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THE POTENTIAL USE OF SOCIAL WELFARE
ASSISTANT GRADUATES FROM
ONTARIO'S
COMMUNITY COLLEGES

by

Jane Irving

WATERLOO LUTHERAN UNIVERSITY

W a t e r l o o

1968

2987

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I

INTRODUCTION

The purpose of this project is to design an exploratory study to examine how the graduates of the two-year social welfare assistants courses from Ontario's Community Colleges might be employed in the Children's Aid Societies of Ontario. Such a study will be only a prelude to many other investigations but may provide some immediately useful answers and raise many questions that will form the basis for future research on this topic.

In Canada there has been a manpower shortage in the field of social welfare for many years. However, in the past decade the subject has been the focus of many meetings, seminars and research projects.¹ Despite much discussion and thought, the situation continues to remain acute. "What brings it in to particularly sharp focus at present is the very great volume of recent and current legislation requiring trained personnel for its implementation."²

¹See for example, Association of Universities and Colleges of Canada, Manpower Needs in the Field of Social Welfare (Papers Presented at a Conference on Manpower Needs and Education in the Field of Social Welfare, 1966), Ottawa, 1967, and Canadian Welfare Council, Use of Personnel in Social Welfare (Progress Report on a Pilot Research Project of the Commission on Education and Personnel, Canadian Welfare Council, Ottawa, July, 1963.

²The Committee of Presidents of Ontario Universities, Sixties to the Seventies: An Appraisal of Higher Education in Ontario (Toronto: Univ. of Toronto Press, 1966), p. 88.

In Ontario, the manpower crisis has received considerable attention since 1961 with the establishment of the Advisory Council on Public Welfare Training. Three tasks were set for this Council:

- (1) To consider ways and means of continuing the recruitment of suitable persons for training and placement in the public welfare services throughout Ontario;
- (2) To consider and recommend measures in the advanced training of personnel for service in the public welfare field in Ontario, and
- (3) To consider and recommend measures that may encourage and contribute to the further development of the present programs and facilities for the education and training of social workers with specific reference to the public services in Ontario.³

The impact of this Council has been important in promoting the investigation of manpower needs and examining the existing training facilities for social work education in Ontario. Of major significance also has been the Council's close liaison with the Ontario Department of Education that resulted in the introduction of the Province's first welfare services course at the Ryerson Polytechnical Institute (Toronto) in September 1964.

The crucial urgency of providing greatly enlarged manpower resources for the expanding welfare services in the Province was recognized with the passage of the Department of Education Amendment Act in 1965 which gave authority for the establishment of Community Colleges in Ontario to "offer programmes of instruction in one or more

³Report prepared by H.A. Willems, Director of Training, Ont. Dept. Social and Family Services, for the Minister's Advisory Council on Public Welfare Training, June 15, 1967, p. 1. (mimeo).

fields of vocational, technological, general and recreational education"⁴ Among the courses offered is a two-year social welfare assistants program.⁵

The aim of technical training in social welfare appears to be the provision of basic knowledge and understanding of the social services, human behaviour, and the skills of social work -- interviewing, recording and reporting, and group leadership and discussion. With this knowledge, acquired in the classroom and through field observation, it is expected that the social welfare assistant can effectively utilize his skills and techniques in situations that are frequently recurring. The situations will relate "more to program implementation than to counselling, more to the provision of services than to therapy in the area of interpersonal competence."⁶

Today, eight of the nineteen Community Colleges in Ontario offer the social welfare assistants course, and six others anticipate the

⁴Statutes of Ontario, The Department of Education Amendment Act, Chap. 28, 1965.

⁵In this study the term social welfare assistant is used to describe the two-year graduate from the social welfare assistants courses at the Community Colleges. Other descriptive titles for this category of worker are social welfare technician, social service assistant, social services technician, and social technician.

⁶McLellan, Gordon, "Social Services Courses and the Community Colleges," prepared for H.A. Willems, Director, Training and Staff Development, Ont. Dept. Social and Family Services, October 27, 1967 (unpublished).

development of such a course within the next two years.⁷ And it has been suggested that by 1970 approximately 300 graduates of the social welfare assistants course will be on the labour market.⁸ Hence, the potential resource base for staffing both the public and private welfare services will be greatly enhanced. That this is a significant contribution to the manpower resource pool is indicated by a study by a study conducted in 1967 which showed that, although the fifty-three Children's Aid Societies employed 1,156 social service staff,⁹ there still existed 320 social service vacancies and this number was likely to increase.

To date, agencies have been staffed by professionally trained graduates from Schools of Social Work or by personnel with a BA degree or equivalent. The introduction of technically trained workers into the field poses some important questions for the employing agencies. The specific questions to be asked in this study are:

⁷Information furnished in an interview with Miss Alison Murray, Graduate Student, Graduate School of Social Work, Waterloo Lutheran University, March 28, 1968.

⁸This estimate was furnished by Mrs. Helen Roth, Co-ordinator, Social Services Assistants Course, Conestoga College, Kitchener, Ontario, January 31, 1968.

⁹Sub-Committee on Manpower Needs (D.L. Harris, Chairman), A Report on Social Service Manpower Needs (A Report given at the Continuing Conference on Education and Training for the Social Services in Ontario), ca. 1967, 11 pp.

(1) Are the Children's Aid Societies prepared to examine their manpower needs and job organization to assess the role that the technically trained workers can fulfill in their agencies?

(2) What are the jobs that the agency directors think the Community College graduates might do in the Children's Aid Societies?

II

LITERATURE REVIEW

Since World War II, and particularly during the past decade, the volume of research and published material on the topic of manpower needs in the social work profession has increased many fold. The literature covers a wide range of problems. One of the most persistent problems being the shortage of professionally trained personnel, the ways and means of utilizing most effectively the available personnel, the methods of recruitment, and the increasingly important role of the nonprofessional worker, that is, the university graduate without social work training, the technically trained worker, and the worker who has received in-service training.

This brief literature review is restricted in scope to an examination of some of the more pertinent literature on the differential use of social work personnel with particular reference to the technical worker.

American Studies

The bulk of the literature and research reports derive from experience in the United States. Here however, the emphasis appears to be on the differential use of two categories of workers -- the professional (that is, the MSW) and the nonprofessional (that is, the

university graduate without social work training).¹

A thorough review on the status of research on the use of professional and nonprofessional personnel in the United States is furnished by Barker and Briggs.² In their overview they treat the literature in four categories: (1) extent, cause and effect of the manpower shortage, (2) proposed solutions to alleviate the problem, (3) proposals for differential deployment, and (4) conceptual framework procedures. One of the significant conclusions to emerge from this study is the emphasis on the need to utilize the available personnel of all types more effectively.

The corollary of more effective utilization is the issue of job differentiation.³ A study by Heyman illustrates the concept of recognizing and utilizing capability levels in job performance (tasks)

¹Some American authors also use the term "case aide" synonymously with nonprofessional. Another term, "the indigenious professional," refers to the individual who is a public assistance client, or a local resident, employed by a welfare organization to work in his own neighbourhood.

²Barker, Robert L., and Briggs, Thomas, L., Trends in Utilization of Social Work Personnel: An Evaluative Research of the Literature (Report Number Two, Utilization of Social Work Personnel in Mental Hospitals Project, June 1966), 57 pp.

³See also Baker, M.R., "Approaches to Differential Use of Staff," Social Casework, Vol. 47(4), 1966, pp. 228-233; Epstein, L., "Differential Use of Staff: A Method to Expand Social Services," Social Work, Vol. 12(4), 1962, pp. 66-72; Heyman, Margaret, "A Study of Effective Use of Social Workers in a Hospital: Selected Findings and Conclusions," Social Service Review, Vol. 35(4), 1961, pp. 414-428; and Jones, B.L., "Nonprofessional Workers in Professional Foster Family Agencies," Child Welfare, Vol. 45(6), 1966, pp. 313-325.

that are related to the degree of training.⁴ Heyman recognized three social work levels -- the senior caseworker, the caseworker, and the case aide. Each of these levels is differentiated on the basis of training and experience. The senior caseworker possesses the MSW degree and a certain body of experience, the caseworker has the same level of training but possesses little or no experience, and the case aide possesses a BA degree. There appears to be no American equivalent of the social welfare assistant as interpreted in this study. In assigning job responsibilities, the criteria, according to Heyman, should be based on "matching of the elements of the individual case with the lowest degree of staff still necessary for responsible service."⁵

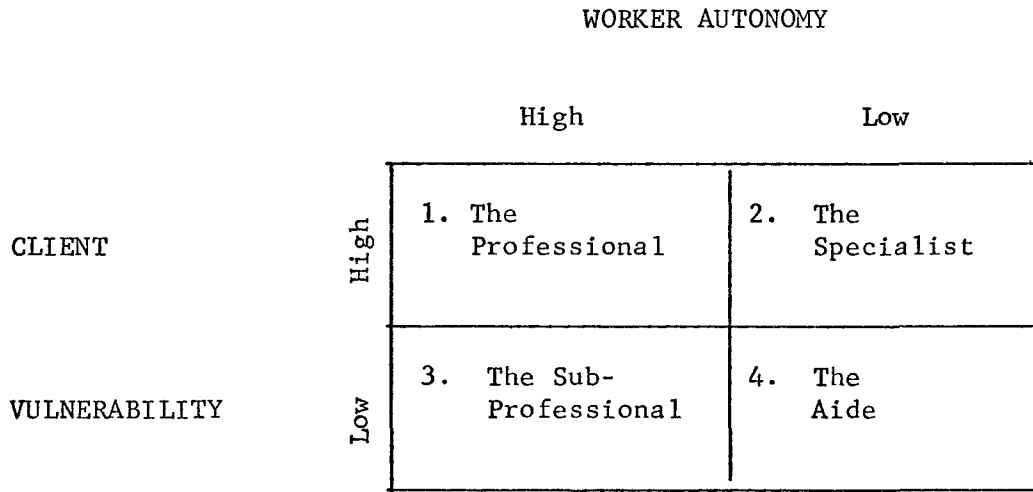
Barker and Briggs have criticized the use of task as a criterion for job assignment.⁶ They correctly point out that the tasks of individual agencies vary, that tasks do not remain static, nor do they occur in isolated and discrete pieces. Extremely complex and very simple tasks can occur together. In addition, they also emphasize that the definition of specific tasks can lead to the reinforcement of bureaucratic rigidity.

⁴Heyman, p. 414.

⁵Ibid., p. 415.

⁶Barker and Briggs, p. 41.

One of the most widely cited conceptual frameworks for the use of personnel is that devised by Richan who recognizes four levels of personnel competence -- the professional, the specialist, the sub-professional, and the aide.⁷ In his view, job responsibility is related to two broad factors, client vulnerability and worker autonomy as illustrated in the following diagram.



In Richan's terms client vulnerability "refers to the susceptibility of people we serve to damage or exploitation stemming from incompetent or unethical behavior by agency personnel."⁸ Worker autonomy is related to the "relative appropriateness of organizational as opposed to professional controls."⁹ That is, as organizational controls are

⁷Richan, Willard C., "A Theoretical Scheme for Determining Roles of Professional and Nonprofessional Personnel," Social Work, Vol. 11(4), 1961, pp. 22-28.

⁸Ibid., p. 24.

⁹Ibid.

inadequate the worker must rely on his own professional knowledge and judgement. In this scheme the specialist appears to be closely related to the technical welfare assistant as defined for this study.

"This worker (the specialist) does tasks which can be routinized and controlled externally without detracting from the service to the client, but may work with highly vulnerable clientele. His education is technical and geared to the specific skills and knowledge he will need. It could be appropriately given in agency-operated schools or community college settings. This position would provide a career in itself and would not be seen primarily as a stepping stone to full professional status."¹⁰

Barker and Briggs criticize Richan's approach on the basis of using client vulnerability as the criterion because he uses the case as the unit of differentiation.¹¹ The worker autonomy criterion is also criticized because its use implies a certain rigidity inasmuch as criterion situations will arise that are not clearly stated in agency manuals.

Great Britain and Canada

The most important British study related to manpower needs is the report prepared in 1959 by Eileen Younghusband.¹² This report, known as the Younghusband Report, emphasized the immediate need to provide trained staff for local welfare offices and to this end

¹⁰ Ibid., p. 27.

¹¹ Barker and Briggs, pp. 39-40.

¹² Great Britain, Ministry of Health, Report of the Working Party on Social Workers in the Local Authority Health and Welfare Services (London: Her Majesty's Stationary Office, 1959).

recommended the establishment of training programs outside the universities. Of particular significance is the recognition of three levels of social work training as follows. The first level worker receives in-service training in the welfare office he or she is employed in; the second level worker receives a Certificate in Social Welfare after a two-year training program. It was felt that through the second training level a steady flow of qualified people would be attracted to the welfare service field. The third level of worker is the university trained professional. Since this report was published many of the recommendations have been implemented, and the success of the two-year training program has exceeded all expectations.¹³ There are now twenty-one special two-year courses which will produce 450 graduates per year by 1969.¹⁴ The graduates "have proved able to do a reasonable professional job, to recognize where greater experience or more specialized skill is required and to accept, or more accurately, welcome, some continued consultation."¹⁵

In Canada there has been increasing concern about the shortage of social welfare personnel. As far back as 1951, "A Survey of Welfare

¹³Aves, Geraldine, H., "United Kingdom Experience in the Expansion of Social Work Education," in Manpower Needs in the Field of Social Welfare, p. 68.

¹⁴Morgan, John S., "Welfare Manpower and the Universities," in Manpower Needs in the Field of Social Welfare, p. 2.

¹⁵Aves, p. 71.

Positions" was undertaken by the Research and Statistics Division of the Department of National Health and Welfare. This study attempted to assess the demand for graduate social workers, but it also felt that the findings would be of value to the profession of social work "in their immediate concern with the development of social work education."¹⁶ Until the late 1950's the emphasis on providing personnel for the welfare field was on increasing the number of graduate professionals, that is the MSW. However, by the early 1960's it was recognized that this was unrealistic and attention was directed to the provision of non-graduate training facilities.

In 1964, the Canadian Association of Social Workers recognized that large numbers of welfare workers would continue to be needed to staff the social services.¹⁷ The Association viewed the function of the welfare worker as "rendering welfare services to people on the basis of defined criteria of service established in the program in which he is employed."¹⁸ It was recommended, (1) that welfare workers be given the opportunity of a minimum training period of twelve months, part of which would be in the classroom and part in field instruction, (2) the control of the program should be vested in a competent authority, and (3) a Canada-wide uniform examination be established to accredit

¹⁶Watson, Ed. F., "The Background of the Project," Use of Personnel in Social Welfare, Progress Report on a Pilot Research Project of the Commission on Education and Personnel, Canadian Welfare Council, Ottawa, July, 1963.

¹⁷Canadian Association of Social Workers, "The Canadian Association of Social Workers and the Welfare Worker," CASW Acts, adopted June 1, 1964.

¹⁸Ibid., p. 2.

the workers. This statement provides the first official recognition for technical-type training in the social services in Canada.

In 1966, an Ottawa conference was convened by the Association of Universities and Colleges in Canada to examine manpower needs in the field of social welfare and their implications for the universities. The chief focus was on the development of training programs for social workers in the universities at the undergraduate level. However, one of the participants, F.R. MacKinnon, strongly urged an examination of the place and role of technical education in the "total mosaic" of social welfare training.¹⁹ Furthermore, it was recommended that "we should step up technical education programmes at the high school level just as rapidly as we can. . . . they offer an immediate and helpful solution for large segments of the social welfare manpower shortages."²⁰ MacKinnon concluded that technical education needs to be integrated into a continuum for an overall plan for social work education.

Today, there is no doubt that the concept of the role of the technically trained individual is receiving acceptance. On the other hand, firm ideas on their training, and how their abilities can be most effectively employed are just emerging. A study being conducted

¹⁹MacKinnon, F.R., "Types and Levels of Service in the Social Welfare Field and Related Educational Requirements," in Manpower Needs in the Field of Social Welfare, p. 39.

²⁰Ibid., p. 45.

by the Children's Aid Society of Vancouver has, as one of its goals, the task of analyzing the functions of a caseworker, and to rank the tasks of a caseworker that require professional judgement and autonomy.²¹ These rankings will determine which duties may be assigned to welfare aides (welfare assistants?). The next step beyond the definition of differential roles will be to examine the effects of the assignment of different tasks to welfare aides.

The Canadian Association for Education in the Social Services is undertaking a special study on undergraduate education which will deal with employment goals for graduates from Schools of Social Work, from the undergraduate programs, and the technical programs. Another study, still in the formulation stage, will focus on the utilization of graduates from technical schools.²²

Papove reiterates the fundamental need for job definition before any effective utilization of social welfare personnel is realized, that is for the MSW, the BSW and the technician.²³

²¹The program is described briefly in Canadian Welfare, Vol. 43(5), 1967, p. 47.

²²Correspondence with Miss Florence Philpott, Executive Director, Canadian Association of Social Workers, March 16, 1968.

²³Papove, N.N., "Social Welfare Manpower: Significant Developments and Current Issues," Public Welfare, Vol. 14 (2), 1968, pp. 7-15.

With the emergence of the Community College programs in Ontario, the identification of tasks has become even more urgent with graduates soon to be on the labour market. The most significant step in this direction is a report prepared by Willems on the differential use of staff.²⁴ In this report specific tasks are defined for three levels: social worker(MSW), social service worker(BSW), and social technician (Community College graduate). A chart proposing the minimum expectations of each level of staff is included to describe the qualities and abilities necessary for the personnel described (see Appendix).

The Willems Report provided a conceptual basis for discussion at the October 1967 meeting of the Continuing Conference on Education and Training for Social Workers in Ontario. This conference concluded that:

"There are various levels of staff competence. . . . it is up to the agencies and the profession to spell these out more clearly. . . . In addition, various employing agencies should be asked to look at the document and on the basis of this, see if they could differentiate levels of the staff appropriate to their operation."²⁵

In summary, criteria are gradually emerging to differentiate the utilization of personnel in the welfare field. The task is the basic unit of job differentiation, a measure that has been criticized

²⁴Willems, H.A., "Differential Use of Staff," A Report approved by Ontario Advisory Council on Public Welfare Training, October, 1967 (in Advisory Council's files).

²⁵Minutes of the Continuing Conference on Education and Training for the Social Services in Ontario, October 16, 1967, p. 6.

by Barker and Briggs. On the other hand this need not be a fundamental weakness providing that agencies and policy makers maintain a flexible approach in assessing the best use of social welfare personnel in a critically short manpower field.

III

RESEARCH METHOD AND DESIGN

In this section a research design is proposed to examine how the social welfare assistant might be employed in the fifty-three Children's Aid Societies in Ontario.

Method

Personal interviews will be conducted with the directors of the fifty-three Children's Aid Societies in Ontario. The decision to confine interviewing to the directors is based on the following factors: (1) The director is expected to be aware of the immediate manpower needs in his agency and is responsible for hiring personnel. (2) The directors are more likely to be aware of and to have had some prior contact with the Community College programs. The personal interview method has been chosen to assure the fullest possible coverage, and to encourage free and thoughtful discussion which would not be possible using a written questionnaire.

An interview schedule will be used to insure that all directors are asked the same questions. In this way the range of responses from all Societies in Ontario can be tabulated and compared. In addition, each interviewee will be encouraged to contribute his own suggestions and comments.

The proposed interview schedule is divided into two parts. Part I is designed to collect basic information about the agencies present and future position in relation to the use and employment of social welfare assistants. Part II is designed to secure data from the directors about their attitude to the assumed competence of the two-year Community College graduates.

Procedure

Prior to field interview, the following procedures are recommended:

(1) Send an introductory letter to each of the fifty-three Children's Aid Society directors explaining (a) the purpose of the study, (b) requesting their cooperation, and (c) suggesting an interview date.

(2) One week before the interview confirm the appointment and send a two page, or less, outline of (a) the curriculum content of the social welfare assistant's training program, and (b) a summary of "the minimum levels of expectation chart" designed by H.A. Willems (see Appendix) to provide a basis for discussion and interview. This procedure is important to insure that each director is furnished with a minimum amount of knowledge on the background and potential of the social welfare assistant.

(3) Pre-test the interview schedule to ascertain the completeness and kind of information being sought.

The Field Interview

The following statement is suggested as a guide to the interviewer's preamble to the interview.

In 1965, the Ontario Department of Education established nineteen Community Colleges in the Province, and eight of these are now offering a two-year diploma course to train social welfare assistants (also referred to as social service assistants, case aides, and social welfare technicians). Centennial College in Scarborough will graduate their first class in 1968, and other Colleges will have graduates in the spring of 1969.

My interest is how and where these graduates will be used in the field, both now and in the future. And, secondly, how is the training of social welfare assistants going to help to alleviate the shortage of manpower in the social welfare field.

The Child Welfare Act regulations, Section 10 (I)1, classifies a social work assistant as a "person who has successfully completed Grade 13 in Ontario or its equivalent as determined by the Minister." In Section 10(I) 2 of the Act a Social Worker is defined as "a person who. . . . holds a certificate in welfare from an institution of post-high school education in Canada at least equivalent to the course at Ryerson Polytechnical Institute leading to a certificate in Welfare." It would appear that the two-year Community College graduate could conceivably be classified in these categories.

With the introduction of new levels of training into the welfare field, the suggestion has been made that there is a need for detailed job descriptions for the different levels of employees.

(6) Do you anticipate examining job levels in your agency in view of the social welfare assistant graduates soon to be available for employment?

(7) What are the particular manpower needs in your agency? Now? 3 yrs.? 5 yrs.?

<u>MSW</u>	<u>BSW or BA</u>	<u>Social Welfare Assistants</u>
Now	Now	Now
3 years	3 years	3 years
5 years	5 years	5 years

Interview Schedule -- Part II

The suggestion has been made that the social welfare assistant graduates will be equipped by their training to perform many useful tasks in social welfare agencies. Knowing the proposed course content and the minimum specification list sent to you in advance, do you think that the social welfare assistant could fulfill some or all of the following functions in your agency?

I Field Worker

In areas involving relationships with clients and community, could the social welfare assistant:

(a) provide services to infants such as transportation to and from doctors, clinics, etc.

(b) provide services to children two years old and up of a routine and repetitive nature such as, transportation to doctors, camp, etc.

(c) work with experienced and competent foster parents who are caring for children with minimal problems.

(d) work with protection families with minimal problems but who require a repetitive, supportive relationship over a long period of time.

(e) work with group foster homes, e.g., in recreation programs, special events in group homes; give foster parents the day off; liaison with agency on general problems.

(f) visit children or parents in institutions or hospitals to maintain contact with the local community.

(g) inform and teach re budgeting, community resources, income maintenance programs, etc.

II Administrative Role

(a) gather information for the completion of documents such as camp forms, medical information, mother's allowance, legal aid.

(b) keep face sheets current and enter factual data on files.

(c) maintain appointment schedules .

III Research Roles

(a) gather data for use in agency reports, surveys, and plans.

(b) review government data and data from private sources.

(c) coding and preliminary processing of special study questionnaires and schedules used in the agency.

(d) library coordinator.

IV Additional Suggestions from the Agency

Analysis of Data

The analysis of data can be handled in a variety of ways depending upon the goals of the study, the amount and accuracy of the data collected, the personnel conducting the study, budgetary and time limitations. The recommendations and observations on data analysis for this study are subject to personal limitations in the use of quantitative statistical techniques. I would expect however, that the director of this study would have competency in the use of these techniques and would utilize them where he felt such treatment was necessary. It is also recognized that, if these techniques of analysis are to be employed, the structure of the interview questions, but not the intent of the questions, may have to be altered to suit the more sophisticated data and analysis processing equipment.

Analysis of Data in Part I

The data in Part I are primarily related to the present or future use of the social welfare assistant, agency manpower needs, and the integration of personnel into the structure of individual agency organization.

The responses to these questions are straight forward and can be tabulated in chart form to furnish immediately useful information. Other correlative and possibly significant characteristics may be added by the project director, or on request from one of the organizations that anticipate utilizing the results of this study. For example, characteristics such as the size of population that an agency serves, the size of the agency, the rural-urban population structure, income

and ethnic structure, and location of the agency may have some relevance.

Analysis of Data in Part II

In Part II the aim is to evaluate the kinds of tasks that the social welfare assistant might perform in a Children's Aid Society. The nature of the questions is such that a straight forward "yes" or "no" response is not always possible, thus it is felt that a variety of responses, ranging through the continuum from a positive yes to a no will be received. In view of this I suggest the use of a five point rating scale as follows: unqualified yes (4), qualified yes (3), undecided (2), maybe (1), and no (0). Since there are 14 responses in questions one to three the range in response from an individual agency can vary from 0 to 56.

Question IV in Part II is designed to secure suggestions from agency directors regarding the employment of social welfare assistants. No attempt is made to quantify these responses.

Administrative Organization

I recommend that this study be carried out by the Ontario Department of Education in consultation with the Ontario Association of Professional Social Workers. The Ontario Department of Education is selected because it has the responsibility to be aware of agency needs for whom they are training the personnel. They also have the funds, the office space, the clerical staff and their research wing, the Ontario Institute of Studies in Education, to facilitate research. Ontario Association of Professional Social Workers consultation is recommended because it is the professional body that (a) has a direct influence on the acceptability of the technical trainees in the profession, and (b) it is fully aware of the qualities needed for employees in the social welfare agencies.

Project Director

The recommendation is made that the project director be a social worker with the minimum qualification of MSW; that he or she be skilled in interview techniques; be familiar with quantitative methods of analysis; and have some knowledge and experience in the child welfare field. Such an individual may be loaned to the Department of Education from the Ontario Association of Professional Social Workers, a School of Social Work, or one of the agencies.

Length of Study

From initiation to completion of the final report I envisage a period of eight to ten months. The data are based on personal

interviews with the fifty-three directors of Children's Aid Societies. With the time required for the arrangement of interviews and travelling it is suggested that three interviews per week will be the average. Thus to complete all interviews will require approximately four and one-half months. The project director will require time to become acquainted with the material prior to interviewing and considerable time tabulating information, consulting with various colleagues and interested organizations, and writing the final report.

It is suggested that the study start in September, 1968 to avoid interviewing during the summer period when summer holidays can seriously disrupt the work schedule.

Costs

The estimated costs of the study are as follows:

(1) The salary for the project director is pro-rated on the basis of \$12,000 per year. Hence for the ten month period salary will be \$10,000.

(2) Salary for one clerical staff member is based on the pro-rated salary of \$4,200 per year. Hence for the study period this will be \$3,500.

(3) Travel and living expenses of the project director will amount to about \$20 per day for hotel and food, plus travel expenses either by automobile, train, or plane where applicable. This will vary widely but I suggest approximately \$1,500 as the total cost for these items.

(4) Office space and supplies will be furnished by the Ontario Department of Education at no charge.

(5) If the report is to be reproduced in multiple copies the costs of reproduction should be borne by the Department of Education.

In summary the total cost of the study will be approximately \$15,000.

IV

CONCLUSIONS

From this exploratory study of the use of social welfare assistants in the Children's Aid Societies of Ontario, the following conclusions are expected to emerge.

(1) In general, most directors will agree that the social welfare assistant can perform useful tasks, but that agreement upon individual tasks within and between the categories enumerated (Field Worker, Administration, and Research) will be far from uniform.

(2) It appears that there will be a need to reevaluate job levels within agencies to utilize the social welfare assistant most effectively.

(3) Large agencies will be more likely to accept social welfare assistants because of the large number of workers, the variety of job situations, their ability to define and delegate tasks, and the availability of supervisory personnel. In small agencies the worker is not likely to become specialized owing to the limited number of workers and hence the need to handle problems of differing degrees of complexity.

(4) The study has certain specific limitations. Chief among these is the fact that the social welfare assistant is, as yet, an unknown quantity. The evidence available is indirect and is based

on opinion, not on fact. Only experience will determine whether or not the criteria selected are valid.

A second limitation is the interview schedule which, although it is designed to assure a commonality in response, is subject to the many variables implicit in interview settings such as time, place, individual communication patterns, and interview bias. This is a limitation of any interview schedule, and one must be constantly aware of this problem. A further difficulty will be the correlation of Question IV, Part II which is an "open-ended" question.

Application of Information

The data contained in this report can be of utility to a broad range of organizations. More specifically it should be of utility to the following: Community Colleges, Schools of Social Work, the Continuing Conference on Education and Training for the Social Services in Ontario, the Ontario Association of Professional Social Workers, the Canadian Association of Social Workers, the Child Welfare Branch of the Ontario Department of Social and Family Services, and the directors of the Children's Aid Societies.

The information can be utilized in many different ways by each of these organizations. The Community Colleges, the Schools of Social Work and the Continuing Conference on Education and Training for the Social Services in Ontario can utilize the data in improving and integrating their training programs.

The Canadian Association of Social Workers and the Ontario Association of Professional Social Workers, can utilize the data for

maintaining standards within the field and to assist in consultation with other organizations.

Obviously the report can be used by the Children's Aid Societies in assisting them to determine the best role for the social welfare assistant.

I feel that the information and major conclusions of this study should be presented to national conferences dealing with manpower resources, and should reach publication in appropriate journals such as Canadian Welfare and The Social Worker.

Future Research

From this exploratory study several questions have emerged that should form the basis for future research studies whether they are done under the auspices of the suggested office for this study, or by some other responsible organization.

(1) A follow-up study to assess the attitudes of supervisors and workers towards the employment of social welfare assistants. Since it is these people who will be working with the social work assistant it is these people who will be working with the social work assistant it is imperative that their attitudes be sampled if not completely evaluated.

(2) Further research is required to devise simple yet effective ways of differentiating job levels.

(3) There is a need to design and carry out experimental programs to assess the most effective means of utilizing the social work assistants in agency programs.

(4) In five years, further follow up studies should be conducted to determine how the social welfare assistants are being used.

In summary, this study which has been designed to examine how the social welfare assistants might be used in the Children's Aid Societies of Ontario is only a beginning in expanding our knowledge on this topic. The manpower requirements in the social welfare field are steadily increasing. A new resource for staffing the social services is soon to be available. The responsibility of the profession and the agencies to effectively integrate these people into practice is a vital concern which must be examined in the immediate future.

APPENDIX

MINIMUM EXPECTATIONS OF STAFF

S O C I A L - W O R K E R	Basic understanding and identification with the ethics and values of the social work profession.	The capacity to apply concepts and principles in any setting and in relation to any problem situation appropriate to social work; acceptance of responsibility for his own development as a practitioner.	The ability to obtain and record a psycho-social study of a problem situation, accounting for all relevant and significant factors.	The ability to assess client function in terms of biological, psychological and social factors, and in a past-present-future sequence.	The ability to design and carry out differential treatment in relation to both goals and methods.
S O C - S E R - W O R K E R	Some awareness and acceptance of the value orientation of the social work profession.	Some capacity to think conceptually and beginning ability to apply concepts and principles.	The ability to observe and record relevant factual material about a problem.	The ability to assess client functioning where the stress level is not great and complicating factors are not numerous.	The ability to place and carry out psycho-social treatment goals, where supportive and environmental activity is appropriate.
S O C I A L - T E C H N I C I A N	A positive and accepting attitude to people.	The capacity to apply techniques of human relations appropriately in response to varied problems and human reactions.	The ability to obtain specified information about an identified problem.	The ability to recognize abnormal behaviour and seek supervision.	The ability to use agency procedures promptly and effectively to initiate, continue and terminate appropriate services where the service is mainly environmental.
	ATTITUDE AND VALUES	DISCIPLINE	INFORMATION GATHERING	ASSESSMENT	TREATMENT

AT THE LEVELS PROPOSED

s.	<p>High degree of self-awareness; able to use self differentially in (i) treatment relationships, (ii)relationships with colleagues and collateral (iii)work with related professions.</p>	<p>The capacity to be a creative part of the administrative structure; able to work with staff with different training; able to perform as a consultant to other staff.</p>	<p>The ability to be largely self-directing, and able to recognize his own need for consultation; able to accept responsibility for his own decisions.</p>	<p>The ability to use research findings and to maintain a research point of view in practice.</p>	<p>The creative use of community resources; the acceptance of community leadership as a professional responsibility; understanding of some of the complexities of social change.</p>
1	<p>A beginning awareness and control of his own feelings; ability to be accepting and supportive and at times firm; able to use authority positively.</p>	<p>Some understanding of administration as a process, and the worker's contribution to administration; able to work as a member of a team.</p>	<p>The ability to use regular supervision constructively; able gradually to develop capacity for more independent judgment.</p>	<p>Some understanding of the value of research to social work, and the ability to be a consumer of research relevant to his work assignment.</p>	<p>Knowledge of, and ability to use the social service structure in the community; some awareness of the problems in the field of social policy, and of the social worker role.</p>
	<p>The ability to be accepting and supportive, and at times firm; able to use authority positively; some awareness of the effects of his own behaviour on clients.</p>	<p>The capacity to work as a member of a team, to feel part of the agency and to recognize differential contributions for the client's welfare.</p>	<p>The ability to use regular supervision constructively; able to develop a capacity for decision-making within prescribed limits.</p>	<p>The ability to work as a member of a research team in the collection and recording of data and in other appropriate ways.</p>	<p>Some knowledge of agency structure in the community and the ability to identify appropriate resources for environmental problems.</p>
	<p>USE OF SELF</p>	<p>ADMINISTRATION</p>	<p>SUPERVISION</p>	<p>RESEARCH</p>	<p>COMMUNITY</p>

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