THE STAFF DEVELOPMENT PROGRAM
OF THE SOCIAL WELFARE BRANCH

by

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ABSTRACT

The purpose of this study is to enquire into the policies and methods of staff development followed by the Social Welfare Branch with respect to its Field Service staff. The survey involves understanding its generalized, multi-service program, the philosophy and goals of the social legislation of British Columbia, and the administrative organization which brings these social welfare services to citizens. The concurrent development of professional social work practice, and the planning of staff development opportunities as a means of obtaining qualified personnel are outlined. Related to the Agency's role in continuing the professional growth of staff on the job are standards of practice and the appropriate use of personnel. The implementation of a costly welfare program places responsibility upon the Social Welfare Branch to ensure that these services are administered by qualified personnel. In common with other professions that of social work is continuously using new knowledge to refine practice.

As it is the personnel who give life to a service program research was first directed to the qualifications, professional and otherwise, of staff employed on the survey date, February 1, 1952. Because of the key position of the District Supervisor, a job analysis to show time distribution by type of work performed was completed. While not a true indication of the quality of work, it is suggestive of the availability of District Supervisors to staff. As a supplementary means of gauging the way in which District Supervisors work the survey questionnaire requested information concerning supervisory procedures. Other data concerning staff development methods was obtained from Branch files, and interviews with administrative personnel: Division Heads, Regional Administrators, Field Consultants, District Supervisors, the Training Supervisor, and the Assistant Director of Welfare.

The study showed that it is the objective of the Social Welfare Branch to offer professional services, to employ qualified personnel, and to promote their professional development on the job. The findings confirmed what was already known about the excessive volume of work placed upon the Field Staff which makes it difficult to maintain satisfactory standards of practice. It is apparent the administrative function of the District Supervisor limits unduly the teaching requirements of this position.
In order that a well-planned staff development program be carried out it is recommended administrative responsibility and additional personnel for function be given to the Division of Training, and a budget for this program be allocated. To raise the qualifications of Field Staff to a desirable professional standard the extension of bursaries and educational leaves with pay especially for District Supervisors, would have permanent results. Administrative reorganization to separate out the function of Personnel would facilitate better focus upon the staff development program. Several suggestions concerning the In-Service Training Plan are referred to in the text.
I wish to thank all members of the Social Welfare Branch who gave their wholehearted support in making this study possible. Of the large number of staff who contributed I am particularly indebted to the District Supervisors who faithfully completed the detailed questionnaire to show the kind of work they are doing. From the Field Consultants, Miss A. Mess and Miss M. King, and Mr. J. Sadler, Regional Administrator, I gained understanding of the field operations, and from Miss R. McKay and Miss A. Carroll, an appreciation of the objectives of several specialized programs. Miss M. Moscrop, Training Supervisor was an invaluable resource in obtaining material on the Agency's staff development activities. I am most appreciative of the sponsoring of this study by Miss Amy Leigh, Assistant Director of Welfare. I should also like to mention the encouragement given by Miss M.J. Smith and Mr. W. Dixon, of the School of Social Work, University of British Columbia.
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CHAPTER 1

THE SOCIAL WELFARE FIELD AND PROFESSIONAL SOCIAL WORK PRACTICE

The Growth of Social Welfare

The development of professional social work practice has closely paralleled the unprecedented expansion in the field of social welfare, which to-day has truly become a vast and growing enterprise. As an expression of the democratic ideal of equal opportunity and the good life for every human being, social welfare measures not only assist individuals and families to attain their maximum well-being, but also seek to utilize the state and community resources to create the most favorable environment. Internationally, co-operation to improve the social organizations of individual countries by means of exchange of personnel and ideas, as well as economic aid to "underdeveloped" countries, has extended greatly since the organization of the United Nations in 1945. Although far below what is required to provide for a world-wide minimum standard of health and welfare mutual assistance has been given through such organizations as the United Nations Educational, Scientific and Cultural Organization, the United Nations Children's Emergency Fund, the United Nations Program of Technical Assistance, the International Labour Organization, the World Health Organization and others. Various international conferences are held at regular intervals to share information and establish standards of child welfare, social security, mental health, and many other phases of
social welfare. Perhaps the most significant of these programs is the United Nations sponsored training of social welfare students from many lands in modern concepts and methods. In their native countries these leaders will be testing and adapting what they have learned, and from their experience will, in turn, make their intrinsic contributions.

On the Canadian scene there has been steady progress towards the goal that individuals achieve their maximum potentiality through adequate social welfare provisions. In 1952 total expenditures for health and welfare amounted to one and one-half billion dollars or some eight percent of the national income.¹

With respect to social security legislation, the recent enactment by the Federal government to provide for allowances to the civilian disabled leaves medical care the only major uncovered aspect. The National Health Grants, which commenced in 1948, have been extended and increased, some of these to establish mental health clinics and to train social workers. Notwithstanding the fairly solid nationwide foundation to provide for economic security there remain some serious gaps to be filled before the "social" features are realized.

Because of their constitutional responsibility the

individual provinces still are left to carry out many welfare services, the importance of which cannot be fully measured in terms of dollars and cents costs. These include the major portion of public assistance, which does not generally cover the unemployed, family and child welfare services, most of which originate from voluntary agencies even though they may receive public subsidies, and most of the rehabilitation and correction services, to name the broader categories. Old Age Assistance, Blind Allowances, and the anticipated Disability Allowances are administered by the provinces, which pay for 50 per cent of the basic allowance of $40.00. There is much unevenness across the country with respect to the amounts and adequacy of material aid given, eligibility requirements are complicated by conflicting residence and other regulations, and in some areas, mainly rural, rehabilitative and preventive social services are not available, either through lack of funds, organization or personnel. Similar disparities obtain concerning standards and services in child and family welfare.

It is, however, a far cry from 1930 when there existed only the one national assistance program, Old Age Pensions at seventy, and in some provinces Mothers' Allowances and Workmen's Compensation. While the voluntary agencies were then well established in urban areas, there was no social security program as we know it to-day. In this condition of
unpreparedness local, provincial and federal governments attempted to cope with the depression-created needs of thousands for food, shelter and hope. Growing out of this haphazard and what was to many individuals a damaging experience was the realization that national planning was necessary to meet the normal contingencies of living: protection for the young and the old, unemployment, illness, both physical and mental, and disability. There was also a growing appreciation that income maintenance alone was not sufficient to solve problems of personal and family breakdown, and that auxiliary service programs to assist the emotionally handicapped should be integrated with them. Such national planning, in addition to joint federal-provincial consultation, has been carried on mainly by the Canadian Welfare Council which has given leadership in helping social welfare organizations to improve their services and to adjust their policies and practices to meet the needs. Its continuing activity has been augmented by means of the biennial Canadian Conference on Social Work and several alternating regional and local conferences in which workers in the field and interested citizens participate. Likewise, the Canadian Association of Social Workers has exerted its influence, locally and nationally, in social welfare planning and organization in addition to its primary interest in raising professional standards.
Developments in Professional Training:

To a not inconsiderable degree the growth of social welfare in Canada has been influenced by comparable developments in the United States with which country Canada maintains close cultural ties. So it is with the evolving profession of social work to administer the multitude of welfare services. From the experience in the United States of the Charity Organization movement, settlement workers, and others who helped to improve the lot of the disadvantaged workers and immigrants by social action and individual aid, there was better understanding of the complexity of social and family problems and the need to educate personnel engaged in this field of work. From its beginnings in apprentice-type training on the job, preparation became more formalized in the early part of the century in separate schools, colleges, and later in universities, mainly for casework positions in family and child welfare agencies. By 1919 there were some 17 associated training schools in the United States.\(^1\) Subsequently, the other two sub-groups in the social work field - group work and community organization - developed organized curricula.

Although the origins of social work as a profession came later in Canada, it received stimulation from its American

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counterpart, and in 1914 the first school of social work was established in Toronto. Significant national developments followed: in 1920, when the Canadian Council on Child Welfare (now Canadian Welfare Council) was organized, in 1927 when a small nucleus of social workers formed the Canadian Association of Social Workers, and in 1928 the organization of the present-day Department of National Health and Welfare. Since then the pressing demand for social work personnel commencing with the public assistance programs of the 1930s has matched the steady expansion of social services both public and voluntary.

To-day, some nine major fields are represented: financial aid, family and child welfare, social work with the adult offender, in hospitals and clinics, with the physically handicapped, group work and recreation, community chests and councils and social work teaching. Multiple service agencies, the largest of which are the provincial departments of social welfare, are a fairly common pattern. A national "Survey of Welfare Positions", made in October, 1951, which did not constitute a complete coverage, showed a total of 4,221 such positions, 30 per cent of which were filled by graduates of schools of social work.¹ The Report showed an annual increase of positions during the years 1949-1951 of nine per cent,

¹ Canada, Research Division, Department of National Health and Welfare, Survey of Welfare Positions Report, Ottawa, April, 1954, p. VII.
which together with loss of those leaving the welfare field or resigning to take further training, would mean an annual recruitment of one-fifth of the total welfare establishment. In contrast with this demand the eight Schools of Social Work were providing an estimated 250 graduates annually to fill some 329 to 632 anticipated positions for professionally trained staff. The findings of this Report were roughly duplicated by a comparable survey in the United States.\(^1\)

Although this Report points primarily to the problem of staffing, which may be further aggravated by population increase and shifts as well as international demands, it also poses serious questions concerning standards of training and performance. The majority of the Canadian Schools of Social Work offer a two year post-graduate course, generic in content, which is considered basic preparation for practice. Because of the demonstrated inadequate supply of professionally educated social workers, including those with one year of training, agencies have had no choice but to employ the best suited of those available, with or without professional qualifications, in sufficient numbers to fill all vacancies. In some instances agencies have not been able to obtain personnel with the desired background and essential positions have been left unfilled.

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It can be assumed that standards of agency practice vary greatly. Agencies which employ fully qualified staff and have established other standards conducive to good practice such as limited intake, consultative services, and attractive personnel policies have largely influenced professional training. On the other hand, the public welfare organizations as well as private agencies with delegated public functions, have usually not been able to adhere to acceptable standards as to qualifications or performance. They are obligated to carry out the major welfare provisions as laid down by social legislation on behalf of the general population as effectively as possible. While job classifications are fairly standard procedure, work studies or job analyses and the setting of minimum standards of performance have not been generally carried out. The professional organization, both in Canada and the United States, which perhaps have a greater vested interest, have delineated such standards in a number of specializations and settings.

Responsibility for working out these problems of an expanding role for social work rests equally upon the agencies, more so the public departments, the schools, and the profession. Following the impetus of the Hollis-Taylor report there has been a concerted effort to make critical study and evaluation of the underlying propositions of social work. If social work is to deal effectively with individual and
community problems and attain full professional stature, all those who have a stake in social work are involved in finding answers to the questions now being asked. Is social work a distinct profession, and what is its unique and essential function? Has this altered since its early beginnings, and has specialization meant there is actually more than one profession? How does this affect the educational curriculum? Basic studies which will specify the content of social work positions and define acceptable competency are urgently required so that schools can better equip candidates for these positions. Joint efforts are needed to improve selection and recruitment, and to make the field more attractive to persons of high calibre. As a first step in this direction workshops on education for social work at local, regional and national levels are now taking place throughout the country. One such workshop was held in Vancouver in April, 1954, to study the immediate issues of how to meet the need for more staff, ways of maintaining the schools as centres of learning, and how to protect and improve standards of practice. As a result of this cooperative endeavour, there is confidence that the continuing body will find some solutions.

Staff Development

It is in this context of immediate and long-range objectives that social work agencies are carrying on in their day-to-day work. As one way of obtaining better qualified staff and to place them most advantageously many agencies have given
special attention to the method of staff development. Under optimum conditions a beginning worker, who has completed two years of post-graduate study, requires another two years of "interneship" with selected experience and competent supervision in order to test and integrate theoretical knowledge with practice, and to acquire a professional self-discipline. Because of factors beyond their control few agencies have been able to make this degree of investment in continuing the worker's formal education. Nonetheless, agencies do recognize that if the desired services are to be given all social work staff need to improve their qualifications, regardless of previous experience or study, and they have taken responsibility in varying degrees for their on-going education during their whole period of practice. When basic skills become part of the worker's professional equipment subsequent growth may lead to any one of a number of specialized areas – advanced practice, supervision, administration, research or teaching.

Staff development thus represents the conscious planning by the agency administration to provide for continuing growth of individual staff members in efficient performance on the job. This undertaking, in no way a substitute for the selection of competent workers, assumes that all staff will benefit from planned training opportunities. Such a program should take into consideration the differential educational needs of staff as well as their responsibilities according to job classifications. As an integral part of the agency operation the training process follows the lines of
regular administrative and supervisory responsibility. For this reason it is important that the training supervisor take part in administrative staff meetings so as to be informed on administrative developments in the agency, and to have the administrator's endorsement of and participation in the staff development program.

A staff development program is based upon sound administrative practices. There should be a clear understanding and acceptance of agency philosophy and purpose, and related policies and procedures laid out in a written manual. The kind of program and level of performance expected should be outlined in the description of individual job functions. This also serves the purpose of avoiding any overlapping and unallocated responsibilities. The channels, through which decisions on any major policy changes are to be made, should be clarified. Without such a framework duplication and confusion ensue, and decrease the agency's effectiveness through lowered staff morale.

Planning of the program is dependent upon knowledge of each individual staff member's performance as shown in the written evaluation, and is directed towards improving the worker's practice in relation to the work expected. In a larger agency it is desirable that the responsibility for staff development be a full-time position. Other competent staff members to help in the planning and direction, and to ensure adequate content and method, need to be provided. In this
way staff development becomes a dynamic process which, as it improves the competence of staff, serves to strengthen the administration.

Staff development divides itself into three broad groups of activities: supervision of day-by-day work, in-service training, and other resources. The major responsibility for the professional growth of staff is assumed by the supervisor who is immediately concerned with the worker's daily assignments. The supervisory process is a co-operative undertaking between the supervisor and worker to maintain and develop the agency's standards, and to promote the worker's all-round professional growth. It implies an understanding by the supervisor of the worker's intellectual and emotional readiness to which the teaching content is related. Individual conferences need to be held regularly, with privacy, and without interruption. It involves thoughtful preparation by both supervisor and worker. Each requires a certain measure of competence and discipline if the conference is to be of educational value. Group conferences of workers dealing with similar problems can be utilized for the same purpose.

Staff meetings, which call on the supervisor's leadership in planning and stimulation, are a valuable means of staff development. Use of group process in enabling staff to take responsibility for planning and participation is most productive. Staff meetings should also be held on a regular basis, and content should be planned around daily
practice. Suitable topics may relate to common problems encountered in practice, questions regarding application of agency policy, how to improve recording and other techniques, and introduction of material which will add to the workers' knowledge. Staff meetings provide an important outlet for the worker's expression of feelings about his work and the agency, and as he learns to participate he gains recognition for his contributions. Especially for the new staff member the staff meeting enables identification with the agency. Continuity of program between meetings aids in adequate coverage of certain topics so that some conclusions may be reached. In agencies in which there is an elaborate organizational structure and a variety of services it is advisable to separate out the administrative regulations of a routine nature to avoid the danger they will usurp the educational purpose. These can be better handled in short "briefing" sessions. Participation of administrative personnel in staff meetings from time to time is to be encouraged so they will have first-hand knowledge of the workers' concerns, and utilize their experience in transforming social policy into social services. It is the most effective way in which unity of purpose can be realized.

The periodic evaluation, oral and written, affords a means of measuring staff development. It has value in relation to the quality of working relationships carried on in staff meetings and individual conferences, and is a part
of the supervisory process. The supervisor needs to keep a record of instances of the worker's performance over a period of time, and both supervisor and worker prepare for evaluation by the reading of case records and review of any special assignments. Through analysis of progress following the written evaluation outline and standard of performance the worker makes his own self-evaluation. To the extent that the supervisor has aided the worker in understanding, developing and using his professional self the evaluation conference will be a natural summation, and his anxiety at a minimum. As the written evaluation becomes a part of the worker's personnel file, and provides the administration with information affecting his tenure, placement, and promotion, there will be some emotional investment by him. Following evaluation there should be conscious planning by supervisor and worker to consolidate their new understanding of the worker's individual needs. Supplementing the work of the supervisor there should be available administrative and technical consultants, not necessarily within the agency.

In its broader concept in-service training applies to a variety of functions carried on by the training person which advances the work being carried on in the field. Formal in-service training courses include orientation for new staff members, and special courses, training meetings or institutes directed towards the special needs of a particular group of staff such as those without previous social work experience
or training, beginning or experienced supervisors, and others. The training person also carries responsibility to supervise the preparation of material to be used in staff development, and to recommend methods of using such material. He usually engages in related activities such as committee and staff meeting participation, the planning of some local or regional staff meetings, assisting in the development of standards of performance, recruiting of personnel, assisting in the preparation of the annual report, and other miscellaneous duties.

In practice, the planning and conducting of the orientation period has been one of the main assignments of the training supervisor. The purpose of the orientation period, which need not be all-inclusive, is to give the beginning worker a grasp of the agency's function, its legal basis, and the administrative structure. The content of such a course emphasizes the intent and methods of the one agency, and general knowledge is limited to direct application in everyday operations. Knowledge of the historical background is valuable in conveying perspective and how changes have come about. The orientation period should be utilized to outline the more detailed policies to do with the particular job and the general rules and regulations affecting the employee. Written material illustrative of these aspects and also outlining personnel policies is helpful. The arranging of field trips to agencies and institutions with which the worker should be familiar is another useful means of orientation. While
orientation is usually thought of as a prelude to placement, it may be more advantageous from the standpoint of including the maximum number and offering a more comprehensive content, to schedule this after placement. When a worker has been on the job from three to six months he is better prepared to participate in the sessions and to fill in his gaps in the understanding of the agency's operations and interrelationships. Under either plan some of the responsibility for orientation is taken by the supervisor.

Other means of staff development include attendance at occasional outside lectures, institutes and social work conferences. Regular stimulation of this kind is needed by all staff at least once a year, and is doubly important where the calibre of supervisory staff is uneven and workers have not secured basic training. Educational leave for promising staff members to advance their qualifications is another method of implementing the total program. It is usually the case that without some financial aid from the agency the worker cannot take a full university year. The agency's main consideration in deciding whether it should grant educational leave is how its program can best be served, and secondly, which individual can receive maximum benefit. Selection should be directed not only towards providing professional training for all field staff who can qualify, but also to allow for full graduate training of personnel required for supervisory positions and advanced practice. The credit which may accrue
to a worker through improving his qualifications are the gain in professional status and greater satisfaction in the performance of his work. The agency, on its part, should recognize the worker's increased competence by considering him for promotion and increase in salary in line with its personnel policies. The policy with respect to the financing of educational leave will vary according to the agency's total administrative costs and other staff development costs. It is reasonable for the agency to expect that when it grants leave with pay or a bursary to the worker it should receive the benefit of the worker's services for a stated period upon which there has been prior agreement.

If the agency's staff development program is to achieve worthwhile results and to justify the costs involved, the matter of staff selection requires appraisal. Public welfare agencies which employ staff without previous social work education or experience need to have carefully worked out criteria of selection so as to obtain candidates capable of professional growth and personally suited for all-round practice. Co-ordinated planning between the agency and school of social work to establish such standards of selection and required training, and to allocate financial responsibility, facilitates this objective. The current shortage of qualified personnel suggests that state-supported agencies and the federal government as well need to establish or increase grants for social work education. Otherwise, the progress
already made in providing social services of a reasonably good standard will be diminished.

The field of social work, in which is included the various social security measures and different service programs to provide opportunity for personal, family and community development, has become a part of contemporary living. The budget estimates of the Social Welfare Branch, Department of Health and Welfare, British Columbia, were approximately 15 million dollars for the fiscal year 1953-1954, and additional millions were distributed in this province in the form of Family Allowances, Old Age Security, Veterans' Allowances, and Unemployment Insurance. The expenditures of the voluntary agencies within the community chests further swell the total sums being spent on welfare. The profession of social work, which is now going through a stage of critical self-examination regarding its scope and function, is giving increased attention to providing suitable education to satisfy agency requirements. Concurrently, agencies are examining their role in continuing professional growth on the job, to standards of performance, and to appropriate use of personnel.

Purpose of Study:

The purpose of this study is to enquire into organization, methods and procedures in staff development as practiced in the Social Welfare Branch with respect to its district staff which is engaged in a generalized social service covering the entire province. It is based upon a
personnel survey of staff employed as on February 1, 1952, which affords basic information concerning their general education, professional training, previous social work experience, and length of employment by the agency according to grade and sex. Because of the key position held by the district supervisor a work study has been completed to show the time distribution by the type of work performed in the month of January, 1952. This job analysis is supplemented by the findings of a questionnaire to highlight supervisory procedures being followed. A sample questionnaire is shown in Appendix A. Since 1943 this agency has carried on a well-developed in-service training plan for field staff who have not had previous social work education. Chapter 4 describes the evolution of this particular training plan, and an analysis of the calibre and placement of in-service trainees from 1943-1952 has been derived from information available in their personnel files.

The Social Welfare Branch:

The Social Welfare Branch, which employed a total of 220 individuals classified as social workers on the survey date, has been concerned with the standard of services provided, and since 1943 has engaged a full-time training supervisor to promote the development of qualified personnel.

This development of the Social Welfare Branch into one of the largest welfare agencies in Canada from the experimental to a relatively mature stage has occurred within the
relatively brief span of the last twenty-five years. Examination of the social legislation of British Columbia, of the administrative framework of the Social Welfare Branch, and of the personnel who have provided these services throughout the province discloses a consistency in social philosophy and policy and progressive methods of implementing these goals. Notwithstanding a number of administrative problems such as maintaining communications between headquarters and the field, the degree of decentralization of services, relationships with municipal welfare departments, and the scarcity of professional personnel, which will require continuing study and steps towards resolution, the Social Welfare Branch has grown into a stabilized and integrated organization giving effective service.

Recognition of what has been accomplished in the creation of a unified and generalized field service has been made in a United Nations publication which describes this agency as "one of the outstanding developments in the field of social welfare administration and organization in Canada. By pooling all the social work staffs of various governmental agencies into one large task force and then assigning them to the posts for which they are best fitted, the welfare administration gains much in flexibility, adaptability and ability to meet heavy pressures.... The workers gain a wide range of experience, because from time to time they can be transferred to different types of work without breaking the
Some indication of the calibre of leadership developed in the Social Welfare Branch was the award made in 1948 to the Deputy Minister of Welfare, Mr. E.W. Griffith, of the Professional Institute Gold Medal for the most outstanding Canadian contribution to national or world well-being - for having developed a modern social welfare program. In 1951 the province of Newfoundland obtained the services of the Assistant Director of Welfare, Miss Amy Leigh, to conduct a survey of its welfare services and to make recommendations as to their organization.

In retrospect, the predecessors of these present-day leaders, such names as Dr. Laura Holland, Dr. Harry Cassidy and Dr. George Davidson come to mind, were convinced of the need to establish British Columbia's welfare program on a professional basis. The beginnings of this modern approach can be traced to surveys conducted by the Canadian Council of Child and Family Welfare of children's and family services in 1927, and a subsequent study by the National Committee for Mental Hygiene in 1929. Following their recommendations concerning provision of casework services by professionally trained social workers, the provincial government engaged several experienced social workers from eastern Canada, and instituted a policy of assisting suitable individuals to obtain professional training. The first educational grants were given

within several years to five persons to take specialized training in psychiatric social work for positions at the Provincial Mental Hospital.¹ In the intervening years the practice of British Columbia politicians in using professional leadership has continued, and it has been possible to plan for the attainment of over-all professional standards in practice. From scrutiny of the current social legislation and of related policy statements it is apparent that the only way much of this can be carried out is through professional service.

CHAPTER 2

THE AGENCY FRAMEWORK AND ITS PERSONNEL

The Program of Social Welfare in British Columbia

The legislation and organization of welfare services in British Columbia have been motivated by social thinking which has been deeply concerned with the promotion of the well-being of all citizens to the end that individuals and families may be as independent as possible and function as contributing members of the community. This kind of thinking is exemplified in many of the Acts designed to meet the social needs of the general population. This has not always been the case, and prior to 1935 British Columbia's social legislation was undistinguished. Limited categorical public assistance such as Mothers' Pensions, Old Age Pensions, a fund for the "destitute, poor and sick", and direct relief were available but did not include aid other than financial. In the field of child welfare, such legislation as the Infants Act (1901) the Adoption Act (1920) and the Children of Unmarried Parents Act (1922), both in word and administration, were more concerned with legal questions of custody and maintenance than in providing adequate protection and services to children and parents.

Historically, the major responsibility for social services has been carried by the provincial government because of the small number of incorporated local areas and their financial inability to meet the costs of a comprehensive
program. This became quite apparent during the economic depression of the 1930s which quickened the organization of all welfare services at both provincial and municipal levels. The concept of individual study and treatment of those in trouble with society or within themselves, first to be adopted in the care of the mentally ill, was soon extended in 1931 under the direction of Miss Laura Holland. This marked the real beginning of professional service in this province, and the organization of various social welfare services since then has been characterized by the use of qualified personnel. As they have never been available in sufficient numbers, a continuing policy of staff development has been followed.

Social Policy and Goals

Current social legislation and policy are comprehensive in scope and aim at high standards of service. Illustrative of the broad social goals its framers had in mind is the Social Assistance Act (1945). In generalized form this Act most clearly indicates the philosophy and purpose of our public welfare program. The definition of "social assistance" is an inclusive one, and covers not only financial assistance but counselling and health services, institutional, nursing, boarding and foster home care, occupational training and therapy, and "generally any form of aid to relieve destitution and suffering." ¹ The objective of such assistance to

¹ "Social Assistance Act", R.S.B.C. 1948, Chap. 310, Sec. 2.
any individual or family is to maintain a reasonably normal and healthy existence. It provides that applications are to be taken by a "social worker" by which is meant a "qualified person who is performing case-work services in the field". Several important provisos are written into the Regulations with respect to the confidentiality of records and the opportunity for appeals to a Board Review. Section 8 of the Act ensures that all citizens are eligible for aid by barring discrimination for any reason. This Act has provided the legal basis for the growth of "Family Service" which was formally organized in 1945 "to serve those suffering from some aspect of social disability or disadvantage with emphasis upon the case-work point of view and individualized service to those who need it." Examples of the problems cited are the effects of ill-health, domestic entanglements and behavior problems of children, with the understanding that "destructive attitudes of mind can disrupt family life as surely as inadequate income." Recognition was made of the need for professionally qualified personnel in the field, and that the level of service at that time was such that not all of those whose circumstances or behavior brought them into difficulties could be helped. The Social Assistance Act thereby offers


2. British Columbia Department of the Provincial Secretary, Annual Report of the Social Assistance Branch, 1945, Kings Printer, Victoria, p. 28.
aid to persons not covered under any of the categorical types of legislation.

In terms of numbers, public assistance services constitute the major portion of the district caseload and, in addition to allowances granted under the Social Assistance Act, over 42,000 persons over the age of 65 were given financial aid, including Old Age Assistance, the Cost of Living Bonus and Health Benefits in 1953. While it might be thought that a minimum of professional service is required in work with the aged, the Assistant Director of Welfare has reported, "the time and skill involved in placing an old person safely in a boarding home can be as great as the time involved in placing a child in a foster home. Many of the same professional methods are used...." ²

Concerning child welfare, the most important piece of legislation is the Protection of Children Act (1943) in which the focus is upon what will be of benefit to the child, and upon preventative services to parents in the care of their children. When such services are inadequate or too late, placement may be ordered by the Court. In 1952-1953 a total of 1,850 children were in the care of the Superintendent of Child Welfare, most of these in foster homes throughout


2. Ibid, p. 13
the province.

The Adoption Act, revised in 1936, gives responsibility to the Superintendent to report to the Supreme Court on the "character and fitness of the petitioners to assume parenthood", the suitability of the child for adoption, and provides for one year of probation after placement to ensure adequate time for study and service. In the Children of Unmarried Parents Act the mother "may apply to the Superintendent for advice and protection ... and the Superintendent shall take such action as may seem to him advisable in the interests of the mother and child." ¹

Other legislation to do with child welfare, namely the Juvenile Delinquents Act, the Boys' Industrial School Act and the Girls' Industrial School Act emphasize their treatment purposes, and allow for the indefinite sentence and the use of probation. Needless to say, all work with children and parents requires much skill and time which the district worker may not be able to give. One other significant welfare measure, the Welfare Institutions Licensing Act (1948) should be mentioned, because of its far-reaching application. This provides for the supervision of institutions for the care of two or more children under the age of 15, of maternity homes, boarding homes, day-nurseries, play-schools and summer camps to ensure adequate standards of care and service. In all,

¹ British Columbia Department of Health & Welfare, Public Welfare in British Columbia, 1953, Queen's Printer, Victoria, p. 46
the work of the generalized field service embraces some 14 categories including field work for the Psychiatric and Tuberculosis Divisions, and excluding specialized caseloads (Old Age Assistance), the average number of cases per district worked was 158 in 1952-1953.¹

Establishing a Professional Service

The use of qualified personnel to provide these services, which have placed heavy pressures on the individual worker, became official policy with the organization of the Welfare Field Service in 1935. Under the direction of Dr. H.M. Cassidy, this agency marked the initial conception of an integrated system of generalized social services in the province. With the exception of the major forms of public assistance, the categories of service were almost as varied as today, and although there was no official authority, what is now termed Family Service was included. Despite the handicaps of lack of proper supervision and inexperience, the field personnel, nearly all of whom had professional training, performed an admirable pioneering job. Even with unbelievable travelling distances to isolated areas and constant overtime (one worker put in an estimated 165 days of overtime in 1936-1937!) morale was high. As a result, this professional service became firmly established, and won public acceptance and support.

By 1940 the personnel numbered 36 working from 14 different centres. Caseloads at this time were in the neighborhood of 250 per worker.

At the time the Welfare Field Service was established in April, 1935, personnel standards concerning selection and staff development were laid down for the first time. Professional training in social work became a pre-requisite for all new appointments, and scholarships were provided to persons already on the job, and promising candidates on the condition they would fill positions on completion of their studies. Special attention was given to the recruiting of mature persons from allied professions who would have potential leadership qualities. In 1935 the budget estimates of the Welfare Field Service provided $2,500.00 to assist suitable persons to obtain social work training. In this year eight students were assisted, and in 1936-1937 nine students received educational grants, and in the following year there were five. Although this need to subsidize the training of personnel was greater in the organizational stage, the shortage of qualified staff has remained a persistent problem. In co-operation with the Civil Service Commission, rules and regulations concerning applicants were drawn up, and rather stiff written and oral examinations were held. As reported

by the Supervisor of the Welfare Field Service, "Rules and regulations, combined with the compulsory examinations, have had an educational value in helping a portion of the public to realize some of the qualifications necessary for this service." 1

In order to provide professional stimulation and to discuss day-to-day application of policy the plan of holding two conferences annually began in 1936. Usually, one such staff meeting would be held in the interior for field workers, and the other, a joint conference for all staff including administrative, took place in Vancouver. As a further means of providing a sense of security to the field workers and to promote a feeling of unity of purpose, the Supervisor of the Welfare Field Service and those of the Branches made periodic visits to the field offices. The most serious weakness of the program from the standpoint of enabling staff to maintain or improve standards of service was the absence of adequate supervision. Responsibility for many decisions of necessity had to be taken by the field worker on the spot without consultation. What supervision was attempted was of the post-office variety by means of frequently incomplete reports from the field and was subject to delays between the field and Branch offices.

Concern for professional standards lead to several new developments. In 1938 a small circulating library was formed. In the same year all staff were enabled to attend the Canadian Conference on Social Work held in Vancouver, and a number were assisted to take part in the National Conference on Social Work in Seattle. Several staff members also took advantage of the Family Service Association of America Northwest Institute in the previous year. The practice of orienting beginning workers was started, mainly through visits to Branch offices. The first casework institute for field staff took place in January, 1941, given by Miss Marjorie J. Smith, now Director of the School of Social Work, University of British Columbia. This covered a three-day period, and was opened to staff of some of the Vancouver agencies. The agendas and minutes of the staff conferences indicate a wide coverage of topics. The planning for the annual meetings of all staff was carried out by the Supervisor of the WFS in consultation with the Branch heads, and with respect to those held in the district for the field workers the latter presented some of the material. One representative topic was "Interpretation of Public Welfare in the Community". During this developmental period from 1935 to 1942 there was some anxiety expressed concerning the danger to standards of performance occasioned by overly-high caseloads and inability of district workers to develop their skills.
Administrative Reorganization

Prior to 1942 the administration of social services in British Columbia presented a confused picture. These services were spread throughout several Departments: Labour, which administered Unemployment Relief, The Provincial Secretary, which had jurisdiction over the Welfare Branch and the Welfare Field Service, and the Workmens' Compensation Board, which administered Old Age Pensions through the Old Age Pensions Branch. Each of these administrative units maintained a separate province-wide field staff. Some duplication of work was involved, not only in direct service to clients, but in overhead administrative functions and medical care. Moreover, the variation in approach, policies and standards created some friction and lack of co-operation between the Branches. A policy of non-intervention in municipal affairs prevailed, and with respect to unemployment relief the provincial government was loathe to prescribe standards of municipal administration including personnel. In effect, there existed no common policy or unified planning of public welfare services.

Administrative reorganization was facilitated by improvement in economic conditions resulting in discontinuance of unemployment relief in September 1940. When the Minister of Labour also assumed the portfolio of The Provincial Secretary in 1941, the first stage of reorganization was to group all public assistance within the Department of
The Provincial Secretary under the Social Assistance Branch organized in October, 1942. In addition, the Child Welfare Branch and the Welfare Field Service, renamed the Field Service, were placed in the Social Assistance Branch. Shortly afterwards, an Old Age Pensions Board was created and brought into the Provincial Secretary's Department.

Outside the Social Assistance Branch were still left jurisdiction over the Boys' and Girls' Industrial Schools, the Provincial Home, the Provincial Infirmarys, the Collections Office and charitable grants, all of which were delegated to the Deputy Provincial Secretary and serviced by the operational arm, the Field Service. This official also administered quite a number of anomalous non-welfare functions. The other main divisions of this Department were the Provincial Board of Health, the Mental Hospitals including the Child Guidance Clinic, and the Inspector of Hospitals. At this stage of integration, policies with respect to the auxiliary services of personnel, accounting, business management, and public relations were only partially formulated or non-existent. Advisory or "staff" functions were assigned to an "Advisor on Social Welfare Policy". It is apparent the Provincial Secretary must have experienced difficulty in obtaining a comprehensive grasp of the variety of services within the Department, and in giving sufficient attention to each of the officials who reported to him.
Further important changes were accomplished in the spring of 1943 in accordance with principles of economy, better service in the field and towards a more simplified administration. In order to strengthen the then amalgamated Field Service and to provide for closer liaison with local areas, the province was divided into five "Regions" with head offices in Victoria, Vancouver, Nelson, Kelowna, and Prince George. A sixth Region, roughly comprising the Fraser Valley, was split off in 1952. Each Region was placed under the direction of a Regional Supervisor, who was responsible for the operation of the district offices in his Region. By means of this regional framework the provincial government could become more closely acquainted with municipal as well as rural problems, and give better guidance to the municipalities with respect to the administration of special grants and development of their own social welfare departments where feasible. In 1940 these municipal grants for social assistance, medical care and public health amounted to 72.3% of the combined provincial-municipal expenditures.¹

Responsibility for social planning, policy-making and the orderly operation of the Social Assistance Branch and Field Service was assumed by the "General Administration." This was comprised of three officials: the Assistant Deputy

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Provincial Secretary, Superintendent of Welfare, and Assistant Superintendent of Welfare. The last-named carried the important functions of management of personnel, organization of rural offices, and building and maintaining standards of service. An almost immediate start was made in 1943 to train some 40 odd relief investigators and three field workers from the Old Age Pensions Branch to prepare them for the generalized program in a series of In-Service Training courses which continued for a year. This course served to introduce these field workers to professional theories of social work, content of the job which meant familiarity with all phases of divisional work, and learning to work under supervision. At that time staff already in the field were seriously burdened with additional war services, and caseloads were around 500.¹

While the effect of amalgamation resulted in some loss in professional standards, it was essential to man the posts, and this first group of In-Service Training graduates offered much by way of experience and knowledge of local resources. At the same time the Branch established a policy of appointing professionally trained staff as available for the Field Service.

Professional staff were named to several administrative positions - to the newly created Family Services

Division and that of Research Consultant. The latter's function was to assist in the planned development and improvement of services by means of surveys of various aspects of the program. The objective of promoting a higher standard of personnel throughout the province found expression in the "Social Assistance Regulations (1945) Section 6 (b) of which states that "where social workers are employed by municipalities (applies to those with a population of 10,000 or over), such workers must have qualifications equivalent to those required in the Provincial Service."

In continuance of the process of reorganization to achieve a unified administration and a degree of decentralization consistent with adequate controls, the most significant phase was entered into in 1946 with the formation of a Department of Health and Welfare, divided into the Health Branch and the Social Welfare Branch. Within the next year social work personnel in the Health Branch, those in the T.B. and V.D. Social Service and Psychiatric Social Service Divisions were added to the Social Welfare Branch for administrative purposes. The same transfer, which increased the flexibility of staff placements, took place concerning the social work staff of the Boys' and Girls' Industrial Schools, the Old Age Pensions Board and the Provincial Infirmaries.

After careful study and planning, the lines of authority between the general administration, auxiliary service were progressively established in the years 1946-1948.
The regional administrators were delegated complete fiscal authority except for Mothers' Allowances and Old Age Pensions, and responsibility for all operations within their respective regions. It had been recognized for some time that the kind of supervision of the individual district worker from quite a number of remote Division offices was unsatisfactory both administratively and in promoting staff development. Accordingly, regional supervisors were placed in three regions which allowed for some face-to-face supervision. Following some initial anxiety about safeguarding standards of practice, and valid questions concerning how much authority could be relinquished by officials carrying statutory authority, the first year's experience was positively evaluated. In the 1948 Annual Report the Assistant Director of Welfare advised, "The day-to-day supervision of staff is considered the most important means of improving the calibre of staff, and is in effect a continuation of professional training begun in university schools or by means of in-service training, "and also the comment that, "training is secondary to teaching of administrative detail."

How workable this delegation of responsibility for on the job supervision can be relates directly to the skill of the individual supervisor. Some of the district supervisors appointed during the years 1948-1952 were not as experienced or qualified as was desired to meet the demands
placed upon them. Notwithstanding these weaknesses, the advantages of this system of supervision have been generally demonstrated and accepted. By February, 1952, the establishment had increased to 16 district supervisors (apart from amalgamated and municipally-supervised offices) responsible for the direction of 103 district workers of the Field Service or an average ratio of one to six.

The present line of authority in the Social Welfare Branch commences then with the district worker responsible to the District Supervisor for all aspects of his work. The latter is accountable to the Regional Administrator concerning funds expended, office and personnel management, and the over-all standard of performance. With respect to the individual category of service rendered the supervisor reports to the responsible Division as to both policy and practice as required, and makes use of the Regional Consultant for help with questions to do with supervision and any problems which should be referred to the general administration or the heads of the eight Divisions. These, in turn, are responsible to the Assistant Director of Welfare either fully or in relation to personnel and professional standards. Mobile liaison between the Divisions, General Administration and the Field is carried out by the Consultants of whom there were three in 1952. The auxiliary Divisions—Research, Personnel (unfilled), Training, Accounting and Medical Services report to either the Assistant Director or the Director of Welfare. The final authority is carried by the Deputy Minister of the
Department.

Two separate co-ordinating bodies have been created to facilitate social planning and to minimize the inherent difficulties in an organization administered on the dual basis of generalized geographical subdivisions and specialization of service. The principal of these is the Planning Council, which consists of members of the General Administration, Divisional Heads, Regional Administrators, and Field Consultants. As defined in its terms of reference its functions "shall be those of co-ordination and interpretation of divisional and field thinking." Meeting bimonthly, the Council reviews current changes or trends which may affect policy or necessitate changes in legislation, sets up study committees, and makes recommendations to the Deputy Minister. One of its specific duties is to advise the Assistant Director of Welfare on any matters to do with standards of practice and staff development, such as staff evaluations, professional development of staff, institutes, conferences, educational leave, and the recruiting, training and placement of staff. Much of the Council's activity has been taken up with this key function, and it recently submitted a brief to the Civil Service Commission outlining staff problems arising from changes in professional training, the need to recruit and train persons without professional training, the requirements of an essential staff development program, and the different
needs of District and Divisional offices. With a view to obtaining and holding competent staff this document represents the first definite statement of personnel needs and policies together with recommended changes in job descriptions, qualifications and salary schedule. On a less formalized basis the Regional Administrators consult together immediately prior to the Planning Council meetings to discuss common administrative matters and to clear questions of policy with Division representatives on occasion.

Personnel Policies

The personnel policies of the Social Welfare Branch are determined by the Civil Service Commission of British Columbia as authorized by the Civil Service Act (1945). This Act, which was intended to rule out political influence and to establish high standards of service, generally follows the provisions of the so-called "merit system." The main features of such a system are:

1. An open competition for each position including both written and oral examinations.

2. Classification of each candidate according to suitability and certification of a list of eligible candidates in order of preference.

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3. With respect to professional appointments a representative of the professional organization sits on the examining board to advise on professional competence.

4. The principle of equal pay for equal work.

5. Promotions are made on merit as indicated by individual evaluation and suitability.

6. The right of the employee to appeal from any personnel action.

In the United States the writing in of the merit system in the Federal Security Act has been instrumental in raising standards across the country. In Canada, the concept of a career civil service is just emerging, more so at the federal than provincial level. Relative to appointments to social work positions in British Columbia, the above-noted provisions are carried out partially with respect to the first two conditions, but there is no provision in the Act for the third one. This procedure is in effect for examinations for federal social work positions, and a representative of the Canadian Association of Social Workers is a member of the examining board. Since 1943 the practice of holding written as well as oral examinations, established in the Welfare Field Service, has been discontinued. A degree or certificate of graduation from a school of social work accompanied by a written evaluation has been accepted as sufficient evidence of professional competence. The applications of all candidates are reviewed by the Assistant Director of Welfare, the
personnel officer, who advises the Civil Service Commission as to their qualifications and suitability. In most cases the Assistant Director interviews applicants for In-Service Training, who have been screened by other officials.

Some of this responsibility is assumed by the Training Supervisor who interviews the majority of applicants without social work training, who are required to successfully complete the In-Service Training course. The agency does not view this course as a substitute for professional training, but as orientation to the specific job in the field. When there is no mitigating reason, personal or financial, applicants who hold a university degree are advised to obtain their professional qualifications before considering entering the service. In the selection of suitable candidates for the In-Service Training course preference is given to those with a B.A. degree, with a minimum educational qualification being Junior Matriculation. Evaluation of personal attributes and temperamental suitability for social work poses the most difficult question, and is dependent upon personal judgment. Some of the stated personal qualities desired are, "backbone of honesty, integrity and decency, with an early training in spiritual values." No aptitude tests are in use. Since 1953 the establishment has been "frozen" except by special permission in line with government policy affecting all departments. Although increasing the difficulty of expanding the Field Service where
needed, it has not altered the essential problem of staffing unfilled positions.

Under the terms of the Civil Service Act all civil service employees including social workers must successfully complete a six months probationary period which may be extended to one year. The grading is carried out according to the Civil Service Rating Scale, a point system broken down into a number of factors such as quality and quantity of work, personal attributes and potential growth among others. While resulting in a rough approximation of the worker's suitability, the resultant ratings are quite variable dependent upon the individual rater. The standard of work expected is not defined, and could be adjudged in relation to what is considered "average", in relation to the worker's potential capacity, or in relation to a written minimum standard of professional performance. This last point is covered in some degree by the written evaluation of professional performance required by the Social Welfare Branch. However, what constitutes a minimum standard is left to the individual supervisor.

Temporary appointments are limited to a period of one year. It is noteworthy that married women employed in social work positions, of whom there are a considerable number, are obliged to sign a letter of resignation as a condition of their employment. While the continued employment of married women may be uncertain, it is probably not more
so than applies to single women, who may resign upon marriage, or to married men who leave to obtain better paid positions.

Job Classifications

Social work positions are classified under Group "PR" Professional - Class 12, Sociological and Psychological, as shown in Appendix B. The existing salary schedule is indicated in Appendix C. The principal classifications of operational staff are those of Social Worker, Grades 1 - 5, or PR 12-10, 12-11, 12-22, 12-23, and 12-24, and have been in effect since 1951. In brief, the qualifications and job description of each Grade is as follows:

Social Worker, Grade 1: With minimal general education of Junior Matriculation and satisfactory completion of the In-Service Training course, and under direction, "to assist individuals in making the best use of resources..., to submit comprehensive case reports, ..., to interpret the Acts and Regulations to the general public."

Social Worker, Grade 2. With a B.S.W. or completion of the first year of professional training as a special student, or in lieu of either of these three years experience, to carry out the same duties outlined for Social Worker, Grade 1.

Social Worker, Grade 3. With an MSW degree and major in psychiatric social work, and under the direction of a casework supervisor and psychiatrist to provide casework services
in a mental hygiene clinic or hospital. In lieu of a major in psychiatric social work a major in social casework and one year's experience in the field is accepted. The same grade applies to a caseworker ("child counsellor") in a treatment centre with the qualifications being "preference a Bachelor's or Master's degree." Persons with a B.S.W. degree are required to have two years experience "in related work."

**Social Worker, Grade 4.** With respect to psychiatric placements, M.S.W. qualifications plus one year's experience, and for child welfare positions, to review field reports on a particular phase of the child welfare program, "to give guidance" to field staff. The qualifications for the child welfare positions are either a Diploma in social work or a B.S.W. plus three years' experience.

**Social Worker, Grade 5.** With a B.S.W. degree or Diploma and five years of related experience, under direction to supervise social workers including university students and in-service training students, in order that better service be given to the public, and to evaluate the ability of staff or students under supervision. One of the skills required is "an ability to supervise."

As has already been recognized by the Branch, this classification system has fallen out of line with changes in professional training and the requirements of the work expected. Accordingly, recommendations have been made to the
Civil Service Commission to rectify some of the anomalies, to provide for up-grading starting with the lower grades by means of accrediting qualifications, and to increase all salaries to a point consistent with the degree of responsibility assumed as well as to make them competitive. Comparison of the duties of the existing Grades 1 and 2 show no differentiation as to skill. The proposed classification does require the Grade 2 worker, who must have a B.S.W. or M.S.W. degree, to possess professional skills - "understanding of the dynamics of human behavior and ability to apply this in the forming of social case (group) work treatment plan designed to enable the individual ... in achieving a better solution of his difficulties."1

If carried out, this policy should have the eventual effect of placing the Branch's program on sounder professional basis. With respect to employed workers without formal training, it is suggested that they be regraded to Grade 1 (most of those with three years experience are Grade 2) with the proviso they would not take a salary loss under the new salary schedule. Future promotion from Grade 1 to Grade 2 would be made upon obtaining a B.S.W. degree, one year of an accredited course, or several years of "outstanding performance." While preference would be given to applicants with a B.A. degree, this is not a prerequisite. Some difficulties in obtaining professional training may be encountered later on by Grade 1 workers as schools of social work raise their standards. In

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order to attain full status in offering a graduate course of studies, the schools may discontinue accepting "special" students who do not have university graduation, and many schools no longer grant a B.S.W. degree. Although those eligible are encouraged to acquire professional training, this is not a condition of employment. The agency takes the position that In-Service Training graduates should remain in employment for at least two years to justify the cost of their training. At the end of two years consideration of educational leave may be given.

Concerning the present Grade 3 classification, this provides recognition of full professional qualifications to workers in psychiatric settings which have been more advanced generally in standards of performance. However, the district or divisional worker with the same qualifications, the same or equivalent experience, and performing work which requires the same degree of skill, can now be graded only in Class 2. This anomaly has been corrected in the proposed change which covers workers with two years of professional training and one year's experience regardless of placement. This step is in accord with changes in professional education, the basic course now being a two-year generic one, and the nature of specialization altered. There were no Grade 3s at the time of the survey, but some appointments have been made in the interim.
The present Grade 4, which was intended to accredit senior workers who preferred to specialize in skilled practice and also to recognize the greater responsibility carried by supervisors in the child welfare field, has been dropped in the new plan. The requirements of the proposed Grade 4, which has been combined with the present Grade 5, that of supervisor, are applicable to any supervisory position throughout the Branch. The qualifications as to professional education range from an M.S.W. degree to a minimum of one year as a "special" student, and at least two years experience. Preference would be given to those better equipped in both qualifications and according to performance. Some flexibility is required in this Grade to prevent downgrading of staff already in these positions.

The chief advantages of the new classification plan are its applicability to any particular setting in the Branch's service, the recognition given the degree of professional qualification, and a general raising of standards in both selection and promotion. By means of accrediting, it is hoped to attract and retain better qualified staff. For the same reasons a more attractive salary schedule has been recommended to the Civil Service Commission. As it affects Grade 1 the range covering six annual increments is increased from $218-$250 to $233-$298, Grade 2 is stepped up from $245-$298 to $276-$336, and corresponding raises are suggested for the two higher Grades. Because of unfavorable comparison with
social work salaries elsewhere, and also with other professions, these salary increases appear essential if a stabilized staff of competent personnel is to be built up.

The Social Welfare Branch social work staff, who are equally concerned with the need to obtain adequate numbers of qualified staff to provide a high standard of professional service, presented a brief in March, 1954, to the Provincial government. This brief included job analyses, a study of salary anomalies and problems of staffing. The job analysis of the Grade 2 position based on questionnaire findings substantiates the workers' belief that their responsibilities are given insufficient recognition in the present classification and salary schedules. They have requested a 20% increase in salaries for all social workers. A similar brief was presented in 1952. From the employee's standpoint there is some disadvantage in that the B.C. Government Employees Association has not as yet been given complete recognition as the representative of civil service staff on personnel matters.

Qualifications of Personnel by Sex and Grade

As shown in Table 1, "Social Work Training by Education and Sex", of the total of 221 positions in the Social Welfare Branch establishment on February 1, 1952, 153 or slightly over 69% have professional education ranging

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1 Social Workers Brief to the Provincial Government, March, 1954.
### Table 1. Social Work Training By Education And Sex, February 1, 1952

<table>
<thead>
<tr>
<th>Education</th>
<th>Total Filled Positions</th>
<th>Graduation from School of Social Work</th>
<th>In-Service Training</th>
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<tbody>
<tr>
<td></td>
<td>Total</td>
<td>One Year</td>
<td>Diploma</td>
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<td>Year</td>
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<td>Positions</td>
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</tr>
<tr>
<td></td>
<td>TMW</td>
<td>TMW</td>
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<td>TOTAL</td>
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<td>High School or less</td>
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<td>22 12</td>
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from one year at a school of social work as a "special" student through to the M.S.W. degree. This is a consider­ably higher figure than the national average of 30%. By comparison, over one-half or 53.6% have a B.S.W. degree, 9.8% one year, 18.9% the Diploma, and 16.3% an M.S.W. degree. In explanation of the Diploma, this was granted by the University of British Columbia School of Social Work prior to 1945 when it became officially a graduate school and received accrediting by the American Association of Schools of Social Work. Approximately one-half of the Diploma holders are university graduates, and their standing can be equated to the B.S.W. Women, who comprise 62.4% of total staff, have a slightly higher degree of professional education than the men in that they represent 67.9% of the total with such training. Of the staff with In-Service Training, only, 27.6% of the total, they are almost equally divided as between men and women.

With respect to general education just over two-thirds are university graduates with 14.4% having some university education and 18.1% with high school or less. This again is considerably higher than the national average of 44.3% of social workers who are university graduates.¹

By sex, 70% are women and 30% men indicating a relatively higher educational background for women. Slightly over one-third of the In-Service Trainees hold a B.A. degree, nearly all of these being new appointments since the course commenced.

According to Table 2, "Social Work Training by Grade and Sex", Grades 1 and 2 Social Workers, the majority of whom are placed in district or municipal offices, constitute 76.4% of the total staff. Of these 65% have professional training. Relative to Grade 5 supervisory positions, which form 10.1% of the total establishment, 91% of these have professional training. Of the 16 serving as district supervisors in the field, 14 have professional training. In administrative posts comprising nearly 9% of the total positions 60% are professionally trained. There are relatively more men than women in administration, the majority of the former having seniority in length of service.

Table 3, "Previous Professional Experience", shows that 63% of the staff have not worked in any other social agency, and are, therefore, dependent upon the Branch starting as beginning workers for their professional development on the job, by means of supervision, educational leave and in other ways. For over one-third of these the previous social work experience was less than one year, and for over one-half it was two years or less. Those with five years or more of previous professional experience represent
Table 2. Social Work Training by Grade and Sex, February 1, 1952.

<table>
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<th>Grade</th>
<th>Total Filled Positions</th>
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<td>Total</td>
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<tr>
<td>Others</td>
<td>5 5 2 2 1 1 1</td>
<td>1 1 2 2 1 1</td>
<td></td>
</tr>
</tbody>
</table>
Table 3. Previous Professional Experience

\* 140 or 63% have none

8% of total staff. This relative inexperience of staff at the time of employment suggests that more inducements are required to obtain and hold the services of experienced social workers. Another implication is the greater responsibility of district supervisors for continuing professional training than would be the case were a higher proportion of staff experienced.

Table 4, "Average Length of Service by Grade", indicates the field staff are relatively inexperienced, the average time on the job for Grade 1 being 1.85 years and 3 years for Grade 2. Supervisors have 7.6 years of service, and the length of service rises correspondingly for administrative positions. It is of interest to note that the average length of service of the Grade 5s prior to promotion to that position is 3.16 years, and that five with no service show an average of 6.5 years of previous professional experience. The average length of previous professional experience of supervisors is 2.85 years, and of nine who have none, these show a longer average length of service before promotion - 4.8 years. From the standpoint of years of experience, either within or outside the Branch, the supervisors have not had an optimum opportunity to prepare themselves for their increased responsibilities.

Analysis of the professional qualifications of supervisory staff discloses that four have an M.S.W. degree, one has two years of professional education, four have the
Table 4. Average Length of Service by Grade

<table>
<thead>
<tr>
<th></th>
<th>No. of years</th>
<th>5</th>
<th>10</th>
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</tr>
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<tbody>
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<td></td>
<td></td>
</tr>
<tr>
<td>Others</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Supervisor of Welf.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Social Worker</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

B.S.W. degree, eight hold the Diploma, two have In-Service Training, and five have one year of social work education. Those with the higher educational qualifications are placed in psychiatric or other divisional settings with the result that the 16 district supervisors are somewhat weaker in this respect. It is apparent that while undoubtedly the district supervisory staff were the best fitted of those available at the time of their appointments, they are not all well qualified as to experience or professional training as the position requires. In view of their educational and very heavy administrative responsibilities, as will be detailed in Chapter 3, the district supervisors require considerable strengthening if they are to perform at a reasonably adequate level. An optimum standard of qualifications for this position would require at least five years of professional experience and the full two years of professional education as well as ability to supervise.
CHAPTER 3

THE AGENCY'S METHODS OF STAFF DEVELOPMENT

Agency Policy on Staff Development

The planning of the staff development program, then, is based upon knowledge of the quality of professional education and experience of each staff member, as indicated in Tables 1 - 4, as well as upon periodic evaluations of individual performance. While the Social Welfare Branch has always planned opportunities for staff to better their practice and qualifications, recent analysis of the agency's services has served to emphasize the total values of a staff development program to client, agency, and worker alike. The Assistant Director of Welfare, who carries the over-all administrative responsibility for the staff development function, has defined its role in this manner, "While additional staff is urgently required, the conclusion has none the less been drawn that more active steps must be taken to hold the staff now employed, utilize them to the best possible advantage, and develop their potential skills to the utmost. -- Of major importance is the necessity to step up the already established methods of staff development in the Branch, particularly those which are designed for supervisors."

Formulation of the Branch's policy is contained in the "Brief To The Civil Service Commission," March, 1954, Chapter III, "The Necessity of A Staff Development Programme." It highlights the importance of the worker and supervisor to have selected opportunities to enable them to grow with experience, which will in turn benefit the Branch by improving services. As it affects the field worker, the essential feature of staff development is the quality of supervision of day-to-day work so as to provide "continuous learning activities" and "to relate theory to practice." Other methods of professional growth such as the use of staff meetings, Branch library, provision of educational leave, bursaries, and attendance at conferences, are briefly delineated. Reference is made to the manifold administrative duties of the supervisor, especially the district supervisor, who has "scant time for professional teaching." It recommends the district supervisor be relieved of some of these administrative responsibilities, and that annual institutes and leaves of absence with pay be arranged to allow those now in supervisory positions to improve their qualifications. Consideration is also given to adequate training for the supervisory job.

**Key Personnel in Staff Development**

While the Assistant Director assumes general responsibility for planning staff development, its operation
depends mainly on the work of the Training Supervisor, the Field Consultant, and the District Supervisor. The chief function of the Training Supervisor, in charge of the Division of Training, is to plan, conduct, and co-ordinate the In-Service Training program, which as of March, 1954, prepared 77 employees, or 48% of the Field Service staff. 1 Since September, 1953, this program has been intensified in order to meet staff shortages, and this phase of the Training Supervisor's functions has developed into a full time position. In addition to the actual teaching periods, which include orientation to the agency and introduction to professional principles and methods, the Training Supervisor needs to have close contact with the administration, divisions and field concerning the general program, personnel needs, and specific placements of In-Service Trainees. As already stated, the Training Supervisor has some responsibility regarding the selection of In-Service Training candidates, and this applies to other applicants as well. The reason for this delegation of authority is that the Assistant Director's main office is in Victoria, and it is necessary to have a representative in the Vancouver office, the main centre of population. Other functions of the Training Supervisor include arranging the orientation of beginning workers, (other than In-Service students), University students taking the

"Introduction to Social Work" course, and U.N. Fellows. Operation of the Branch Library, consisting of over 1,000 volumes plus numerous periodicals, pamphlets, and reports, as well as films in another time-consuming aspect of the Training Supervisor's work as was the planning and editing of "British Columbia's Welfare", a monthly professional bulletin, until its discontinuance in August, 1953. Because of her specialized function and knowledge, the Training Supervisor serves on several standing committees of the Planning Council (Bursary, Annual Report) and on committees of the Canadian Welfare Council and American Public Welfare Association to do with personnel and education for social work. As a matter of Branch policy, she has also acted on numerous committees including the Social Planning Committee of the Vancouver Community Chest and Council, and has been active in Civil Defense Training. This official has carried out most of the preparation of interpretive documents and papers descriptive of the Branch's operation.

The Field Consultant, three of whom were appointed in 1949, represent another vital link in the chain to develop the staff's understanding of the program and to better their performance. The Field Consultant's position is essentially an advisory one—to aid the District Supervisors in organizing their work with staff training, and to assist in the development of both local and Branch resources. In close

1. Since 1953 there has been only one Field Consultant.
liaison with the Divisions and the administration, the Consultant is able to be effective in promoting the desired standards of service and in applying policy. Conversely, by means of reviews of caseloads and familiarity with the quality of work being carried out, the Consultant is able to report specific needs to the senior Branch officials. While carrying no direct authority, the Consultant is in a position to advise on staff placements, and to evaluate the work of the district supervisors. Much use has been made of the Consultant in the area of child and family welfare, and in interpretation of the complex content of legislation and procedures. Despite clear policy and procedural statements in the form of Acts and Regulations, the Policy Manual, Forms Manual, Office Manual, Serial Letter Book, and Accounting Manual, the more inexperienced supervisors need help in the use of these. By interpreting, supporting, and acting as a buffer to absorb hostilities from both ends, the Consultant has performed a valuable service.

It is uncertain at the present time if this system of using Field Consultants can or should be continued. However, in view of the geography of the province, and the expressed inability of senior officials to go to the field often enough to obtain the desired firsthand knowledge, the Consultant would appear to provide a useful liaison function. The alternative plan of combining this function with that of the Regional Administrator is now in effect in two Regions.
The effectiveness of this arrangement depends upon the professional competence of the Regional Administrator, and in his having sufficient freedom from other responsibilities to provide this service, altogether an onerous assignment. Even where there is a high standard of supervision, consultative services, in addition to what is provided intermittently by the Travelling Child Guidance Clinic, appear desirable.

The orientation of the beginning worker, which is planned by the Training Supervisor, has been in so far as possible, modelled after the kind of orientation given to the In-Service Training student, although in a more condensed form. The plan usually followed has consisted of eight to ten days with the content broken down into one day outlining the agency's history and administrative set-up, and the work of the Family Service Division, the Child Welfare Division, the Old Age Assistance Division. A half-day is allotted to the operation of the T.B. and V.D. Division, the Provincial Mental Hospital, and the Boys' Industrial School, to which field trips are usually arranged. Another half-day is spent on such functions as Hospital Clearance, Medical Services, the various provincial institutions and other resources, as well as a half-day relating to office procedures and accounting. The orientation class is held in Vancouver, and, occasionally, if there are only one or two workers, they visit the Divisional Offices in Victoria.
Upon the workers' placement in the district much of this orientation is augmented as needed by the district supervisor, and in learning from experience the scope of the agency's operation, and the correct channeling. In a multi-service agency too much detail at the onset can be confusing, and it is sound to send the worker to his placement without undue delay so that he can find out for himself. District office staff meetings and annual regional staff meetings afford the workers other opportunities to fill in gaps concerning the agency's total program.

At the operational level the services of the agency are carried out by the district worker with the guidance and support of the district supervisor. The objective of supervision, in this agency as elsewhere, is to get the job done, and supervision is the administrative vehicle to carry out the agency's function. Through the dynamic and enabling relationship between supervisor and worker, which shifts according to the professional development of each, the worker is helped to improve his standards of practice so as to meet the needs of clients. Another goal of supervision is to aid the worker in assessing social needs and in interpreting these to the community. As social workers are exposed to all the pathologies of life it is normally an anxiety producing experience, especially for beginning workers. It is through professional supervision that the worker is helped to modify his attitudes, and to be strengthened so that he himself is
able to make clients want to change. The supervisory process involves education, consultation, evaluation, and administration in varying degrees according to the individual supervisor's ability and the particular community and agency setting.

The District Setting

There exists considerable variation in district settings from the standpoint of geographical area, numbers of offices, and in the ratio of supervisors to workers. On the survey date there were 32 offices in the then five Regions, and a total of 16 supervisors placed in Regions I - IV inclusive, there being no supervisor at the time in Region V. The number of workers per supervisor ranged from four to 11, and the number of district offices covered by any supervisor varied from one to three. The geographical coverage involved and extent to which the district supervisor must "spread" himself is best illustrated by the spotting of district offices. Apart from the offices in which the district supervisors make their headquarters there were eight "one-man" offices and 14 other offices, with usually two workers. These workers perforce carried out their duties independently except for periodic visits by the district supervisor which varied from weekly to monthly, time, travelling and other conditions permitting. In the outlying regions during the winter months much of the travelling of the district supervisor has to be carried out during daylight hours which cuts to a great extent into the regular duty hours.
To understand what it means to be the only social worker in a large area in which the distances are great and population sparse, the following district is representative of the "one-man" offices. The area served comprises approximately 24,000 square miles, roughly 300 miles long and 100 miles wide, with 2,200 miles of roads of which 28 are paved. Within the district are located two police detachments, two doctors, one dentist, 22 schools, and churches of four religious denominations. Of the caseload of 255 30% are child welfare (36 children in foster homes) and 20% "family" cases. To arrange for even minimal medical and dental care for the children in foster homes and to ascertain progress in foster homes and school on the basis of allotting one hour of service per child per month, was more than the one worker could manage. For each hour spent on outside visiting an estimated two hours of office work is required. It is safe to say that district workers in most settings put in constant overtime in their endeavor to meet all requests from the community and administer the services for which they are held responsible. It also means that workers who need to have some time for themselves, are, regardless of skill, unable to provide services they see are needed.

The district supervisor, although usually once removed from direct service, finds it necessary to work outside of regular office hours to handle the demands of the position,

1. Williams Lake, 1952, District Worker's Report
even those who are experienced and could not be accused of being overly-conscientious.

The Work of the District Supervisor: A Time Distribution Study

Table 5, "Distribution of Supervisors' Time by Type of Work Performed, January, 1952, Showing Average Percentage" represents the average percentage of totals for each category of work compiled from the daily job time studies.¹

In cases of returns covering a different number of work hours than the normal 160.5 hours, these have been corrected. This was occasioned by absences due to holidays, illness, and also due to not all of the questionnaires reaching the district offices by January 2. In some instances, the returns spread over a few days of the following month. In view of the fact that 9 of the 14 returns are reported in amounts of 15 minutes or multiples thereof, the monthly totals of each return must be considered as approximations. There is also the subjective factor of unconscious weighting of the time allotments in favor of the type of work preferred or what one feels one should have done. It is likely, however, that individual variation between the supervisors' preferences and pattern of reporting will cancel out some of this weighting. At best, the percentage analysis in Table 6, "Percentage Distribution of Supervisors' Time by Type of Work Performed, January 1952" indicates trends and the variation as between supervisors is

¹ One return invalid, one not attempted.
Table 5  Distribution of Supervisors' Time by Type of Work
Performed, January, 1952, Showing Average Percentage

<table>
<thead>
<tr>
<th>Type of Work</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Scheduled Conferences with Workers</td>
<td>10</td>
</tr>
<tr>
<td>Reading Case Records</td>
<td>15</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>20</td>
</tr>
<tr>
<td>Mail Reading</td>
<td></td>
</tr>
<tr>
<td>Travelling</td>
<td></td>
</tr>
<tr>
<td>Occasional Conferences with Workers</td>
<td></td>
</tr>
<tr>
<td>Clerical</td>
<td></td>
</tr>
<tr>
<td>Reviewing Case Loads</td>
<td></td>
</tr>
<tr>
<td>Office Management</td>
<td></td>
</tr>
<tr>
<td>Telephone</td>
<td></td>
</tr>
<tr>
<td>Community Relations</td>
<td></td>
</tr>
<tr>
<td>Interviewing Clients</td>
<td></td>
</tr>
<tr>
<td>Staff Meetings</td>
<td></td>
</tr>
<tr>
<td>Professional Reading</td>
<td></td>
</tr>
<tr>
<td>Overtime</td>
<td></td>
</tr>
</tbody>
</table>

...
affected by quite a few unmeasured factors. Some of these are explained under the category of "Miscellaneous," and others could well be the nature and activity of particular district caseloads, travelling conditions, and other external factors, as well as the individual supervisor's pattern of working and the differential needs of workers. While Tables 6 and 6 represent a quantitative analysis suggestive of the scope of the supervisors' work, they also give some indication as to its organization and quality. The latter aspect is partially indicated in the section of the questionnaire to do with supervisory procedures.

Examination of the supervisors' activities in Table 5 having a direct bearing on staff development, those being "Scheduled Conferences With Workers," "Reading Case Records," "Occasional Conferences With Workers," and "Staff Meetings" altogether take up slightly over 45% of the supervisor's time. Personal conferences with workers account for 26.4% of the monthly time distribution, with over one-quarter of this being "on-th-spot" supervision. These unplanned consultations, some of which are necessary, would occur in the case of real emergencies, intake supervision which could not wait until the scheduled conference period, or if the supervisor found it necessary to cancel the regular period through some other unavoidable commitment such as a court hearing. It might also refer in some instances to a particular work pattern. Staff meetings, which make up less than 2% of the
total, do not appear to be much used as a means of staff development. It is to be questioned if the supervisors' time would not be more economically and productively allocated if the group teaching method were more frequently utilized. The "Reading of Case Records," comprising nearly one-fifth of the supervisors' activities is a prerequisite for both administrative and educational purposes.

The category of "Miscellaneous," took up nearly one-tenth of the period covered. This figure is weighted somewhat higher than the actual owing to the reporting of some activities which properly fall under "Community Relations" or "Office Management." The majority of supervisors included in this category consultations with the Regional Administrator, Field Consultant, the preparation of special reports for particular Divisions, planning and taking part in district supervisors' meetings, and some dictation, and checking of "closed" files. Occasional activities reported by one or several supervisors were attendance at a Regional staff meeting, supervision of students, transferring of a social allowance caseload to a municipality, court attendances, committee participation in such organizations as the Canadian Welfare Council, C.A.S.W., and local municipal councils, handling cases in the absence of workers, making arrangements for presenting cases to the Child Guidance Clinic, preparing for staff meetings, and a number of others, including looking for a "lost" worker. One supervisor sub-
stituted for the Regional Administrator who was absent through illness. In effect the supervisor may be called on to perform in any setting or capacity as representative of the agency. It is to be noted that the preparation for and giving of evaluations was not specified in this category, but, if carried out, may have been considered under "Scheduled Conferences With Workers."

"Community Relations", although reported as only 3.4% of the total, accounts for an estimated 5% in view of several important and time-consuming activities classified as "Miscellaneous," These include Civil Defence planning and meetings in which a majority of supervisors took part, and also preparation and presentation of talks to such organizations as the P.T.A., and policy or case consultations with other professional personnel—magistrate, minister or priest, probation officer, teacher, public health nurse, etc. and, in one instance, interviewing a volunteer. To both "Mail Reading" and "Travelling" were devoted slightly less than 10% of work hours, and these together with 4.3% spent on "Office Management" comprise a constant which would appear irreducible. What has been classified under "Clerical," 5.6% of the total, is subject to several interpretations as it was not sufficiently clearly defined. In such instances as the signing of vouchers in the granting, changing or suspending of allowances, inspection and approval of issue or expense and various statistical reports there would be a
clerical element in the checking of such figures, but the
decision to approve is an administrative one. Without a
further breakdown it cannot be estimated how much of this
activity is of a strictly clerical nature which could be per­
formed by clerical staff.

"Telephone calls," constituting 4.3% of the time
allotment is an anomalous category in that the purpose of the
conversation would relate to some other category, for example
supervisory conferences, community relations, or miscellan­
eous. Its only significance is that on the assumption these
are essential calls, there is an overall average of about 20
minutes per day which cannot be planned for other purposes.
With respect to "Interviewing Clients" to which 2.4% of the
time was devoted, some of the returns have not separated
workers' cases from supervisors' cases, or indicated if these
interviews were of an intake nature. Five of the supervisors
reported carrying cases of their own, and only one reported
no client interviews. "Professional Reading" is a minor
activity, being 1.3%, and a majority of supervisors stated
that this was carried out principally on their own time,
which they did not consider as overtime but part of their pro­
fessional development. In consequence, there are no complete
figures to show the extent of this activity.

The time spent on "Reviewing Caseloads," 5% of the
total, is normally part of the administrative function, and
at the same time would also aid in staff development. The
figure perhaps of greatest interest is the total average
overtime which is 11.5%. This seems heavy, and it is without compensation. It is possible that the particular month of January may have been unusually demanding, and it is noteworthy that the supervisors assumed considerable Civil Defence organizing and other community activities outside of regular work hours.

The time allotment of each supervisor, as shown in Table 6, "Percentage Distribution of Supervisors' Time By Type of Work Performed, January, 1952" shows few correlations, and the only conclusions which can be drawn are that the differences in external factors—numbers and skills of workers and the number of offices to be covered, activity and nature of caseloads, extent of local organization, and so forth, as well as individual differences in organization and ability between supervisors preclude any common pattern. What is of interest, however, is the degree of variation between supervisors, and the spread for each category of activity. In some instances, these can be accounted for, and to this extent, illustrate the differential demands made upon each district supervisor, and how they respond. In the first category, "Reading Case Records," the range goes from 6.1% to 24%. The "low" supervisor reported the highest percentage in "Review of Caseloads" which had not been carried out in that district for several years. The "high" supervisor, on the other hand, spent no time on "Staff Meetings," "Community Relations," or "Miscellaneous" even though his overtime was
Table 6. Percentage Distribution of Supervisors' Time
By Type of Work Performed, January, 1952.

<table>
<thead>
<tr>
<th></th>
<th>Reading Case Records</th>
<th>Mail Reading</th>
<th>Scheduled Conferences with Workers</th>
<th>Occasional Conferences with Workers</th>
<th>Reviewing Caseloads</th>
<th>Office Management</th>
<th>Telephone Calls</th>
<th>Staff Meetings</th>
<th>Clerical</th>
<th>Community Relations</th>
<th>Traveling</th>
<th>Interviews with Clients W.</th>
<th>Professional Reading</th>
<th>Miscellaneous</th>
<th>Overtime</th>
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<td>I_1</td>
<td>15.0</td>
<td>10.3</td>
<td>19.8</td>
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<td>.6</td>
<td>5.6</td>
<td>3.1</td>
<td>2.2</td>
<td>4.8</td>
<td>3.3</td>
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<td>neg.</td>
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<td>1.8</td>
<td>4.9</td>
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<td>10.5</td>
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<td>7.8</td>
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<td>7.3</td>
<td>18.6</td>
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<td>1.8</td>
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<td>.8</td>
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</table>
above average. As might be anticipated there is some correlation between planned and on-the-spot interviews with workers. The seven supervisors reporting less than the average $ for "Scheduled Conferences" spent one-third more time than the average on "Occasional Conferences." Similarly those reporting over the average for "Occasional Conferences" utilized 11% less than the average time on "Scheduled Conferences". As the supervisor who spent the most time on "Scheduled Conferences," 37.5% was supervising six students, this figure has made for some skewing. The next highest is 26.7%. Other supervisors having students, either university or In-Service Training, had only one. The lowest figure reported was 7.2% and this supervisor spent nearly one-quarter of his time on "Office Management" and "Clerical" activities, either by preference or necessity. The number of workers supervised was four placed in three offices. This supervisor also reported 8.2% of his time interviewing clients, the greater period devoted to his own cases. From the setting described one would deduce that this particular supervisor was frequently alone in the district office, and would, therefore, carry the main responsibility for intake. There is less fluctuation in "Mail Reading," the variation here being related to differences in quantity of mail, and the supervisor's familiarity with caseloads, i.e., the need to read the complete file. "Reviewing Caseloads" is an activity in which all but one supervisor was involved (and this one recognized the need). The variation was from zero to 15.2%. Its
importance is the greater where staff turnover is fairly high, likewise high caseloads, and decisions need to be reached as to agency responsibility, and what service the district worker can provide. To ensure that the ground be covered it would seem better planning to make this a continuing activity spread out over the year. Relative to "Office Management" the distribution ranged from 1.3% to 10.8%. The more experienced supervisors, and those with only one office to cover, found that less of their time was needed for these mechanics.

While the amount of time spent on "Staff Meetings" is small, it does appear to have some slight relationship to the time devoted to individual conferences. Those supervisors with less than average in this activity (three reported none) gave an average of 12% more to individual instruction. Of the eleven returns showing staff meetings four of these are of two hours or longer duration, six show a pattern of more frequent and shorter periods up to one and one-half hours, which could be interpreted as having more to do with policy changes, and one is a mixed type.

The distribution for "Community Relations" runs from zero up to 9.4%. On analysis of questionnaires, only one of the two supervisors reporting zero did not take part in any community activities, this being in Vancouver where the need would be less. The other reported a fair degree of this activity under "Miscellaneous." Those spending more than the average for this category had less than average time for
"Scheduled Conferences." Interestly enough, supervisors who were more active in community work reported somewhat less than the average overtime, suggesting perhaps better overall planning of work.

The variation in "Travelling Time" from almost none to 13.8% is affected in the main by external factors. It is of interest that supervisors doing the most travelling gave so much time to "Scheduled Conferences." Surprisingly enough, those doing more than the average "Travelling" put in only 3% more than the average overtime, and expended slightly over the average time for "Community Relations."

With respect to client interviews the variation here is from zero to 8.2%, and the majority of supervisors did not undertake to carry cases of their own, presumably because this is agency policy as well as because of other demands. However, all but two were involved in direct service to clients, either because they wanted to, or had to, in the absence of workers. The category of "Miscellaneous," a catch-all, shows the greatest variation from zero to 18.2%. The latter figure is too high because of incorrect reporting, and actually should be around 12%. Five of the eight supervisors engaged in more than the average for "Miscellaneous," did better than average on "Scheduled Conferences." No especially significant patterns show for these supervisors putting in more than average overtime, except for a higher proportion on "Office Management" (20% above average), "Mail Reading" (28% above
average), and less relating to "Reviewing Caseloads" (14%). As these categories are among the relatively smaller ones, it would appear that overtime is attributable more directly to volume of work and other external factors rather than to any particular phase of the job.

**Supervisory Procedures**

The section of the questionnaire entitled "Analysis of Supervisory Procedures," in Appendix A refers to methods of working which are more suggestive of quality of supervision than the time distribution. All 16 district supervisors filed returns for this section. The timing of supervisory conferences, Question 1, shows that the most commonly used system is to schedule one weekly conference period for each worker. Thirteen supervisors follow this plan and the staffs of six use these periods regularly. Seven supervisors advise they have regular weekly periods available and that the workers take advantage of more than one-half of these periods. Three arrange supervisory conferences "as convenient." Supervisors covering more than one office have to vary their coverage, and the extent of supervision available is best stated from the workers' standpoint. Of the total of 103 workers, 83 have weekly periods available, of which 37 use them, and the balance using over one-half of the periods. For 20 workers, supervision periods are irregular with four averaging one per week, 11 workers having a conference less that once a week but oftener than once per month, and five
having conferences once a month or less frequently. It is assumed that those in this last group are workers in one-man offices, those carrying Old Age Assistance caseloads, and possibly the more skilled district workers. The reasons for the total of 46 workers or nearly one-half who have weekly periods available but do not use them fully were not covered in the questionnaire, but would relate to how much independence the worker could be given as well as accessibility of the supervisor.

For Question 2 concerning "on-the-spot" supervision outside of regular periods, four of the supervisors report this took up more time than regular periods. With respect to 17 of the total staff of 20 supervised, only one of those so reported on the time allocation in Table 6. These four supervisors rate low on "Scheduled Conferences" being 38% less than the average, and 30% above average for "Occasional Conferences." There may have been some misunderstanding of the term "Occasional Conferences" by which was meant "on-the-spot" supervision outside of regular periods. Generally, unprepared conferences without benefit of reading recording, are less valuable, even where they may be confined to what seems to be straightforward application of policy. One inference is that pressure for immediate action is such that neither supervisor nor worker can wait for recording to be completed, or alternatively, that both allow themselves to be pressured beyond the reality need.
The keeping of supervisory records or notes of conferences to indicate the workers' performance is considered a helpful practice. In this way instances of the kinds of case situations which present some difficulty to the worker are better appreciated by the supervisor who can then focus his teaching upon such areas. In reply to Question 3, nine supervisors report the keeping of such records. It was not questioned if this was carried out for each conference, but one would expect some variance. Two supervisors keep such records for less than one-half of their staff, and five state they keep no records.

The replies to Question 4 dealing with preparation for supervision periods by both supervisor and worker show a wide variance of practice. Section (a) covering prior review by the supervisor of material presented by the worker shows that two supervisors do so in all cases, six in more than one-half of cases, six in less than one-half of cases, and two report "infrequently." Here again, the quality of supervision is directly related to the degree of prior preparation, and one concludes that this was not possible in many instances. Relative to the worker's prior review of material presented by the Supervisor there is a slight improvement in that the workers of three supervisors do so in all cases, eight in more than one-half of cases, three in less than one-half of cases, and the workers of two supervisors in no case.
Question 5 asks what workers' recordings are seen by the supervisor, the determining factors being administrative and teaching needs, as well as opportunity, and the findings are as follows:

(a) Workers' records seen in all cases - 32% of
(b) Workers' recordings seen in all new cases - 64% workers
(c) Workers' recording seen where administrative decisions pending - 89% "
(d) Workers' recordings in cases selected by the worker - 83% "
(e) Workers' recordings in cases selected by the supervisor - 85% "

With respect to (e), some explanation is necessary. One supervisor apparently acts only in the capacity of consultant as he reports he sees only cases selected by the workers. One supervisor does not see recordings he wishes to discuss of two of seven workers. A third supervisor reporting "none" for (e) sees all workers' recordings, but may not follow the practice of selecting cases for discussion. While desirable for the supervisor to see the workers' recordings especially those whose performance is weaker, it appears the volume of work precludes this. It is presumed the bulk of new cases not seen by the supervisor would consist of O.A.A. and O.A.S.B. files in which eligibility decisions are made by the Old Age Assistance Board. With respect to (c) it is necessary that some authority be delegated to the more experienced workers in one-man offices to make administrative
decisions. As for (d) it is concluded some supervisors do not have sufficient opportunity to see files the worker wishes to discuss, or may not consider this necessary.

Question 6 deals with frequency of review of individual caseloads, and it is to be noted there is no agency policy concerning this phase of work, except that it holds the supervisor responsible to know what is happening. Two supervisors state they are able to review the workers' caseloads once a quarter, and a third does so with respect to Child Welfare and Family Division cases only (for other categories unspecified). Such a review is accomplished on a semi-annual basis by three supervisors, by four on an annual basis. The remaining supervisors review the individual caseloads at other intervals according to apparent need and other exigencies. One supervisor in his present position for 17 months, advises he is commencing caseload reviews; another supervisor, newly-appointed, is doing the same. Other patterns are "as often as time permits," "Periodic of certain categories" and "according to changes in policy, changes in staff, and for evaluations." One supervisor, in his present placement for one year, reports he has not attempted to examine individual caseloads.

The need for this kind of administrative supervision depends upon the degree of independence of the individual worker, and any hard and fast policy cannot be laid down. When undertaken, such reviews should be the joint enterprise
of both worker and supervisor with the worker retaining full responsibility for his caseload. At the time of transfer of a caseload and at other evaluation periods, the supervisor should have information as to the status of the worker's caseload. The need for such an overall review would otherwise arise in situations in which the worker is experiencing difficulty in providing adequate coverage or the caseload has grown to unmanageable size. Where this occurs the supervisor would need to decide that only partial or no service can be provided in some cases as they are beyond the worker's skill or he cannot spread himself to that extent. This decision whether or not to offer service (opening or closing cases) would apply only to those categories such as come in Family Service in which no statutory responsibility exists. If there is flexibility as to case assignment, it might be feasible in some instances to transfer cases to a more skilled worker.

It is of interest to report what the district supervisors themselves consider optimum frequency of review of individual caseloads in answer to Question 7. Seven are of the opinion this should be carried out "quarterly," six state "semi-annually," two advise "annually" and one does not believe any specific periodic review is necessary. From the wording of the questionnaire it is inferred that these reviews should be the work of the supervisor. However, some supervisors may have interpreted this to mean review by the
worker only. The latter certainly should assume some responsibility. The qualifying remarks have a bearing.

With reference to quarterly reviews, these are, "at time of transfer of caseload," "special situations by B/F," and "if regular reading of dictation and reviewing of special categories such as adoption, family services is taking place." Relative to the optimum frequency of "semi-annually" one supervisor feels "for the inexperienced worker or the worker whose performance is below par, more frequent review would be valuable." The supervisor who does not hold to any particular frequency advises it "depends upon individual staff and other factors." What does appear essential is that there be a means of administrative check to indicate caseload coverage, which could be accomplished by the supervisor having a duplicate Kardex, showing the case category and worker's activity. The fact that on the survey date the average caseload was 322 suggests the difficulty the supervisor must experience in exercising his administrative responsibility without some mechanical aid.

Questions 8 and 9 have to do with methods used in reviewing caseloads. The distribution reported is:
(a) Reading all files in caseload - 2 supervisors
(b) Reading more than 75% - 3 "
(c) Reading more than 50% but less than 75% of files - 3 "
(d) Reading more than 25% but less than 50% of files - 4 "
(e) Reading more than 25% or less of files - 2 "

In addition, one supervisor covers all Child Welfare and Family Service cases only, and another varies his method "according to the worker's skill and reliability." Two supervisors do not review O.A.A. and O.A.S.B. cases as "this is done by the divisional office." Of the 13 supervisors following a sampling method, 11 do so by category, one selecting random files, and one by number, e.g. every second file. The further question as to whether some combination of these methods is used was not asked, and no explanatory remarks were made.

Questions 10, 11, and 12 relate to frequency, planning and content of staff meetings. The common pattern is "as convenient averaging once a month or more often" reported by ten supervisors. Three hold weekly meetings, and one arranges them on a regular monthly basis. The balance of the distribution is one every two months, and one "every three months approximately." One supervisor also arranges a joint staff meeting for all three offices covered every three months in addition to those in the main office. Responsibility for planning of staff meetings varies. One
supervisor gives full responsibility to a staff program committee, five report staff take more than 50% responsibility, five report staff take less than 50% of the responsibility, and five supervisors take all the responsibility.

Table 7 "Content of Staff Meetings During Preceding Six Months" is based upon returns from all 16 supervisors. The content of staff meetings covered during this period is roughly evenly divided between the six categories mentioned but the weighting shows some variance. Content classified as "Major Part" is 80% represented by administrative communications, eligibility and other policies, and 20% pertain to client needs and professional practices. Of the "Proportionately Equal" 64% has to do with administrative and policy considerations, and 36% (slight error in reporting) are concerned with clients' needs and how to meet them. Under "Less Than Equal," 31% relate to administration and policies, and 69% to do with how clients are served. "Negligible" appears to be evenly spread out between the two types of material discussed. In summary, there is considerably more emphasis upon administrative matters than upon material designed for staff development.

The supervisory methods above described, which have the purpose of improving the quality of worker's performance, find their summation in the written evaluation. The supervisory process as the means of continuing professional
Table 7. Content of Staff Meetings During Preceding Six Months

<table>
<thead>
<tr>
<th>Content</th>
<th>Major Part</th>
<th>Proportionately Equal</th>
<th>Less Than Equal</th>
<th>Negligible</th>
<th>Totals</th>
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<td>4</td>
<td>3</td>
<td>15</td>
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<tr>
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<td>3 (b)</td>
<td>2 (c)</td>
<td>4 (d)</td>
<td>10</td>
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<tr>
<td>Totals</td>
<td>10</td>
<td>38</td>
<td>41</td>
<td>19</td>
<td>108</td>
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</table>

(a) Studies of books, articles from “Social Casework.”

(b) Reading material, reviews of articles, clerical, foster care, cars, (use and care), manual use.

(c) Philosophy re cases involving custody of children, joint meeting in the Health Unit showing films, “Families First,” “Your Family.”

(d) Films.
education is a difficult teaching method. The supervisor-worker relationship involves the expression of the deepest and frequently contradictory feelings in many subtle ways, and can result in either inspiration or a sense of inadequacy for both. If the supervision is coldly objective or swings over to psychotherapy of the worker, the educational aspects cannot be successful. In addition to furthering the worker's growth through education supervision is concerned with the client's growth, a treatment process. These dual responsibilities are exacting, and neither can be neglected at the expense of the other. Through the periodic evaluation these two phases are examined together by worker and supervisor, and have meaning for the worker's future development and placement. Similarly, it has meaning for the supervisor's own growth.

Evaluations

Following decentralization and the appointment of district supervisors, the Branch gave increasing attention to quality of service and how the professional growth of workers could be furthered. A committee of 10 senior supervisors studied the subject of evaluations and compiled a brochure outlining the principles and purposes of evaluation, and as a basis for evaluation an analysis of the district worker's job. ¹ Included in the study are a discussion of the super-

¹ Evaluation Committee, Social Welfare Branch, Study on Staff Evaluations, March 1, 1949.
visory function, methods and techniques of evaluation, and an evaluation outline. The importance of the evaluation to the administration is clearly defined. It is vital to know the capacities of the field personnel and how well services are being given, as this affects selection of staff and the planning of any additional services. Satisfactory placement, tenure, and promotion of the individual workers are dependent upon a fair evaluation. The total program of staff development is based upon the written assessment of the workers' educational needs.

What is impressive about the job analysis is the detailed body of knowledge required for the different programs—public assistance, family and child welfare services, mental health, community organization, and other services, and the variety of mechanics and procedures to be followed. This unalterable characteristic of a generalized program means that during the first year and probably longer much of the worker's energy will be consumed in mastering the administrative aspects of his work, and supervision will be focused in this direction. As the worker becomes comfortable in his understanding and use of the large mass of regulations he is ready to increase his self-knowledge. What the agency expects of the district worker is all-embracing, and if he is to perform reasonably well, he requires a high degree of professional training and personal suitability, including ability to be selective and to withstand conflicting pressures. Regardless of qualifications, the beginning worker will be
dependent upon the supervisor for a considerable period.

Suggested standards concerning evaluations are made in the "Study on Staff Evaluations." It is considered desirable to conduct the first evaluation at the end of the six months' probation period required by the Civil Service Commission in conjunction with the Efficiency Rating. Thereafter, an annual evaluation should be made, although this would vary according to the individual worker's capacity. It would not seem necessary in the case of a worker who has reached his optimum development, to submit an annual evaluation indefinitely. On the other hand, when there are serious questions concerning the worker's performance, more frequent evaluations would be needed. The need for an evaluation prior to transfer is obvious as the decision relative to the proposed new placement would be dependent upon this knowledge. Further, if the transfer is effected, the new supervisor should have the benefit of what is already known about the worker's level of growth. The policy now in effect is that evaluations are obtained at the end of the first year, then in three years, and whenever a worker is transferred, regardless of time element. In respect of In-Service Trainees, three evaluations are made during the six months training period. Sound techniques of evaluation are recommended covering the use of periodic oral summaries, adequate advance preparation by both worker and supervisor, the keeping of supervisory notes, and the selection of cases for discussion. It
is stressed that the worker's own comments and interpretations should be included in the recorded evaluation.

The evaluation outline formulated at this time (1949) places emphasis upon the worker's factual information and work organization. It has since been replaced by a more recent outline in use since 1953, Appendix D. This gives more weighting to the qualifications required for professional practice—knowledge and understanding of human behavior, interviewing skills, and the helpfulness of the worker's relationships. The current outline points to a higher standard of work expected. As evaluations are confidential documents, and were not accessible to the writer, it is not known if they are being submitted in line with the suggested timing, and to what extent they are serving the purposes stated. This might be a suitable subject for review, at the present time.

The Use of Staff Meetings

In addition to the responsibility of the district supervisor in staff development, the Branch has promoted staff meetings, institutes, and conferences for different groups of staff to this same end. While the holding of regular staff meetings at district level is encouraged by administrative personnel, their frequency and planning is left to the discretion of the district supervisor. The questionnaire returns showed considerable variation as to frequency—in some areas weekly meetings were held, and the least frequent being two during the preceding six months. It is
apparent that to bring the staffs from two or three widely separated offices is difficult to arrange, and this might be feasible only once every two or three months. At the same time the value to staff in receiving not only practical help in their work but recognition and support is immeasurable.

In realizing the values in staff meetings in aiding staff development, the Branch has recently circularized a pamphlet on this subject prepared by the Training Supervisor which offers useful suggestions as to their organization and content. In future, the Training Supervisor expects to be more active in assisting the district supervisors in this phase of their work, and with their co-operation, it is planning to make an assessment of such meetings. For the district supervisor the planning of staff meetings is complicated by the differences in levels of development of staff, and also by the need to get across procedural and policy matters and to serve sufficient time for the professional content. When there is reliance on review of mechanics, such meetings tend to be sterile and participation is at a minimum. The practice of holding brief staff meetings solely for administrative communications is one device to retain the educational purposes of the regular meeting.

The organization of staff meetings is most productive when full responsibility for program planning is given to a staff committee with the supervisor stimulating their thinking and serving as a resource person. In areas in which there is

1. Moscrop, Martha, Staff Meetings, Draft prepared for the Canadian Welfare Council, April 12, 1954.
a smaller number of staff, four or five, the supervisor may need to share in the responsibility for presentation of material and keeping of minutes. Examinations of the staff meeting minutes of one district office for the period 1947-1951 showed that their quality was in direct ratio to the degree of staff responsibility for planning. During the period a staff committee worked out a program plan, which was mutually agreed upon, the professional content was of greater value. Presentation of material by staff was thoughtfully prepared, and each staff member in turn had an opportunity to present material, lead in the discussion, and keep minutes. By recognizing that each worker has a contribution to make and by leading rather than directing, the supervisor can be most effective in stimulating the growth of staff in this group process. Turnover of staff does affect the organizing of staff meetings and their continuity, but they are equally important for reasons of orienting new workers and helping them to feel a part of the agency. They are useful, also in gauging the interests, abilities, and needs of the new worker.

At the Regional level a fairly consistent pattern of annual staff meetings since 1943 has been followed. These have had not only the purpose of staff development but have also contributed to the integration of staff, and provided a means of communication between administration and field. The district staff have been encouraged to express their needs with respect to professional development, their problems in
daily practice, and to make recommendations concerning policy changes. Casework institutes formed the principal part of such conferences in Victoria (1944), at Nelson (1945) and in Kamloops (1946). An institute for Regional administrators and supervisors on the subject of administration took place in Vancouver (1948). All of these institutes were lead by Miss Marjorie J. Smith.

Since 1951 the annual Regional staff meetings have assumed greater significance. By this time the district supervisors possessed several years' experience in working with staff, and had become more skilled in freeing them to express their needs, and were less threatened by their wishes. Planning of such meetings has improved to the point where staff are playing the principal role in organization, and the administration has aided in providing requested resources. These meetings, which usually comprise three days, have proven to be an excellent method of staff development in that the major portion of the material is presented by the field staff, has been clearly focussed upon professional concerns, and has afforded the setting in which administrative and operational personnel can come together as equals in exchanging ideas. Minutes of these Regional staff meetings convey the impression of a healthy status of all personnel in that no one group has a special stake, and there is ample opportunity for self-expression in "jam sessions" and evaluate discussions. The scope of the programs have been "down to earth" arising from
the concerns of daily practice in such subjects as mental
health services, working with the community, intake problems,
and the special needs of particular client groups—the
physically-handicapped, the unemployed, the aged, children,
and others. During the past year several casework institutes
have been arranged as part of the Regional staff meeting pro-
grams with the teachers being provided by the U.B.C. School
of Social Work. Some of the material presented appears
suitable for district staff meetings programs. In short, the
Regional annual staff meetings have value in furthering the
workers' professional development and in providing the admin-
istration with information concerning the social needs of the
public and how these are being served by the existing pro-
visions and personnel. They afford the main opportunity for
Division personnel to meet with field staff, and to discuss
new concepts and policies. In this manner staff relationships
are strengthened, and the individual worker gains needed
recognition for the role he is playing in the total organ-
ization.

Supervisors' Institutes

Relative to building up the calibre of supervisory
staff, both district and divisional, the Branch has made
several important decisions which, if approved by the Minister,
should contribute to a higher quality of performance. En-
suing from the successful experience of the Supervisors'
Institute held in January, 1954, it has been recommended that
these be held annually, and responsibility for their planning has been assigned to the Division of Training. The 1954 Institute, which lasted four days, was divided into two sections. The first, a two day institute given by Miss Smith who used case material selected by the supervisors, was directed toward improving diagnostic skills with stress upon the total family approach. The second section covered discussions on material requested for the "Supervisor's Kit" the changes in the In-Service Training course, evaluations, agency organization, community organization, and specific questions relating to the various programs which the heads of Divisions were able to clarify. Planning for the 1955 Institute, in which the supervisors will participate to a much greater extent, is already under way.

Two previous institutes for supervisors have been held, an "Institute on Child Welfare" in 1949, and an institute in 1951 relating to the purposes and methods of supervision. The 1949 institute, which lasted five days, was arranged by the Superintendent of Child Welfare and the supervisors of the Child Welfare Division. The latter presented case material to illustrate the services involved in child protection, placement, and foster care, adoptions and unmarried parenthood. The purpose of this institute for district supervisors was to increase their understanding of the child welfare program so they could assume increased responsibility in this area. It was following this prepar-
that the case supervision of certain phases—non-ward care, work with unmarried mothers, and protection services—was decentralized in April, 1949. It was considered advisable that authority to apprehend, the approval of adoption placements and court reports, and the administrative aspects of services given under the "Children of Unmarried Parents Act" remain centralized in the Division office. When it is considered the district supervisors are able to assume greater responsibility the authority to apprehend and the final adoption court reports could be delegated. These are casework decisions which are difficult to make at a central office. The 1951 Institute accomplished much in strengthening the district supervisors and in increasing knowledge of how to assess workers' special abilities and problems, and how to help them to learn. This was lead by Mrs. Helen Exner of the U.B.C. School. Other material outlining the function of the Civil Service Commission, Woodlands School, and In-Service Training was discussed.

These three institutes for supervisors have given them concrete help, and have undoubtedly lessened their feeling of isolation. The secondary gain, that of knowing the administration feels their efforts are worthwhile, is not to be discounted. Another important medium by which supervisors receive stimulation and share in their thinking are the regular meetings of district supervisors held within each Region. There is some variation between Regions as to
frequency, dependent upon other responsibilities, however, these are encouraged on a bi-monthly basis at least. Apart from their staff development purpose, the district supervisors' meetings represent the channel between the operational staff and the Regional Administrator. The supervisors use this opportunity to present any recommended changes requested, and the Regional Administrator may, in turn, present these directly to the Administration, or raise them at meetings of the Regional Administrators or Planning Council. This channel works down as well.

Professional Literature

The Branch Library, consisting of over 1,000 volumes, individual papers and periodicals, is an essential aid in staff development. The operation of the Library, as well as the circulation of study material for supervisors and staff, is carried out by the Training Supervisor who acts as a resource person. The Training Supervisor is consulted by staff with reference to particular phases of their work, for example, adoption practices, or suggested readings designed to enlarge their general knowledge of personality development and casework skills. Reference material may be requested to assist in the preparation of papers for district and Regional staff meetings. Bibliographies have been prepared on such subjects as supervision, interpretive material for public relations, for foster parents, and other topics of common interest. A number of special pamphlets prepared
by staff members concerning protection of children, adoption services and others have been circularized. The Library subscribes to some 15 periodicals of social work interest, and contains numerous pamphlets published by the Canadian Welfare Council, Department of National Health and Welfare, Council on Social Work Education, Family Service Association of America, and other organizations.

The Library, which is registered by the Canadian Library Association, follows the Dewey decimal system of classification modified to be specific enough for social work subjects. There is no budget as such for the Library, and expenses are a charge on "Incidentals." As it is desirable that reading be utilitarian and related to the worker's readiness to incorporate the material, it is expected the district supervisor will suggest suitable references. In 1952 there were 32 individual requests for 73 books and pamphlets, and in 1953 a total of 55 requests for 180 items. The Library is used more frequently by the district supervisors, who probably pass on some of the material to staff. In response to question 13 of the Questionnaire on "Supervisory Procedures" 14 supervisors reported the Library was adequate for their needs. The chief comment made was that neither supervisors nor workers have sufficient time to keep up with current periodicals and other reading they would like to pursue. Requests for an up-to-date catalogue have been made, and also for a small basic library at the Regional
Offices. A number of periodicals, "Social Casework," "Child Welfare," and "Canadian Welfare" are available to staff at either district or Regional offices. Until August, 1953, new acquisitions were noted and often reviewed in British Columbia's Welfare." which is greatly missed by the field staff. Issues of "British Columbia's Welfare," published from 1944, are available in district offices, and they are also useful reference resource.

On the whole, it appears the Library is not used as much as one would expect, and the explanation of lack of time could be further explored. To make the Library more "functional" a new system of requisitions has been implemented so that district supervisors and administrative personnel may forward a "Quarterly Library Order Form" to indicate their preferences together with comments. Because of other commitments, the Training Supervisor has been unable to bring cataloguing up-to-date, as well as to classify the more useful material. It is planned to engage a qualified person to accomplish this project, and to circularize a quarterly bulletin, outlining the content of new volumes. Included in the Library services are the provision of films as requested and available. Each district office has the National Film Board catalogue, "Health, Welfare and Recreation Films" some of which are of educational value for social workers. The use of these is somewhat limited, partly because the projection equipment has to be borrowed. Of special interest is the
film, "A Friend at the Door" (1950) descriptive of the generalized services of the Branch, which has been found effective in promoting public understanding.

**Financial Aid for Professional Training**

The provision of bursaries and educational leave represents another method the Branch has followed as part of its staff development program. Apart from the worker's desire to improve his qualifications and the Branch's support of this general purpose, such requests need to be considered in the context of the over-all staff picture and the filling of vacancies created. The underlying principle of such assistance is that the agency does have a stake in promoting higher professional standards of staff, and therefore it should give financial aid and other support to this means of staff development. Policies concerning bursaries and educational leave were formulated in 1949 in which year an Order-in-Council was passed to establish an annual fund of $2,400.00 for this purpose. The amount of an individual bursary was fixed at $1,200.00 to a social worker with dependents, and $600.00 to those without dependents. These could be in any combination.

Applications for educational leave are made to the Bursary Committee, a standing committee of the Planning Council. This committee has the responsibility of assessing the potentialities and individual needs of each candidate on
the basis of his written evaluation and other first-hand information regarding his capacity; and the planning of the leave of absence. In this way any financial aid would be granted only upon proven merit, and primarily for the benefit accruing to the work of the Branch rather than for the development of the social worker concerned. Final approval rests with the Deputy Minister. Two groups are eligible to apply for financial aid.

(a) "Those with six years' experience with the Branch who are now holding supervisory positions, or those with this length of service who might qualify for supervisory positions if they could have the advantage of further training."¹

(b) "Those with In-Service Training, some of whom might have less than six years' service, but who, nevertheless, show promise of remaining with the Branch for some time."² This has since been amended to three years of service, and, in outstanding cases, has been waived to two years.

Concerning the first group, that of supervisors or those of potential supervisory calibre, it was decided that the bursary could best take the form of leave of absence with pay. This leaves some financial responsibility with the supervisor for his professional development by way of fees, travelling expenses, and other items. The type of course

². Loc. cit.
considered most advantageous for supervisors are the short, intensive summer institutes usually of six weeks' duration, offered by the major schools of social work. Although the preferred type of course this would not preclude consideration of those who might benefit more from a full year's study. It is specified that such leave will be exclusive of holiday leave. Despite the attractiveness of this plan for either refresher purposes or adding to one's professional skills, there is a record of only four supervisors being granted leave with pay, and several refused for different reasons. A few others have taken advantage of the national grants for medical social work and mental health which came into effect in 1948. While these grants acted as a stimulus, few were able to utilize them, and they did not meet the needs of the majority of staff. To build from the bottom up became the guiding principle of staff development.

With respect to the second group, those with In-Service Training, the type of course most suitable was logically considered to be the first year at the U.B.C. School of Social Work. This leads to the B.S.W. degree for those students having university graduation. The points considered in these applications are educational and occupational background, self-effort in obtaining an education, job performance, personality, desire to improve competence, and qualities as a potential supervisor. Each approved applicant enters into an agreement with the Civil Service Commission
to return to the Branch following completion of the course for a period of two years. During the five years the bursary system has been in effect a total of 36 applications have been considered of which 16 have been granted, 12 were refused as "unsuitable," and five withdrew. In only one year, 1950, was the total of $2,400.00 insufficient to cover grants for three satisfactory applicants. To improve liaison with the U.B.C. School of Social Work a School representative attended committee meetings in 1954.

Professional Stimulation Outside the Agency

Attendance at conferences and institutes is another effective method of advancing professional skills, and where feasible the Branch has tried to provide such opportunities for stimulation to as many staff as possible. Conferences held at long distances away are most costly, and are usually attended only by senior administrative officials, most of whom take part as program participants. There has been a noticeable economy during the past year in that only two had expenses paid to the Canadian National Conference on Social Work held in Toronto in June, 1954. Three will be able to attend the American Public Welfare Association conference to take place in Seattle in September, 1954. Some concession has been made in that staff on holidays and wanting to attend may have their registration and hotel fees paid. Attendance at conferences in previous years has been higher. A total of eight
had expenses paid to the National Conference in Quebec in 1952, five were sent to the Western Regional Conference in Winnipeg in 1951, and 95 attended the National Conference in Vancouver, 1950. A large number were assisted financially to attend the A.P.W.A. Conference in Victoria in 1952. When conferences are close at hand many of the junior staff, those with several years' service, and those who can make the best use of them, are given preference.
CHAPTER 4

THE IN-SERVICE TRAINING PLAN

The Need for In-Service Training

Since the amalgamation of welfare services in 1943 the generalized program of the Social Welfare Branch has expanded to improve province-wide coverage and to meet increasing demands for social services. During the decade 1943-1953 the number of staff increased by 200% to 240 and during this period the total turnover of staff amounted to 5%. Because of the constant short supply of professionally qualified workers the Branch has conducted a continuing staff training plan to meet its personnel needs. That this plan is a major aspect of staff development carried on by the Branch is apparent in the most recent staff report of February 28, 1954. Of the total staff the In-Service trained comprise 34.6%, and of the social workers in the field (exclusive of supervisors) they represent 53.1%.

This situation is not peculiar to this public welfare agency. Similar In-Service Training programs have been instituted by a number of public welfare agencies in Canada, the United States, and other countries to prepare employees for essential field positions. On the local scene

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it is estimated that the Social Welfare Branch is recruiting a proportionate share of school graduates. The underlying problem of both social agencies and schools of social work is not only the recruiting of sufficient numbers of suitable persons to meet the demand, but also making the profession sufficiently rewarding so they will remain. Several trends which affect the availability of school graduates to the Social Welfare Branch should be noted. Firstly, a substantial proportion of students at the U.B.C. School come from outside the province, many of them subsidized by bursaries from public welfare agencies to which they are committed to return. Secondly, there is a loss of graduates and experienced workers to positions outside of the province, more especially to the United States.

In this background of a steadily expanding establishment and in competition with other social agencies and fields of work, the Branch has relied heavily upon its In-Service Training plan to cover its staff shortages. Although it had been anticipated the need for In-Service Training recruits would diminish, the reverse situation has occurred. During the past year this training program has been intensified with 34 candidates in five groups completing the course including two from private agencies. ¹ Coincident with the

increase in numbers of trainees the organization and content of the In-Service Training course, has been modified since September, 1953. The agency expects it will need to continue this course for some years to come.

The Purpose of In-Service Training

In-service training, which is concerned with teaching and learning, differs both in purpose and approach from university education. The goal of in-service training is preparation for a particular position so that the work may be done most effectively. The content of this type of course is based mainly upon the intent, methods and experience of the one organization with general knowledge usually limited to direct application. The determination of adequate performance requires study as well if the success of the training plan is to be assessed. Professional training, on the other hand, aims at generalization of principles and methods in the development of a basic discipline. The social work curriculum develops an understanding of the role of the social services in our social order, the nature of human behavior, and a disciplined approach to social problems and interpersonal relationships. The university student learns the common skills utilized in the various areas of social work--casework, groupwork, community organization and research in social work.

The In-Service training plan is essentially an
apprenticeship kind of learning, and its results depend mainly upon the capabilities of the trainee and practice supervisor and the teaching opportunities presented in the daily work. Although the formal in-training course including practice work does not approximate professional training in all its phases, more particularly with respect to intellectual concepts, the promising trainee can make excellent progress in acquiring and developing professional skills with the aid of a competent supervisor. Such progress will continue for some time after the completion of the in-service training course, and should have the effect of stimulating the worker to acquire the basic professional education. Given the same learning opportunities through provision of subsidized educational leave the potential performance of the in-service training graduate should not be any less than that of the worker who obtains his social work education prior to employment.

Historical Sketch

The first objective of the Branch's In-Service Training course, when organized in 1943, was to integrate the experienced staff transferred to the Field Service from the former Unemployment Relief and Old Age Pension Branches. This group presented a different educational problem than those subsequently recruited. At the outset equitable personnel policies were ensured in that Civil Service seniority was maintained with no loss of salary or job security. This
group of men, who brought with them a wide experience and range of capabilities, had learned the "hard way," and many felt inferior because of their lack of educational opportunities. Learning under the supervision of a young woman was initially threatening to some, and it required considerable skill to make them feel accepted as equals and to encourage their participation in the course discussions. Equally unfamiliar to this first group was the conscious use of casework methods, and the evaluation of their own work by these standards. In small groups of six to eight these experienced staff members were given a six weeks' course outlining the agency's services, with a written examination at completion. The majority displayed both ability and interest in learning and selective placements according to capacity were made. It was gratifying to the senior Branch officials when these untrained personnel later requested they be referred to as "social workers" instead of "members of the Field Staff" as first called.

In the same year the first "apprenticeship class" composed of five newly-appointed trainees completed a three-months' training course. This period of time was considered the minimum necessary to establish the suitability of candidates. The content of the course emphasized the "why" of policies and legislation, knowledge of community resources and relationships and orientation to the professional approach. The six weeks of lectures and discussions also in-
eluded field trips to various provincial institutions, hospitals and other social agencies. The practice period under supervision consisted of six weeks. Although initially trainees were given a subsistence allowance during the training period this policy was later altered, and they were given the full salary for the Grade 1 classification.

At least one In-Service training class was held each year during the decade 1943-1953, and with experience a definite pattern emerged. Candidates were first placed in their field assignments for a period of two months or longer, and then came together for four weeks of lectures and discussions. To make for worthwhile group discussion and also to justify the time given by the Training Supervisor and other Branch personnel who presented material it was felt that the class should number at least six. As developed prior to 1953 the content of the four weeks' course was approximately divided into 40% devoted to B.C.'s social legislation, programs and agency procedures, 25% to personality development and casework methods, 20% to field trips, and the balance dealing with social services in general, Branch organization, administration and personnel policies. The Training Supervisor in addition to arranging the all-over planning and evaluation was responsible for much of the teaching of professional concepts. Many senior staff members ahred in the training process—as presented in 1952 a total of 22 participated.
Because of their prior field placements students were more ready to participate and integrate new knowledge with practical experience. Mimeographed material given to each student included "The organization of Social Services in Canada and B.C.," "Outline of B.C.'s Welfare Programme," "Normality and Maturity," "Principles of Social Case Work," and a "List of Required Reading." Following such an intensive course the interested worker realized that he had much to learn, and was encouraged to continue further study on his own. Under this plan the initial responsibility for orientation lay with the district supervisor, who also aided the trainee to consolidate new learning following completion of the course. After eleven years of experience with In-Service staff the Branch has reached these conclusions: "The In-Service trained staff member, though conscientious, seldom acquires the knowledge and depth of understanding social work practice necessitates. He can do only a limited job, for he has not, in the time that can be given to training him, gained a complete awareness of professional knowledge and method, let alone skill in utilizing these basic components of professional practice."¹

Selection of In-Service Training Candidates

The success of the In-Service Training plan depends not only on the quality of learning experiences provided, but

upon the calibre of the individual trainees. The selection of candidates who have capacity to work constructively with people requires skilled judgment if the people to be served are to receive real help with their problems. In addition the agency also wishes to safeguard its investment in the trainee, and to avoid having this wasted. The interviewing of applicants for the In-Service Training course is shared between several senior officials, one of them the Training Supervisor, and the final screening and approval is made by the Assistant Director of Welfare. The following factors are given consideration:

1. **Age:** Preferably between 25 and 35, although the usual Civil Service regulations with veterans' preference are cited.

2. **Health:** A medical examination is required as evidence of good physical health.

3. **Education:** A minimum of Junior Matric is quoted in the job description. In practice the standard has been considerably higher with a B.A. preferred. During the past year about 75% of candidates have been university graduates. Other means of evaluating intellectual capacity are utilized such as previous occupational achievement and ability to verbalize.

4. **Personality:** The importance of personality factors in the field of social work is recognized, and are judged carefully. Qualities looked for are "character, maturity,
social poise, warmth of personality, humour, and above all the nature of the desire to be of help to others.¹

In making an assessment of applicants’ maturity the interviewer is alert to rigidity of attitudes and opinions, and evidences of neurotic patterns. This is difficult to accomplish in several interviews, and may not be uncovered until later in the supervised practice work. The demonstrated desire and ability to learn as distinct from intelligence, is essential. Some thought has been given to the use of psychological testing as an aid in selection, but this step has not been followed. In the last analysis it lies within the competence of the qualified social worker to make this kind of evaluation. To offset errors in judging suitability the accepted trainee is told that the training period is a testing period, and that he will be evaluated at various times. The trainee has an opportunity to read and discuss the evaluation outline, and knows if he does not attain the standard expected, he will be dropped.

5. Other Factors: With respect to sex, marital status, religion and national origin, the Branch aims to have a balanced representation. If the applicant is a married man with dependents, the matter of salary is discussed early in the initial interview. Ability to drive a car is required. Except in special cases, applicants are

¹ Martha Moscrop, op. cit. p. 2.
usually advised they may expect to be placed anywhere in the province.

Appendix E is descriptive of "The Initial Application Interview for In-Service Trainees." Appendix F is the Civil Service Commission Application Form, and a similar form for use in the Social Welfare Branch personnel file. Factual information concerning the applicant's education, prior employment, war service, dependents, and other personal data are covered. Three references, preferably previous employers, are requested. There is no special application form for In-Service Training applicants. Following the initial interview, the applicant who appears suitable is given an application form to complete. Letters to references are written by the Assistant Director of Welfare, who outlines what qualities are needed for this position, and requests reasons why the applicant is believed to be fitted for social work. References have been found useful, on the whole, in giving additional data concerning the applicant's relationships and general functioning.

The Current In-Service Training Plan

From time to time modifications in the In-Service Training course have been made, and the current plan has been in operation for only one year. This is more comprehensive in that it covers a period of six months, divided into three parts: an orientation period of four weeks, a practice period
under supervision, of four months, and a concluding instructional period of four weeks. This longer period makes it possible to obtain a clearer understanding of the trainee's ability, and relieves the District Supervisors of the major responsibility for orientation. In the new plan the greater portion of the two months of formal course is given to teaching of personality development and casework methods with use of case material from the field.

In Part I of the In-Service Training Course, which is the orientation period, the beginning trainees meet all day every day in group sessions under the direction of the Training Supervisor. The principal teaching method used is that of discussion to encourage the group to express their own thinking. Other methods used include the lecture type of presentation, assigned reading, and observation. During the first week the morning sessions are spent in understanding the nature and causes of social problems, social security measures, and the social welfare services in B.C. including private agencies and institutions. Some of these agencies, such as the Western Society, Cancer Institute, and C.N.I.B. are visited to obtain first-hand knowledge of their operation. In the second and third weeks the mornings are devoted to outlining provincial social legislation, the administration of the Social Welfare Branch, the municipal welfare departments, and community resources. How these organizations are inter-related in function, and the making of referrals are
clarified. Considerable time is also given to work organization and procedures with the trainees instructed in the actual completion of some of the forms used. The use of the Policy Manual, which is referred to in case studies, is illustrated by class exercises to look up answers to questions posed. The trainees are taught how to read an Act, and the Social Assistance Act is studied in some detail. The use and handling of individual case records is also given some attention. The balance of the morning sessions cover such topics as public relations, professional ethics, inter-professional relationships, personnel practices and preparation for the projects the trainee will complete for Part III of the course.

All of the afternoon sessions of the orientation section are given to introduction of the group to professional concepts and methods. As a basis for discussion trainees are given mimeographed material in simplified and condensed version on the subjects of "Normality and Maturity," and "Principles of Social Case Work." In the first period personality development and behaviour are presented from the standpoint of the "normal" and what deviations occur. The significance of family relationships in contributing to emotional growth is stressed. During the second period illustrative case records are discussed to show some of the difficulties people present, and how these are handled.
These records serve to teach how interviews are used to help clients to tell what is troubling them, the worker's assessment, and what he does to help. Because of this limited preparation the trainee realizes he is not ready to practice social casework, but will need to learn under supervision in his field placement. Reading assignments include "Interviewing" by A. Garrett, "Common Human Needs," by C. Towle, and other references used are "Normality and Maturity," by M. Levine, "Common Neuroses of Children and Adults," by English and Pearson, "Social Case Work in Practice," by F. Hollis. At the end of the orientation period the Training Supervisor conducts an evaluation interview with each trainee, and a written evaluation is forwarded to the District Supervisor, who will be responsible for supervising his practice work. During the four weeks it is usually possible to judge the trainee's acceptance, intellectually at least, of professional ideas and some degree of his interest and suitability for social work.

The field placement, however, is considered to provide the real test of ability. Each trainee goes to a District (or Municipal) office to learn to be a social worker by doing it, and he is assigned to a regular caseload, in some instances a specialized Old Age Assistance one. A few trainees have been also placed in the Boys' Industrial School. Once in the field there is no delay in case assignments as there is work requiring immediate attention. Upon study of
selected cases in which he uses his knowledge of how to read a record, how to search for policies, and how to assess the client's problem, the trainee is ready to discuss his assignments on the first day. As the placement is not a protected one, and he carries full responsibility for his district the trainee needs much help at the onset in organizing his work, and in planning interviews. Initial anxiety can be minimized if he feels reassured it is all right to tell clients when he doesn't know the answer to some question. Organizing of a work time schedule at the beginning to allow for reading of records, regular supervision periods, and for interviewing clients at the office or home visits, dictation, and other office work, gives the trainee a feeling of security as well as making for the best use of his time. It is important also for the supervisor to be accessible outside of regular supervision periods as the trainee will need some additional help and emotional support. In so far as is possible, the supervisor selects from each case elements which the trainee is capable of handling, beginning with the requests for a specific service. During this practice period the trainee selects and prepares a case record, and an essay on an assigned topic. These are of a general nature and require considerable background reading and study of case material. Some of the subjects selected are "The Meaning of Illness," "Social Casework Treatment of Family Problems," "In Quest of Foster Homes," "Human Needs Met in Family Living,"
"The Rehabilitation of the Handicapped," and "Special Needs of the Aged." The trainee is given a guide for developing his subject and reference material is provided. The case records and essays are mimeographed, and used in Part III of the course. At the completion of the four months in the field another evaluation is prepared by the supervisor, and forwarded to the Training Supervisor.

In the second four weeks of group instruction that follow the teaching is shared with Branch administrative and supervisory personnel representative of the specialized fields which together make up the generalized services the trainee needs to understand. Using the material the trainees have prepared the discussion leaders from the Divisions and other specialists in the Branch meet with the group to enlarge on their respective programs. Professional theories and practices with reference to individual cases arouses lively discussion as the trainees now have had some experience of their own to draw upon. Further knowledge of social resources is added, and further examination of procedures and policies are included in addition to a few field trips. Daily evaluation sheets are completed with "comments," which contribute to the final summing up on the last day. Final evaluation interviews are conducted with each trainee at this point at which there is some planning of future educational steps. After completion of two years' service the In-Service training graduate may request a Branch bursary, or financial aid from some other
source. All are encouraged to consider taking the first year of professional education. In a few instances, unsuitable trainees, four during the past year, may be asked to withdraw.

Following successful completion of the six months' course in In-Service graduate returns to his district job to continue the learning he has started. Usually he returns to his previous placement, but this may be altered if he shows a special interest or capability, or on the other hand, requires a longer probation period. On occasion, intermittent supervision has been given because of other pressures on the supervisor, and it is felt the trainee will show progress in another placement in which adequate supervision can be offered. As previously indicated the In-Service trained worker is classified as Grade 1, the starting salary of which is $218.00 or $27.00 less than the Grade 2. If the proposed new salary schedule is authorized there will be a differential of $43.00 (slightly lower after the first year), and as all In-Service trained staff would be regraded to Grade 1 there will be more incentive for them to obtain professional education. With respect to the kind of performance expected of the In-Service graduate, it has been described as "limited." The defining of minimum or acceptable standards of performance has not been spelled out for the Grade 1 worker or higher grades. Some question might be asked about the quality of work of the 12 In-Service graduates who did not merit Branch bursaries.
Reasons for Terminations

During the period 1943--February 1, 1952, a total of 59 In-Service trained staff were terminated for different reasons. Of these 30 were dropped as unsuitable, 8 were married women who resigned, five left to take other positions in social work, three died, three retired, and ten left for other reasons. From information available, the stated reasons included leaving the country, remaining in the army, for a better paid job, transfers to other jobs in the Provincial Civil Service, and to enter or complete training in other professions. Of those considered unsuitable, a majority withdrew of their own accord as they recognized they could not handle the work or, in a few instances, a health breakdown occurred. The average length of service of the 59 staff terminated was 2.04 years. The overall total of In-Service trained staff in the service during this period was 130 making for a turnover of 45%. This is a somewhat lower rate than the 61% derived from the 1953 annual report, Table I. By comparison the education background of the 59 staff members who left was lower than that of the 71 In-Service trained in the service on February 1, 1952.

Admittedly a partial solution to a serious problem the In-Service Training plan has made it possible to keep public offices open, and to ensure that basic services are available. As this solution appears to be an increasingly necessary one for some years ahead it becomes all the more
Important to support other means of promoting the professional development of staff and to retain their services.
In British Columbia, as elsewhere, the preponderance of welfare services comes under public auspices. Despite the adoption by the Social Welfare Branch of professional philosophy and treatment goals there has always been too short a supply of qualified social work personnel to fill the positions. In fact, the gap between the two has widened during the past two years. Today the generalized program of the Field Service is being carried out by personnel of whom slightly over one-half do not have professional training. In-Service trained personnel are able to provide financial assistance and other environmental aid, and to develop their understanding of the use of relationship and human behavior under good supervision. However, optimum field experience and personal aptitude does not compensate for the considerable training and knowledge required to help individuals change in attitude about themselves and others so as to manage their own affairs. As illustrated in Table 2, p. 51A, the qualifications of operational personnel vary greatly, and it is reasonable to assume a corresponding variance in levels of performance. With respect to the Grade 5's all of the district supervisors now have at least one year of professional training, some of them with a Diploma obtained prior to 1945. Those with more recent social work
education have received improved preparation with the benefit of newer experience.

**Services Required and Levels of Performance**

The dilemma faced by the Branch is that a large proportion of the services needed require professional skills, and under the generalized scheme of caseload assignment by geographical district the possibility of separating out caseloads requiring the special skill of a trained person, is quite restricted. In some of the population centres, of which there are a few, the jobs requiring lesser degrees of competence, such as eligibility for Old Age Assistance, have already been allocated to special caseloads. Another problem presented is to determine at what point caseloads are manageable to permit of truly professional work. When the agency does not provide this opportunity, some professionally competent personnel may not be willing to accept these standards, and will prefer to work elsewhere. While caseloads have been reduced, the most recent available figure for the generalized type being 158 on March 31, 1953, this is considerably in excess of the standard of 60-100 recommended by the American Public Welfare Association. In public welfare there has been a traditional reliance upon home visiting, and it may be feasible in some areas to increase the proportion of office interviews to make for greater economy. The discriminating use of office interviews also means the client is accepting
some responsibility for his problem, and casework services are more likely to be helpful.

The need for additional research on content of the job, capabilities of personnel and standards of service is being given attention by the Branch at the present time, and some material has been assembled and analyzed. The first report states the focus: "Our problem seems to be to determine the standard of service which we are capable of giving and to so define it that we may aim at it on a provincial basis." Inherent in this question is examination of the range of client problems presented, and delineation of the competences required to meet them. Many public assistance clients, for example, do not need a therapeutic relationship, although the determination of such need does require professional skill. The sorting out of cases requiring the attention of professionally trained caseworkers, and those which do not also has a bearing upon In-Service Training. In effect, there are at least two levels of competence or standards of service as indicated by client needs. The implication of such a separation would be that two field workers would be available in any given locality. The geographical areas covered would not necessarily coincide. In deciding what should be a minimum as well as a desirable standard of performance the administration should have current knowledge of quality of service.

through continuous review of case material by qualified personnel. Because of staffing problems separation of case-loads in this manner would not appear feasible in areas of sparse population, but could be tried on an experimental basis in areas of relatively high concentration of population.

**Improvement of Personnel Standards**

The improvement of public welfare practice, on which public confidence and understanding is dependent, obviously has no ready or cheap solution. The personnel policies recently recommended by the Social Welfare Branch to the Civil Service Commission which guarantees the future appointment of well-equipped professional staff to supervisory vacancies is a progressive step. The same principle applies equally to administrative posts. For other positions as high a standard as actual conditions will permit needs to be established. As applied to the position of Social Worker Grade 1, or applicant for the In-Service Training course, the educational qualification might well be raised to university graduation in view of the large number of applicants. If a sufficient number with this qualification is not obtained ways and means of recruiting those with the desired qualifications would merit action.
The Strengthening of District Staff

There is awareness by the administration of supervision as the central focus of its staff development program, and that the most far-reaching and permanent results are to be achieved by strengthening the supervisory staff. As indicated in Table 5, p. 63A, the District Supervisors have an excessive volume of work placed upon them, and the main emphasis of their supervision is upon administrative aspects as pointed up in Table 7, p. 80A. While this function has to be carried out, it would appear to be at the expense of teaching staff the professional content of the job. Several recommendations have been made by the Branch administration to the Civil Service Commission and Cabinet to improve this situation:

1. The setting up of the position of an assistant supervisor or "senior worker" to whom would be delegated some of the administrative responsibilities, and thus enable the supervisor to have greater opportunity for developing staff. The employee selected for this position would be considered to possess potential supervisory skill, and might be given the supervision of one or more workers. This new position, if established, would mean an increase in the total establishment. The grade for such a position, under the proposed new classification appears to be Grade 3, but a more equitable basis would be to write in a new classification of Grade 5 for supervisor, with the assistant supervisor assigned to Grade 4.
How many workers a District Supervisor can be expected to supervise would require study. Another consideration is the advantage in the supervisor's carrying a small number of cases in order to remain close to practice, and to continue the learning of casework.

2. The provision of planned training (In-Service training) for new supervisors. Some form of orientation appears desirable in addition to having the experience of the position outlined in 1, and the opportunity of attending the annual Supervisor's Institute. To arrange an extensive course for perhaps only one or two candidates would be costly.

3. The holding of annual institutes for supervisors. As experience has demonstrated this opportunity for consultation and studying cases in groups has been found of the utmost value. This kind of staff training is all the more important when there are limited opportunities for professional consultation.

4. "That leaves with pay for study at a University School of Social Work be renewed." This policy was established in 1949, but has been little used. A majority of the District Supervisors are not fully qualified, and some have not had the benefit of professional study, either the full university year or refresher courses, for some years. Further planning to decide how many supervisors could be granted leave of absence each year, and the costs of this educational subsidy is necessary. The suggested new position of assistant
to the District Supervisor will make it easier to grant such educational leaves. While Supervisors who have asked for educational leave have been granted this opportunity, they should be further encouraged with financial aid in selected cases, to obtain their full qualifications or to take refresher courses to keep abreast of current practice. Potential supervisors should also be given consideration under this plan.

The In-Service Training Plan

With respect to bursaries for In-Service trainees there will be a greater need for these within the next few years in view of the increased numbers currently employed, and the anticipated recruitment in the foreseeable future. In relation to the 35 In-Service trainees employed during the past year the average of three bursaries per year already awarded is insufficient if the services required are to be efficiently administered. Somewhere between 10 and 15 bursaries per year might be adequate. If the objective is not only to keep district offices open, but to staff them with personnel capable of offering professional service the Branch must assume greater financial responsibility for their equipment. A closer follow-up of the progress of bursary students at the social work school by means of mid-term reports would further safeguard the expenditure of bursary monies. The amount of the bursary awarded, $600.00 to staff, without dependents, and $1,200.00 to those with dependents, is not very generous, and is insufficient to cover the costs of the
students' fees and living expenses for the eight months at school. It is recommended that the amount of the bursary be increased to $1,000.00 and $1,500.00 for the respective categories. The present proviso that the worker return to the agency for a period of two years employment, or refund the bursary, should be retained. Such an investment would contribute much towards raising standards, and making the Field Service a worthwhile career.

The current In-Service Training plan, which should not be considered a miniature social work school, devotes approximately one-half of its content to a condensed exposition of theories of human behavior and growth and professional concepts. For those students who have already completed psychology courses in their undergraduate university education, such material on human behavior may be too elementary and for those who have not had such education, it may be too difficult to absorb in such short order. By adhering to a uniform educational standard, university graduation, it would be easier to find a common level at which to pitch this material. Some consideration might be given to greater use of District Supervisors in presenting case records illustrative of the integration of theory, policy and practice from their current experience.

Relative to the selection of In-Service candidates and to reduce the margin of error, and to improve selection methods, it is suggested that a Selection Committee comparable
to the set-up of the Bursary Committee be established. In that the U.B.C. School of Social Work has had similar experience in the selection of candidates a representative from the School who would act in an advisory capacity would prove a helpful addition. The weighting of the various criteria and how these are judged requires more careful study.

**Administrative Responsibility for the Staff Development Program**

In an agency of the size of the Social Welfare Branch, the numbers of social work staff, now circa 250, the scope of its services, and in view of present service standards, it is administratively sound to allocate to one official the Training Supervisor, the direction of all staff development activities. These include not only the In-Service training program for staff without professional education, but the planning and co-ordination of institutes for other groups of staff, to prepare or supervise the preparation of the material to be used for staff development, to recommend methods of using material for training purposes, and to conduct orientation courses for new staff members. To carry out this responsibility the Training Supervisor would need to attend selected field meetings, certainly some of the District Supervisors' meetings, and the annual Regional Staff meetings, and would need also to see workers' and supervisors' evaluations in order to assess their educational needs. The Training Supervisor also is a member of the Committee on educational leaves (Bursary Committee).
Under the present arrangement of the sharing of responsibility between the Assistant Director of Welfare and the Training Supervisor, the co-ordinated planning and execution of a clearly defined staff development program is weakened in that neither official can cover the whole area of this function, and there are gaps in between.

The Assistant Director of Welfare, who carries the overall responsibility for personal management and operation of field offices as well as being deputy to the Director of Welfare, cannot give sufficient attention to all the aspects of staff development. Similarly, the Training Supervisor now finds the In-Service Training program alone, which is only one part of the Branch's staff development activities, has now become a full-time occupation. In consequence, no one person has been able to give sufficient thought to policy formulation and supervision of this program as a whole. With the expansion of the total operations of the Branch to three times its size in 1943, these two officials simply cannot cover the same ground as in 1943.

For this reason the function of personnel management also would be more efficiently handled if delegated to another official, preferably one trained or experienced in this specialization. This would free the Assistant Director to give more consideration to questions of policy and standards, and to maintain closer liaison with the total operations throughout the province as well as that of the individual Divisions.
By allocating the administrative responsibility for all training or staff development activities to the Division of Training it should be possible to formulate policy in more specific fashion, and to ensure a more efficient operation. Heretofore, the Training Supervisor has been unable to attend District Supervisors' or Regional staff meetings, or the occasional district office staff meeting, or to give sufficient time to preparation of material for staff development purposes. As she does not see the evaluations she does not know definitely the progress of In-Service trainees after completion of the course, or for other field staff. For the effective planning and execution of all staff development activities, the services of a full-time assistant in the Training Division would be required. The matter of a budget for staff development should be analyzed and broken down into its separate parts rather than covered up as "Incidentals and Exigencies." In acknowledgment of the essential nature of the staff development program a separate budget and vote would seem in order. Included in this would be more adequate provision for attendance at outside conferences and institutes. With the additional help of a full-time assistant in the Training Division, it should be possible to enlist the participation of a larger number of staff in the total program.

Another organizational aspect to do indirectly with staff development, that of the system of Field Consultants,
is under review. This plan has broken down, partly because of staff leaving, and for other reasons. The Field Consultants were able to keep the Division heads and the administration informed as to the progress of District Supervisors and of the quality of work being carried on in the field. The current study on "Job and Staff Analysis" has been partly the work of the one remaining Field Consultant, who has since resigned. In the interim some limited consultative services to the field might be arranged by personnel from the Divisional offices. One important function, that of preparing evaluations of the District Supervisors, should be allocated, and it would seem logical in the absence of any Field Consultants, that this be carried out by the Regional Administrators.

Relative to attracting the services of skilled, experienced caseworkers, it is recommended that consideration be given to classifying them as Grade 4, or Grade 5 as outlined on page 121. In other words, equal weighting should be given to skilled practice in each specialization, casework or supervision so that recognition of skill by means of promotion (and classification) will not be contingent upon change of specialization.

To stabilize the work of the Social Welfare Branch and to give a sense of achievement to the staff, the administrative and social work staff as well, will need to persist
in their efforts to gain acceptance of the revised classification plan and more remunerative salary schedule. This step, combined with improved opportunities on the job for professional growth and accomplishment, will contribute to better welfare services to the people of British Columbia.
DEPARTMENT OF HEALTH AND WELFARE
SOCIAL WELFARE BRANCH
FIELD SERVICE
Parliament Buildings
Victoria, B.C.
January 4th, 1952.

Dear

Attached is a questionnaire on Supervision which is part of a thesis study on a STAFF DEVELOPMENT PROGRAMME OF THE SOCIAL WELFARE BRANCH. The thesis is being written by Mrs. Claire Vecic (nee St. John), who at one time was a member of our Field Staff, and more recently has been a Supervisor in the Vancouver C.S.S.D. We all agree that the information requested will be helpful not only to Mrs. Vecic in completing her thesis, but also to our Branch.

Will you please give this matter your early attention and complete as many of the questions as possible. It would be very easy to answer some of the questions in accordance with what you would like to do, rather than what you are actually able to do, so please make sure that the information given is factual, otherwise it will be of no use whatever.

Part of the questionnaire deals with supervisory procedures within the setting of our District Organization. Part II is an analysis of time expended upon the various jobs the District Supervisor is expected to carry on, and other jobs which, for a number of reasons, he has been assuming. For the answers to Part II to have any validity it is believed that the time study should cover a period of at least one month. It is recognized that completing this will add to an already well filled day; however it is felt that a better understanding of what you are doing will assist in Branch planning, and will therefore be of considerable help to all concerned.

Would you kindly return your completed forms to my office by February 11th, 1952.

Yours truly,

Amy Leigh,
Assistant Director of Welfare

AL/MC
Encl.
### MONTHLY DISTRIBUTION OF SUPERVISOR'S TIME

#### BY TYPE OF WORK PERFORMED

<table>
<thead>
<tr>
<th>Working Days</th>
<th>2 3 4 5 7 8 9 10 11 12 14 15 16 Total</th>
</tr>
</thead>
</table>

1. Reading case records - i.e. current work
2. Mail Reading
3. Scheduled conferences with workers
4. Occasional conferences with workers
5. Reviewing case loads
6. Supervision of office routine, e.g. cars
7. Telephone calls
8. Staff Meetings
9. Clerical - i.e. signing vouchers, statistics
10. Community relations
11. Travelling
12. Interviews with clients, Supervisors' cases
13. Professional reading
14. Miscellaneous *
15. Total Duty
16. Total overtime

**N.B.** Express time in hours & minutes

* Please itemize
ANALYSIS OF SUPERVISION PROCEDURES

1. Are supervisory conferences scheduled on basis of:

(a) regular weekly period ........................................
(b) regular weekly period available ................................
   if so does worker use
   1) More than one-half of periods ..............................
   2) Less than one-half of periods ..............................
(c) Arranged as convenient ........................................
   If so do periods average
   1) One per week ..............................................
   2) Less than one per week but
      more than one per month .................................
   3) One per month or less frequent. ..........................

2. Does "on the spot" supervision outside of regular periods:
   (a)take more time than regular periods........................
   (b)Take less time than regular periods ......................

   Yes  No

3. Are supervisory records or notes kept:
   (a) For all workers ...........................................
   (b) For more than one-half of workers ....................
   (c) For less than one-half of workers ....................
   (d) For no workers ...........................................

4. Does preparation for supervision periods allow for:
   (a) Prior review by the supervisor of
       material presented by the worker
       1) In all cases ...........................................
       2) In more than one-half of cases ....................
       3) In less than one-half of cases ....................
       4) Infrequently ........................................
       5) In no case ...........................................
   (b) Prior review by the worker of material
       presented by the supervisor
       1) In all cases ...........................................
       2) In more than one-half of cases ....................
       3) In less than one-half of cases ....................
       4) Infrequently ........................................
       5) In no case ...........................................
5. Are workers' recordings seen by the supervisor:
   (a) In all cases .................................................
   (b) In all new cases ...........................................
   (c) In cases where administrative decisions are pending .............................................
   (d) In cases selected by the worker .............................................
   (e) In cases selected by the supervisor .............................................

6. How often does the supervisor review individual case loads:
   (a) Once a quarter .................................................
   (b) Semi-annually .................................................
   (c) Annually .................................................
   (d) At other intervals (specify) .................................................

7. Given adequate time how often should case loads be reviewed:
   (a) Once a quarter .................................................
   (b) Semi-Annually .................................................
   (c) Annually .................................................
   (d) After other intervals (specify) .................................................

8. Individual case loads are reviewed by reading:
   (a) All files in the case load .................................................
   (b) More than 75% of files in the case load .................................................
   (c) More than 50% but less than 75% of files .................................................
   (d) More than 25% but less than 50% of files .................................................
   (e) 2% or less of files in the case load .................................................

9. Where sampling is done this is according to:
   (a) Category .................................................
   (b) Random .................................................
   (c) Number (e.g. every 2nd file) .................................................
   (d) Other method (specify) .................................................

10. How often do staff meetings take place:
    (a) Once a week .................................................
    (b) Once a month .................................................
    (c) As convenient averaging once a month or more often .................................................
    (d) At other intervals (specify) .................................................

11. In planning for staff meetings:
    (a) The supervisor takes full responsibility .................................................
    (b) Individual staff members take less than 50% responsibility .................................................
    (c) Individual staff members take more than 50% responsibility .................................................
    (d) but not all .................................................

    A staff program committee takes full responsibility.
12. Content of staff meetings during preceding six months:

<table>
<thead>
<tr>
<th>Major Proportion</th>
<th>Less Than</th>
<th>Negligible</th>
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<tr>
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<table>
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<th>Case presentations</th>
<th>Administrative communications</th>
<th>Eligibility policies</th>
<th>Client needs</th>
<th>Standards of assistance</th>
<th>Use of community resources</th>
<th>Other policies of SWB</th>
<th>Other material (specify)</th>
</tr>
</thead>
</table>

13. Is professional literature available from SWB sources adequate for your needs? .................................................................

What are the gaps? .................................................................
GROUP "PR" - PROFESSIONAL

Class 12 - Sociological and Psychological

SOCIAL WORKER, GRADE 1 PR 12-10

Characteristics of Position:

Under immediate direction to interview persons entitled to the services of the Social Welfare Branch as authorized by the Acts and Regulations; to counsel and assist individuals in making the best uses of their own resources and those of the community; to submit comprehensive case reports with recommendations to appropriate officials; to perform related duties as required.

Qualifications Required:

1. Education and Specialized Knowledge

   Junior Matriculation or equivalent, preferably senior matriculation; satisfactory completion of the in-service training course; a working knowledge of all Acts and Regulations pertaining to the work of the Branch

2. Experience

   Some experience in a related field; preferably between the ages of 23 and 35 in the case of females, and between the ages of 23 and 40 in the case of males.

3. Specialized Abilities and Skills

   Tact, sound judgment; ability to maintain an objective interest in people and a demonstrated or potential ability to work with them; ability to withstand the taking of long trips by various modes of transportation and on foot; ability to interpret the Acts and Regulations to the general public.
GROUP "PR" - PROFESSIONAL

Class 12 - Sociological and Psychological

SOCIAL WORKER, GRADE 2 PR 12-11

Characteristics of Position:

Under direction, to interview persons entitled to the services of the Social Welfare Branch as authorized by the Acts and Regulations; to counsel and assist individuals in making the best uses of their own resources and those of the community; to submit comprehensive case reports with recommendations to appropriate officials; to perform related duties as required.

Qualifications Required:

1. Education and Specialized Knowledge

A Bachelor of Social Work degree or completion of a special student course in Social Work at a University of recognized standing; a knowledge of all Acts and Regulations pertaining to the work of the Branch.

2. Experience

In lieu of a Bachelor of Social Work degree or completion of the special student course at a University of recognized standing, a minimum of three years' experience in work related to the duties to be performed; preferably between the ages of 23 and 35.

3. Specialized Abilities and Skills

Tact; sound judgment; ability to maintain an objective interest in people and a demonstrated ability to work with them; ability to withstand the taking of long trips by various modes of transportation and on foot; ability to interpret the Acts and Regulations to the general public.
GROUP "PR" - PROFESSIONAL

Class 12 - Sociological and Psychological

SOCIAL WORKER, GRADE 3 PR 12-22

Characteristics of Position:

Under the direction of a psychiatrist and case work supervisor to work in a mental hygiene clinic or hospital as a case worker within a department of social work; to plan the handling of a case load of a maximum of 80 cases involving case work services to patients on the ward or relatives of patients and patients on probation following hospital treatment; to bring the patients on probation case work services of a rehabilitative nature; to obtain information from patients undergoing psychiatric examination and treatment, of the intimate details of their family and personal histories and the domestic, economic, social and occupational conditions of their environment, through interviews with relatives and patients, friends and professional associates, and through references to sources of public information; to analyze and submit data to the psychiatrist; to assist in arriving at a definite diagnosis and in outlining a course of treatment; to keep current records of patients in the hospital or clinic as assigned; to provide instruction and interpretation regarding social services and social case work to other hospital or clinic personnel; to undertake and plan administration of the social service department through participation in staff meetings and staff planning sessions and assume administrative responsibilities at the case worker level; to undertake community education along the lines of mental health.

or

Under direction to supervise all activities of a cottage unit having approximately 15 children in a treatment centre; to carry out a treatment plan for each child; to help meet their emotional, mental and physical needs; to keep adequate records of progress for every case; to counsel the children in day to day problems approximating as required the role of father or mother person in the family.

Qualifications Required:

1. Education and Specialized Knowledge - (Psychiatry)

Master's Degree with a major in psychiatric social work from a school approved for graduate psychiatric social work training;

or
Master's degree from an approved graduate school of social work, with a major in social case work, and one year of successful, full-time employment in an approved psychiatric clinic or hospital under the supervision of a qualified psychiatric social worker.

1. **Education and Specialized Knowledge** - (Child Counsellor)

   Preferably a Bachelor or Master's degree in Social Work from a University of recognized standing.

2. **Experience** - (Psychiatry)

   Preferably some field experience in addition to that gained during training.

2. **Experience** - (Child Counsellor)

   Experience qualifications vary according to degree of formal training. Persons holding a Master's degree require no agency experience; persons holding a bachelor's degree require two years' experience in related work; persons with no formal training require at least four years' experience in related work.

3. **Specialized Abilities and Skills** - (Psychiatry)

   Ability to work with people; good judgment, tact and resourcefulness in meeting day to day problems and situations; ability to express self tactfully, clearly and concisely both verbally and in writing.

3. **Specialized Abilities and Skills** - (Child Counsellor)

   Must have a good understanding of the dynamics of child behaviour and a sympathy toward differential treatment; must have the ability to maintain an objective interest in, and to work with children.
GROUP "PR" - PROFESSIONAL

Class 12 - Sociological and Psychological

SOCIAL WORKER, GRADE 4 PR - 12-23

Characteristics of Position:

Under the direction of a psychiatrist and case work supervisor to work in a mental hygiene clinic or hospital as a case worker within a department of social work; to plan the handling of a case load of a maximum of 80 cases involving case work services to patients on the ward or relatives of patients and patients on probation following hospital treatment; to bring to patients on probation case work services of a rehabilitative nature; to obtain information from patients undergoing psychiatric examination and treatment, of the intimate details of their family and personal histories and the domestic, economic, social and occupational conditions of their environment, through interviews with relatives and patients, friends and professional associates, and through references to sources of public information; to analyze and submit data to the psychiatrist; to assist in arriving at a definite diagnosis and in outlining a course of treatment; to keep current records of patients in the hospital or clinic as assigned; to provide instruction and interpretation regarding social services and social case work to other hospital or clinic personnel; to undertake and plan administration of the social service department through participation in staff meetings and staff planning sessions and assume administrative responsibilities at the case worker level; to undertake community education along the lines of mental health.

or

Under direction to review the reports of the field staff covering a particular phase of the Child Welfare programme; to give advice and guidance for the purpose of achieving greater effectiveness and uniformity of work.

Qualifications Required:

1. Education and Specialized Knowledge - (Psychiatry)

Master's Degree with a major in psychiatric social work from a school approved for graduate psychiatric social work training.

or
Master's degree from an approved graduate school of social work, with a major in social case work, and one year of successful, full-time employment in an approved psychiatric clinic or hospital under the supervision of a qualified psychiatric social worker.

1. **Education and Specialized Knowledge** - (Child Welfare)

    Preferably a Social Work diploma or degree of Bachelor of Social Work from a University of recognized standing; a knowledge of the Acts and Regulations pertaining to Child Welfare.

2. **Experience** - (Psychiatry)

    At least one year field experience in addition to that gained during training.

2. **Experience** - (Child Welfare)

    Three years' experience in work related to the duties to be performed.

3. **Specialized Abilities and Skills** -

    Ability to work with people; good judgment, tact, and resourcefulness in meeting day to day problems and situations; ability to express self tactfully, clearly and concisely both verbally and in writing.
SOCIAL WORKER, GRADE 5 PR 12-24

Characteristics of Position:

Under direction, to supervise and direct the work of Social Workers who may be staff members, university students, in-service training students, or students from related fields of work, for the purpose of achieving greater effectiveness and uniformity in the service given to the public and evaluating the ability of individual Social Workers and trainees.

or

To assist the Director of Treatment at the Boys' Industrial School in the direction of the diagnostic and classification services with the institution; to assist with the development of the recreational, group work, staff training, religious, vocational, educational, pre-release, intensive treatment, and individual and group therapy programmes; to assist with formulation of recommendations on admission and discharge of boys in need of guidance; to perform related duties as required.

Qualifications Required:

1. **Education and Specialized Knowledge**

   Preferably a Social Work diploma or degree of Bachelor of Social Work from a University of recognized standing; a working knowledge of all Acts and Regulations pertaining to the work of the Branch.

2. **Experience**

   Five years' experience in work related to the duties to be performed.

3. **Specialized Abilities and Skills**

   Tact; sound judgment; ability to maintain an objective interest in people and a demonstrated or potential ability to work with them; ability to withstand the taking of long trips by various modes of transportation and on foot; ability to interpret the Acts and Regulations to the general public; ability to supervise a small staff of professional social workers and trainees.
APPENDIX C

PRESENT SALARY SCHEDULE

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APPENDIX D
PROFESSIONAL EVALUATION GUIDE

District Office:  
Date:  
Supervisor:  
Date of Last Evaluation:  

Social Worker's Name:  
Date of Placement (in present post):  

A. Administrative Ability:  

1. Experience and training (particularly in first evaluations).  
2. Description of case load and local setting.  
3. Knowledge and handling of legislative aspects.  
5. Knowledge of community resources.  

B. Professional Practice:  

1. Knowledge and understanding of human behaviour, and social forces - degree of intellectual curiosity - the interest and type of questioning by the worker, and retention and application of learning in growing situation.  
2. Method: Interviewing skills such as planning, timing, direction, focusing, and concluding. Understanding of the necessity of securing, and the ability to obtain and confirm, necessary factual data, statistical and social, for study and diagnosis and of the developing of relationship in this area.  
3. Integration of administrative knowledge and case handling, ability to interpret the scope of the services and the client's responsibilities to the agency.  
4. Understanding of recording as scientific data; preparation, quality and promptness.  
5. Referrals, within agency or without. Proper channelling and preparation of client and agency.  

6. Relationships:  

With client - courtesy and respect - warmth and understanding - professional assurance, resulting in a relationship that is meaningful, helpful for clients' maximum benefit, and meets his unique needs.
With Supervisor - acceptance of supervisory role, ability to share thinking, accept criticism and use this constructively, problems which derive from personal qualities such as resistance to authority, too great dependence, etc.

With Community - agencies, schools, Public Health, other professions and community organizations.

With Department as a whole - other staff members, ability to share and contribute, acceptance of agency limits and capacity to work productively therein.

d. Summary of Professional Development:

1. Supervisor's opinion of worker's adequacy in terms of job performance, productivity, helpfulness, and professional growth. Assessment of the worker's present development in relation to his training, experience and personal suitability; his potential for further growth and increased responsibility.

2. Worker's own awareness of where he is.

3. Special interests or capabilities: areas in which he needs further development.

N.B. Evaluation to be fully discussed with worker before it is written by the supervisor, the worker reading the written evaluation if he so desires, and being free to add his own comments if he wishes to amplify or disagree with comments made.
APPENDIX E
The Initial Application Interview
For In-Service Trainees

Depending upon the applicant, the initial interview takes never less than forty minutes and if obviously the candidate is promising then more than one hour is invariably spent. The following points are covered fully in this time:

1. The applicant is encouraged to start the interview by discussing why he is interested in social work. This leads to his being queried about how much he knows about the work involved and why he thinks he could do it successfully. It has usually been found that the more promising applicants have thought seriously for some time about social work, and have cultivated an interest in following news stories, editorials, etc., which have social work implications. At times the applicant has to be helped to talk about his interest, and often, in this interview, he learns about the nature of the work for the first time, and begins to think about his own suitability to do this work for the first time. His responses to such interpretation form part of the recorded appraisal. During this part of the interview he is queried about his present work, and success in it.

2. The qualifications such as education, age, and health are then ascertained. Where these cannot be met, the reasons for this are carefully explained and the interview moves toward a conclusion. This cannot be abruptly done, however, and where justified alternative avenues are explored, with encouragement given to make up educational deficiencies, to take part in volunteer work, and so on. Though a door has to be shut, it must be shut gently and with consideration for the natural disappointment the person feels.

3. Where qualifications meet basic requirements, the work of the Branch is discussed in some detail. Opportunities are made for the applicant to comment on or question this explanation, the nature of these comments indicating his comprehension. Case illustrations are often given. Throughout, great emphasis is placed on the professional knowledge required of the staff, and the necessity for continuous learning on the job is stressed. Supervision is explained in relation to this point. The applicant is asked if he is prepared to go anywhere he may be needed in the Province, and the rural aspects of the work and rural living conditions are explained.

4. This leads to an explanation of the In-Service Training Scheme. The policy of employing professionally trained staff
is outlined, and the expectation the Branch has of the In-Service trained staff taking professional training is explained. This usually leads to a discussion of the difference between the two, the applicant's acceptance of this being a further indication of his attitude toward and comprehension of a professional career. At this point, too, the matter of obtaining professional training before seeking employment is discussed.

The trial nature of the In-Service Training period is also covered here and the nature of evaluations is discussed. This all serves to impress upon the applicant the fact that he must be prepared to put all he has into learning.

5. Terms of employment: Salary, hours of work, holidays, superannuation, etc., are usually discussed last, except in the case of young married men with families, who are early on in the interview asked to consider what relatively low salaries, moving about, and the limited opportunities they may have for advancement will mean to them and their families.

The ability to drive a car must be established at this time also.

Depending upon a positive appraisal of the qualities outlined above, the applicant is given an application form. He is told that it will be kept in an active file, and if and when a position he might be able to fill becomes vacant, he will be interviewed again by Mr. Sadler. No absolute assurance of employment is ever given at this time. However, when staff needs are great, the applicant may be encouraged to submit his application quickly, though he is urged to think over carefully all that was said in the interview.

When the appraisal is negative in certain important respects, and positive in others, these opposing factors are weighed carefully and recorded. The recommendation made regarding suitability for employment is usually qualified in these instances, and the need for a careful review of the negative aspects in the next interview is stated. When these are apparent during the initial interview, they are discussed at that time also.

6. Various qualities of the applicant are observed: naturalness and ease of manner, mannerisms, ability to express himself, selection of words, grammatical shortcomings if any, general appearance, dress and grooming; degree of apparent maturity and of sophistication; vitality or lack of it.
**DEPARTMENT OF HEALTH AND WELFARE**  
**SOCIAL WELFARE BRANCH**  
**PARLIAMENT BUILDINGS, VICTORIA, B.C.**

Date.__________________________________________

**Miss**

Name in full Mrs. __________________________ Mr. __________________________

(Surname.) (Christian name.)

Address.__________________________________ Telephone No. _______

Next of kin and address_____________________

Length of residence in British Columbia ______

Birthdate ____________________________

Religion ______________________________

Birthplace ____________________________

Nationality ____________________________ Date naturalized ______

Home-owner ____________________________ Marital status ______

<table>
<thead>
<tr>
<th>EDUCATION</th>
<th>Where Educated</th>
<th>Date of Entry</th>
<th>Date of Leaving</th>
<th>Subjects Specialized In</th>
<th>Degree or Diploma</th>
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<tbody>
<tr>
<td>Elementary</td>
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<td>High school</td>
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<td>University</td>
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<td>Postgraduate course</td>
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</table>

(Show most recent employment at top, working back, show dates for any period of unemployment, with reasons.)

<table>
<thead>
<tr>
<th>PRIOR EMPLOYMENT</th>
<th>Address</th>
<th>Period of Employment with Dates</th>
<th>Duties</th>
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</table>
WAR SERVICE

Date of enlistment .................................................. Date of discharge ..................................................

Branch ..................................................................... Period served overseas ..................................................

DEPENDENTS (If married show occupational status of husband.)

........................................................................................................
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IF APPLYING FOR SOCIAL WORK POSITION

Have you a driver's licence? ..................................................

State driving experience ..................................................

Are you willing to serve anywhere in British Columbia? ...........

If not, state reason ..................................................

State locality preferred ..................................................

State reason for preference ..................................................

IF APPLYING FOR STENOGRAPHIC POSITION

Words per minute: Shorthand ..................................................

Typing ..........................................................................

REFERENCES

Name, address, and occupation (preferably former employers).

1. ..........................................................................

2. ..........................................................................

3. ..........................................................................

Date available for employment ..................................................

Form 299—IM-1151-9920 (Signature.)
FOR USE ONLY BY CIVIL SERVICE COMMISSION

Test Scores:

<table>
<thead>
<tr>
<th>Test</th>
<th>Score</th>
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</thead>
<tbody>
<tr>
<td>Employment Test (Form C.S.C.)</td>
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<tr>
<td>Clerical Aptitude Test</td>
<td></td>
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<tr>
<td>Stenography (w.p.m.)</td>
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<tr>
<td>Typing (w.p.m.)</td>
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<tr>
<td>Draughting Aptitude</td>
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<td>Form Board</td>
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<tr>
<td>Mathematics</td>
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<td>Other</td>
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</table>

Remarks:

APPLICATION FORM

ALL items on this form to be completed in handwriting of applicant. Items not applicable to be marked "N.A."

Application to be signed and forwarded to the Chairman, Civil Service Commission, Parliament Buildings, Victoria, B.C.

This application is valid for a period of one year.

Position applied for: ____________________________ Temporary or permanent: ____________________________

Name in full (PRINT IN BLOCK LETTERS): ____________________________ (Surname.): ____________________________ (Christian names.): ____________________________ Telephone No.: ____________________________

Present address: ____________________________ Permanent address: ____________________________

Are you a British subject? ____________________________ (If naturalized, give place and date of naturalization.)

Length of residence in Canada ____________________________ In British Columbia ____________________________ Place of birth: ____________________________

Age: ____________________________ Date of birth: ____________________________ Sex: ____________________________ Marital status: ____________________________ (Male or female.) (Single, married, widow(er), divorced, separated.)

Other dependents and their relationship to you: ____________________________

Have you any disability? ____________________________ Explain: ____________________________

Have you ever had any serious illness? Give particulars: ____________________________

Height: ________________ ft. ________________ in. Weight: ________________ lb.

Are you now employed by the Government of British Columbia? ____________________________ In what position: ____________________________

Since what date? ____________________________ Were you ever previously employed by this Government? Give details and your reason for leaving: ____________________________

Are you willing to serve anywhere in British Columbia? ____________________________ State localities preferred: ____________________________

EDUCATION—List the schools, colleges, or universities you have attended with the dates. Mention any subject or courses in which you have specialized, any technical or apprentice training you have received, the degrees or diplomas obtained, and your age on finally leaving.

<table>
<thead>
<tr>
<th>Institution</th>
<th>Place</th>
<th>Date of Entry</th>
<th>Date of Leaving</th>
<th>Subjects specialized in</th>
<th>Degree or Diploma, or Grade completed</th>
<th>Age on Leaving</th>
<th>Any further Information</th>
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<tbody>
<tr>
<td>Elementary school</td>
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<td>Private study or correspondence courses.</td>
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<td>University</td>
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</table>

Form C.S.C. 7—25M-651-6513 (OVER)
If a member of a professional association, give details.

List any special skills you may possess and certificates held (such as radio operating, comptometer operating; technical, scientific, or professional devices, etc.).

If trained in stenography: Words per minute in typing. In shorthand.

RECORD OF EMPLOYMENT.—State particulars of your previous employment, starting with your last position and working back to the first position you held. If more space is required use a separate sheet, sign it and attach it to this form.

<table>
<thead>
<tr>
<th>EMPLOYER</th>
<th>Type of Business</th>
<th>Started (Month and Year)</th>
<th>Left (Month and Year)</th>
<th>Your Duties</th>
<th>SALARY Start</th>
<th>Final</th>
<th>Reason for Leaving</th>
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</table>

State briefly how your experience has prepared you for the position for which you are applying.

Which of the above employers would you like to supply references as to your ability?

If accepted for employment how soon could you report for duty?

WAR SERVICE.

Date of enlistment. Unit. Identification No.

Rank on enlistment. Theatre of service.

Duties (mention any trade proficiency or other qualifications attained).

Date of discharge. Rank on discharge. Have you any disability? If so, give particulars.

CHARACTER.—Give the names, addresses, and occupations of three persons (not relatives) well known in your community who would supply testimonials as to your character.

Name. Address. Occupation.

1. 
2. 
3.

The above answers are certified to be in my own handwriting, and to the best of my knowledge are correct.

(Date) (Signature of applicant)
BIBLIOGRAPHY

General References

Books


Reynolds, Bertha C., Learning and Teaching In the Practice of Social Work, Rinehard & Company, New York, 1942


Articles


Vasey, Wayne, "Partnership Between Administrator and Staff In Developing Sound Welfare Programs," Social Casework April, 1952, Family Service Association of America, Albany, N.Y.


Specific References

Books:


United States, Federal Security Agency, Social Security Admin-

**Articles:**


An important part of references used included material available in Social Welfare Branch files. These included minutes of the Planning Council, Bursary Committee, Regional Staff Meetings, one district office staff meeting, Supervisors' Institutes, Library acquisitions and circulation and mimeographed material used in the In-Service Training plan and for other staff development purposes. Other agency documents referred to are "Study on Staff Evaluation, 1949", draft of "Brief To the Civil Service Commission," March, 1954, Degrees and Training of Total Professional Staff as at February 28, 1954", "Preliminary Report on Job and Staff Analysis Study, July, 1954, and "In-Service Training: A Partial Solution To The Social Worker Shortage."