of Maori language and Maori studies, and training needs of social workers to meet the needs of the Maori client. The Council stated they were also determined to undertake an analysis of racism relevant to its own policies and practices and within social work training (Papesch, 1985).

Changes in the Secretariat - Council had had several changes in the Secretariat since August 1984. Liz Chamberlain, Senior Advisory Officer, was on Maternity Leave, and John Drew was Acting Senior Advisory Officer since October and would continue in the position until the end of June. Lindsay Richdale was no longer Secretary of the Council and that position was not at this stage filled.

29 March 1985 - From the Council Meeting on 29 March, Jenette Papesch agreed to be the Council's representative on the Voluntary Welfare Agency Training Board, working on the

training needs of those in voluntary agencies (Papesch, 1985).

1985 - The completion of the Review of the Minimum Standards. These Standards have been provided and are currently being circulated. The new Standards were meant to take effect from the beginning of 1986.[21]

1985 - Auckland University Course

Negotiations had been taking place concerning the re-instatement of social work training at Auckland University. The question of funding such a development had not been resolved and plans were therefore at a standstill (Papesch, 1985).

1985 - The Review of the Construction and Work of the Council The Minister of Social Welfare, Mrs Anne Hercus, asked Council to review itself and to continue its work reviewing membership of Council and to make recommendations to her on future directions and membership. Council's Report was to be made available to her in June.

1985 - Ministerial Review of the Council In addition to Council's Review of itself at the Minister's request, the Minister also established an independent review prepared by Merv Hancock. This review body was to call for submissions and hold public meetings and would be reporting to the Minister on 10 June 1985.

Attached is the letter from Merv Hancock, the Chairperson of the Ministerial Review Committee preparing a report at the request of the Minister of Social Welfare to Anne Hercus, the Minister of Social Welfare at the time.

APPENDIX VI   Definitions

Social Workers

The term 'Social Worker' is a general category used to
designate many different employment positions in the social
services. Included in this widely used category are those
employed predominately as social caseworkers, residential
social workers, social work educators and administrators.

Social workers use a variety of methods and approaches
in providing social services to various sectors of the
population. They are involved in:

- Investigating the nature, cause, and extent of
  individual and collective social problems;

- Responding with help to individuals, households,
  families, small groups and communities in the resolution
  of these problems;

- Assisting clients to mobilise their own resources, and
  encouraging the exercise of choice and participation in
  the provision of care and protection;

- Organising and participating with people and securing
  and utilising community resources;

- Promoting the development of equitable social policies,
  and planning for the welfare and self fulfilment of
  human beings.

In summary, the tasks involve: assessment, planning,
intervention, support, organisation, consultation,
co-ordination, advocacy, reporting, evaluation and research.

Community Workers

The term 'Community Worker' is a general category for
the group of people who work with community based groups.
It includes field work, supervision and administration.

People who use the title community worker are to be found in local Government, voluntary organisations, religious groups, action based community groups and on occasions central Government.

The National Working Party on Community Work Training have a set of "Aims and Objectives" of community work. These are:

To change power structures by:

- promoting equality of resources.

- seeking to influence and change statutory, voluntary and private organisations to make them more responsive, and open, to the needs and demands of community groups.

To spread knowledge by:

- developing awareness and understanding of issues through social and political education.

- enabling people to develop the expertise and skills necessary to further their own objectives.

- facilitating access to information.

To encourage self-determination by:

- the developing of community groups to work on issues of common concern.

- seeking to create unity (often through recognition of diversity) among groups within a locality around issues of common concern, on a basis of mutual respect.

- encouraging the development of alliances and networks in order to achieve common goals and influence decision-makers within society.

In summary the tasks involve planning, organising, implementing, evaluating, report writing, fund raising, research, and negotiating and lobbying.

Youth Workers

Youth workers use the same approaches and practices as community workers.

What makes youth work different is that it focuses on a specific group of the population - young people.

Such a focus requires additional special knowledge. Two examples illustrate the point - working with unemployed young people and the use of sport and recreation.

The Review Committee was aware of the dramatic impact that the negative aspects of the economic and social environment had made on young people in particular. Unemployment has affected them more than any other group. This has forced Youth workers to include employment creation to their skills and to link these to those that they have in group work and recreation.

The Review Committee is also aware that responsibility for youth development, and related issues, lies with the Department of Internal Affairs. This does not mean however, that development of Youth Worker training should be left to that Department. Rather, it should be a joint responsibility of all of those who seek to provide services for young people - whether they be workers or agencies; statutory or voluntary; paid or unpaid; full-time or part-time.

APPENDIX VII   Themes which came through from Interviews
               and Recorded Data concerning the Social
               Work Training Council

Within this piece of research the focus has been on
a few major themes but included in the list below are all
the issues which were highlighted from interviewing members
of the Social Work Training Council and from reading
documentation regarding the Council.

a. Representation on the Council - representing what
    consumer group?

b. Issues of minimum standards within academic courses.

c. Excessive workloads of those on Council who held
    specific social work knowledge and skills.

d. Thoughts from those interviewed from the Council
    concerning position papers.

e. The conflicts and debates within social work practice at
    the time of the Council's existence.

f. Relationship between the Council and educational
    institutions.

g. Diversification of social work training courses.

h. The YMCA issue of non-accreditation.

i. CQSW issue - consultative full-time person.

j. The question mark about status of an Advisory Committee.

k. Consultation with community groups - their response.

l. Economic social and political conditions external to the
    Council.

m. Factors leading up to the Ministerial Review of the
    Social Work Training Council.

n.   Cultural issues and dilemmas.

o.   The issue of statutory agency representation.

p.   The aims of the Council - its terms of reference - were
     these sufficient.

q.   The Council's own methods of reviewing itself during its
     history.

r.   The curriculum content of courses.

s.   Generic versus specialist social work training.

t.   The forms a Council or organisation could take in the
     future.

u.   Why the Review in 1985?

APPENDIX VIII   Position Papers and Publications

Position papers were prepared by the Council. All
respondents interviewed understood these papers to be the
Council's position at the time of writing and that the
papers were there to be built upon as the circumstances
altered. The papers published were as follows:

a. The Council

    1.1 The New Zealand Social Work Training Council
    1.2 Basic Assumptions and Guiding Principles

b. Training Courses

    2.1 Training Courses Leading to a Qualification in
         Social Work
    2.2 (a) Advanced Training in Social Work: Supervisors
    2.2 (b) Advanced Training in Social Work: Administrators
    2.2 (c) Advanced Training in Social Work: Educators
    2.2 (d) Advanced Training in Social Work: Fields of
         Practice
    2.3 Training for Residential Workers
    2.4 In-service Training
    2.5 Induction Training
    2.6 University Extension Courses
    2.7 Technical Institute Courses for Community Service
         Workers

c. Fieldwork

    3.1 (a) Fieldwork: Placements
    3.2 (b) Fieldwork: Student Units

d. Standards and Accreditation

    4.1 Minimum Standards for Social Work Training
    4.2 Accreditation: Courses/Individuals

e. <u>Training Needs</u>

    5.1 In Post Social Workers

    5.2 Research into Needs, Provision and Effectiveness
        of Social Work Training

    5.3 Income Support for Students

f. <u>Pre-Training and Entry Issues</u>

    6.1 Selection for Training

    6.2 Publicity for Careers and Courses

g. <u>Supervision Resource Package</u>

APPENDIX IX   Submissions to Ministerial Review Committee
of the New Zealand Social Work Training
Council

Murray Short, 1985.

1. Operation and Results Achieved

I would highlight the following list of achievements
which represent only a small part of the results:

(i)   The presentation of minimum standards for basic
professional courses and the establishment and
operation of the Accreditation Advisory Panel.

(ii)   The publication annually of the booklet Education
and Training for a Career in Social Work.

(iii)   The publication of: A Map of the Training Journey,
Training for Youth Workers, Supervision Resource
Package.

(iv)   The research project and resulting report on the
training needs called People in the Social Services.

(v)   The planning for basic professional courses in
Teachers' Colleges including the outline of
a suitable curiculum.

(vi)   The provision of a placement allowance for social
work students on placement in their vacation.

2. Effectiveness

2.1 It is my submission that the Council has been only as
effective as budgetary considerations have allowed.   The
Council has no independent budget as such.   With the
introduction of the "tit for tat" system for financial
approval, the Council was entirely dependent on the ability
and willingness of the Department of Social Welfare to make
compensatory savings for any new proposal that the Council
put forward which would incur expenditure.   The expansion of
basic professional training courses was stalled for many

years because of this. Similarly, the second stage of the training needs survey has not proceeded because of lack of financial commitment. The first stage of this research does not really provide the information the Council needed "to provide a full means of assessing the training needs of both Government and non-Government agencies". Consequently, the Council has not developed an effective, formal means of assessing training needs on an ongoing basis. It has had to operate on the basis of statistics regarding staff turnover in Government agencies and the numbers of unqualified social workers in posts.

2.2 If the Council's effectiveness were to be measured by the increase in levels of basic education and training in the Social Work Services, then it has not been very effective. The Council concentrated most of its early effort on expanding pre-entry basic professional training opportunities. This was understandable as at the time the Council was formed there was only one such course in the country. The question of the in post training need began to dominate by 1982 but to my knowledge the Council has not been able to produce firm proposals on this question. The question is an extremely difficult one, because with the "Sinking Lid" policy and general Government restraints on spending all social work staff are under constant pressure of work. How any significant number of these can be freed for training, even on a part-time basis, has been a major problem.

2.3 With regard to education and training, other than the basic professional level, the Council has appropriately taken a low key approach. This area has been characterised by the wealth of initiatives taken by various educational institutions. A great variety of courses has become available. Any attempt to formally co-ordinate or control developments would, I believe, have been wrong. The Council, through its publications, has heightened awareness of the range of opportunities available.

3. Appropriateness of the Council's Constitution,
   Terms of Reference, Membership and Method of Operation

3.1 To respond to this it is necessary to be clear about
what projected needs may be. In my view the highest
priority is to ensure that more social workers are exposed
to an appropriate basic education and training experience.
To be appropriate for New Zealand, education and training
must be encouraged (through minimum standards and
accreditation) to more accurately reflect the pluralistic
nature of New Zealand society. Greater emphasis needs to be
placed on developing a commitment to real pluralism, and an
awareness of, and sensitivity to, cultural diversity.

3.2 Second, more pressure needs to be brought to bear upon
existing social workers who are mostly Pakeha, to undertake
the basic education and training experience. Until this
pressure is brought to bear they will continue to sit
comfortably in their positions, contributing to the
institutional discrimination that characterises social work
services currently. The cultural aspect is only one of the
potential values of the training experience.

3.3 The Council should now be constituted as an independent
statutory body by Act of Parliament. This is required in
order that it gains the necessary teeth to bring pressure to
bear on existing employers of social workers over training
issues.

3.4 Up until now the Council has avoided getting involved
in the question of registration or licensing of social
workers for practice. However, the CQSW which it does issue
is increasingly being used in the market place as a
benchmark for the equivalent of registration. Several
Hospital Boards use the CQSW as a pre-requisite for
employment. In view of this the Council cannot remain aloof
and if a statutory body were formed then the functions of a
registration-type of process could be added to its Terms of
Reference. This would bring quite a new dimension to the
Training Council, but I believe it is a complementary one.

3.5 The membership of the Council has always been of concern to me. The Council has been dominated in the past by bureaucrats and representatives of other professions such as the medical profession. This makes it difficult for social workers to encourage changes in training which they know are required because of their contact with consumers and general experience on the job. Some have argued that the Council should be made up by some form of consumer or community representation. This raises the difficult question of how to introduce a system that ensures true representation of the community in all its diversities. I consider that the Council should be made up primarily of consumers of social work training, viz. social workers. This would involve ensuring that only those involved in the social work profession itself were eligible to be members of the Council. A combination of administrators, educators and practitioners would be the most appropriate, rather like the way that the Accreditation Advisory Panel is constituted. The various aspects of social work practice could then be covered more fully.

APPENDIX X

Social Work Unit

22 July 1985

Dear

I am undertaking a Masters of Social Work this year at
Massey University. In one of my papers I am looking at the
work of the Social Work Training Council from an historical
perspective. This study is completely independent from the
present Ministerial Review. The Council has kindly given me
permission to look back over its Minutes. These Minutes
have provided me with some very helpful information but in
addition I would appreciate being able to talk with some
people who have been members on the Council over the years.
The idea I have in mind is that you could highlight the
important work carried out by the Council during your time
on it.

I hope to be in Wellington in the week of 5 August 1985 and
I wonder if you would be able to spare some time to talk
with me.

I will phone you soon to confirm a date.

Yours sincerely,

Jane Brook
Tutor
Social Work Unit

APPENDIX XI   N.Z.A.S.W. President's Annual Report
               for Year ending 30 June, 1979

By Mary Gray, President of New Zealand Association of
Social Workers (Inc.), President's Annual Report, year
ending 30 June, 1979

One of the most critical trends during the past year has
been the continual attacks on, and constant undermining of
the Welfare State. Cuts in social services have been made
in widely varying areas ranging from the "Sinking Lid"
policy over all Government Departments including Social
Welfare, Justice and Maori Affairs to one percent cuts in
Hospital Board budgets and the removal of mortgage priority
for families with children. The "full employment" concept
is fast disappearing from our shores and the taxing of the
unemployment benefit is a further punitive measure. At the
same time the National Superannuation Scheme which accounts
for over sixty-five percent of benefit payouts has suffered
only a five percent reduction.

The reduction of subsidies on milk, bread and butter,
the staggering increase in electricity charges, postal and
transportation charges and the removal of price controls,
all hit those on low and fixed incomes hardest and increased
the gap between the "haves" and "have nots".

The Welfare State in New Zealand is at a critical stage.
It is under heavy challenge from many sectors who are
discontented with the heavy tax burden. People are closing
into self-interest lobbies intent on protecting their own
interests at the expense of those least able to fight in the
political arena - observe remits at the last National Party
Conference. The establishment through such documents as the
New Zealand Planning Councils "Welfare State?" Report is
pointing the way to a run down of the Public Health System
in favour of private health insurance schemes and their
related injustices and expense. It supports the
institutionalising of inequalities through acceptance of
National Superannuation and on the other hand calls for the

taxing of all income-tested benefits. Its suggestions in the area of law and order are superficial, not looking at who the Justice System is dealing with and never even mentioning minorities groups in this context.

This document needs critical and widespread debate and I urge all branches to set up programmes to do this. More than ever there is a need for us as social workers to build up a strong organisation so that we can work more effectively to develop a more caring and just society in New Zealand.

APPENDIX XII   Social Work Training and
               Education in New Zealand

SOCIAL WORK TRAINING AND EDUCATION IN NEW ZEALAND

1949-50 Diploma of Social Sciences
              - Victoria University

1963   State Services Commission Tiromoana

1971   MA (applied) Victoria University

1973 S.W.T.C.

1975 MA - Auckland University BSW - Massey University MA Dip. - Canterbury University (until 1986)	"Y - Community Workers Workers Course (until 1979)
Diploma Canterbury	Certificate Course University of Otago
1982 Diploma in Applied Social Studies, Auckland Teachers' College	Technical, 1st Polytechnic and 1974 Community College Wellington offering in-service training
1986 Diploma Social Science Massey University	

APPENDIX XIII <u>N.Z.A.S.W. Conference, Auckland, 22-26 August</u>
<u>Tuesday 24th August: 9 a.m. - 1 p.m.</u>

<u>Social Work and Social Justice in Action</u>

<u>Session objectives</u>:

1. Overview of 'Social Justice' from alternative
    philosophical positions.

2. Locate examination of social justice within the
    historical and cultural context of New Zealand society
    of the 1980's.

3. Link fields and modes of social work practice to
    alternative concepts of social justice and to different
    levels of intervention (i.e. individual, group, social
    structural change).

4. Involve all conference participants in dialogue and
    action.

To achieve the above objectives suggests that there
should be some direct input from outside speakers, coupled
with the use of small groups to ensure full conference
participation. If we use the action/reflection approach
within the context of small groups, then case study material
should be prepared on two levels - firstly by coordinators
selected to lead the action/reflection groups and secondly
by ALL group participants. In the preparation of material
the following elements would seem to be significant:

<u>Themes</u>: Class, Race, Sex.

<u>Dimensions of intervention and change</u>:

Individual	Group	Social structure

Social change continuum
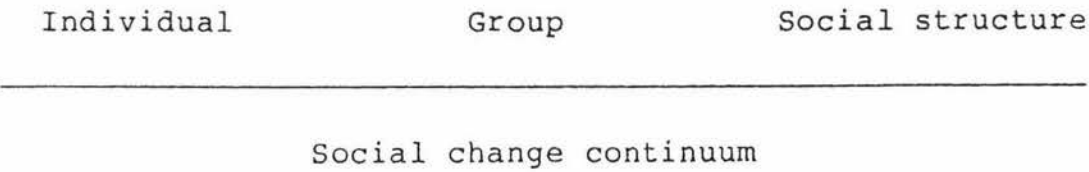
New Zealand population:

Children	Families (solo,
Youth	nuclear, extended)
Women/men	Elderly

Arenas of social work practice:

Health/illth	Housing/homelessness
Justice/injustice	Work/unemployment
Welfare/illfare	Poverty/inequality

To operationalise these elements we could focus
action/reflection groups on the areas defined as 'New
Zealand population' and 'Arenas of social work practice'
with each group responsible for ensuring that the themes and
levels of intervention are components of their discussion
and any subsequent action. Thus the action-reflection
groups and suggested coordinators might be as follows:

Groups	Coordinators
Children	Rajen Prasad - Sue Kemp
Youth	Geoff Woolford - Terry Kilmister - Dave Cooney
Women/men	Trish Hall - Kate Campbell - Ann McIntyre
Families	Jennie Pilalis - Jacky Lloyd
Elderly	Mike O'Brien - Dick Cuthbert
Health/illth	Judy McKenzie - Paul Worman
Justice/injustice	Murray Short - Neil Smith
Ability/disability	Eve Hessey - Russell Jaffe

Housing/
  homelessness
	Owen O'Connor - Wendy Craig
	      - Margaret Gruys

Work/unemployment	Anne Thompson - Ron Mitchenson
Poverty/inequality	Stephen Uttley - Rodney Routledge

The coordinators would be responsible for;

a) preparing a case study relating to their particular
    field of responsibility. This case study should be
    short, succinct and clearly written - it should

emphasise elements of justice and injustice and link
individual examples to the wider social and political
context of New Zealand society of the 1980's. While
some coordinators may wish to use empirical data, the
main thrust should centre on case study material so that
participants can identify with the group both in action
and reflection.

b)   material should be sent to;   Ian Shirley, Massey
                                   University by July 31st,
                                   1982

c)   coordinators would then be responsible for convening
     a group during Conference session.

The Conference programme and time frame could be as follows:

9 a.m.-10.20   Two speakers
               1. The first presenting a paper on
               alternative   concepts of Social justice
               (Professor Ivan (Snook).
               2. The second presenting a case study of
               social justice/injustice in action (Betty
               Williams).

10.20-10.40   Morning Break.

10.40-12.00   Groups focussing on case studies under
               leadership of coordinators.

12.00-1 p.m.   Concluding Session.

               Main Themes - links with Social Justice (Ian
               Shirley).

If case studies are sent in on time it should be
possible to circulate to all conference participants at
registration. It is also suggested that conference
delegates be required to bring a case study which could be
handed in during the group discussions. This would ensure a
commitment from all delegates. In the use of case study
material all participants should be reminded of their
ethical responsibilities in respect of confidentiality.

Appendix XIV   Stage Models of Organisational Development
               - A Summary

3 Stages

1)   Design
2)   Implementation
3)   Stabilisation

Comparison of Stages of Development

Stages of Programme Development (1)	Hage & Aiken (2)	Perlimutter (3)	Katz & Kahn
Design	Evaluation Initiation	Self-interest	Primitive System
Implementation	Implement-ation	Professionalism	Stable Organisation
Stabilisation	Routin-isation	Social Interest	Elevation of Structure

The above four authors talk of Stage models. These
corresponding stages have similar characteristics but are given
various titles; (going across the table horizontally), e.g. the
Design Stage is very similar to the Primitive System which Katz
and Kahn discuss.

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