CASE-AIDES IN WELFARE AGENCIES


by

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ABSTRACT

There are several important reasons for considering the use of case-aides in welfare programs. One is the shortage of professional personnel and the need for trained workers. Further, citizen participation is essential in order to gain the understanding and feel the responsibility to support the agencies which are dependent upon the lay public for their life-blood. Moreover, modern social work emphasizes the value of personal relationships in the helping process.

Experience in the use of case-aides, paid or volunteer, is studied from a review of existing manuals and agency programs which are either currently or recently in practice in the welfare field in the United States and Canada. A canvass of the directors of selected casework agencies in Vancouver provides viewpoints and information for comparative use in the study. Current practices are summarized to suggest standards and opportunities for further development of this trend in social work. Both problems and values are outlined.

It is the conclusion of the study that a well-formulated case-aide program can utilize the helpfulness of the volunteer without risk to the profession of social work. The success of the endeavor, however, is dependent upon careful selection, training and supervision of the case-aide, with detailed care in planning. Case-aides can not only supplement the work of the professional caseworker, but can extend the services of the agency, performing many tasks needed by the client but not appropriate for the professional. The crux of the situation is "job analysis" which will lead to systematic sharing of responsibilities with case-aides, paid or volunteer.

In Vancouver, paid case-aides are being used to a limited extent. Volunteer case-aides are not being used as a part of a formulated program by agencies, singly or co-operatively. The need of the services is recognized by several directors and staff members but no programs have yet been inaugurated. Areas which might utilize such services include the aged, the handicapped, needy children, immigrants, chronically ill, mental patients, and clients and families of medical social service departments.
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CASE-AIDES IN WELFARE AGENCIES

CHAPTER 1.

THE BASIS FOR USING CASE-AIDES IN SOCIAL WORK

There is hardly a community anywhere in which professionally trained social workers are available in sufficient numbers to meet all the demands in public and private agencies. As a result, case-aides have been used as an emergency measure in many agencies. From this experience alone, it should be possible to draw some lessons helpful in planning for the further and more intelligent use of case-aides, paid or volunteer. But there is another reason for considering the use of volunteers, even in this critical area of professional help; this is the realm of democracy and citizenship, and the values of personal participation. Though the social work profession has proved its worth and necessity for many functions, there is the critical question as to whether professional social workers should be permitted to "monopolize" the social welfare field even if sufficiently available in numbers to do so. In a democratic form of government, lay representation is necessary in agency planning. True, many important board members are volunteers, but should the layman not also necessarily be a participant in the daily workings of the welfare agency in order to gain understanding of the principles and perplexities involved? Besides
offering assistance to an overloaded caseworker in suitable assignments, a case-aide can offer friendly support and divergent skills not suitable to the role of the professional caseworker.

The need of public understanding, support, and participation in the planning and practice of social work has been repeatedly stated by the National Conference of Social Work. This ideal is clearly expressed in the basic philosophy of social work which recognizes the individual worth and rights of every person in a democratic community; and also to helping every member realize the best of his potentialities and to make use of available resources.

In emphasizing the importance of citizen participation and community responsibility in carrying out the principles of social work in welfare problems, a highly important spokesman, Dr. Eduard C. Lindeman\(^1\) said:

> I wish I knew how to induce volunteers to appreciate the significant role they play in furnishing vitality to the democratic enterprise. They are to democracy what circulation of the blood is to the organism. They keep democracy alive.

**Trends in Voluntary Efforts**

Citizen participation has manifested extremes in the trends that have developed through history. From the

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early historical records we learn that all help was given from simple neighborliness which was spontaneous and unorganized. Emphasis through the church gave importance to the virtue of giving. Then, as a result of social and economic changes, growing needs brought organized mutual aid. Responsibility was gradually assumed by public authorities as well as by developing voluntary agencies. Individual members of a community recognized a need and formed voluntarily in groups. These groups demonstrated a service until the need was gradually accepted as a public responsibility. By 1900, through experience and increasing demands, a professional emphasis began to develop. The use of volunteers gradually became less customary. This situation has progressed to the extent that volunteers are now little used in casework agencies. The present aim is to achieve a balance of participation by the professional social worker and volunteer. This aim is necessitated by the fact that public and voluntary funds for social practice are given by the people who are the total of possible volunteers. Only by lay participation can understanding be gained sufficiently to awaken the needed support. The professional social workers are now faced with the problems of analyzing and describing their roles and of sharing some of the responsibilities that they have assumed.

In a review of the history of social work, it is apparent that, in dealing with volunteers, many of the same
values and problems have been recurrent through the centuries. Support of a project is gained through understanding of the need, and this in turn is best attained through participation. However, unless friendly interest is channeled and directed, it may cause more harm than good. The history of this "volunteer"—whether as a social reformer or as a practical helper—is of course a very long one. The history of the Saint Vincent de Paul Society is one of the many chapters. Mademoiselle Le Gras, the first Daughter of Charity, began her work in 1617 \(^1\) under the careful supervision of St. Vincent de Paul. When she found it difficult to ask ladies of rank to cook the food intended for the sick, St. Vincent de Paul put an end to her hesitation by saying\(^2\):

If you now relieve each member of the charity of the duty of having the food cooked, you will never be able to impose it in the future; and if anyone now undertakes to have it cooked elsewhere at her own cost, out of charity, she will in short time find it expensive ... ; then again, after some time, the Ladies of the Charity will say that the soup should be brought to the sick by the women who prepared it, and in this way our Charity will be a failure.

St. Vincent de Paul perceived the enormous amount of good that could be done by the pious and well-born ladies of


\(^2\) Ibid., p. 209.
Yet it was never a question in his eyes of merely persuading these wealthy women to open their purses, but of setting them to active work .... He wanted these ladies to get among the poor to acquaint themselves of their condition ... and to treat them with respect.

About the same time, Madame de Goussault\(^2\) promoted the idea of gathering a band of ladies to visit the sick in the immense hospital of Hotel-Dieu in France and, as a result, the Confraternity known as the Ladies of Hotel-Dieu was formed. Previously, a similar group had made a nuisance of themselves and had been disbanded. This time permission was gained from the Archbishop of Paris for supervision and responsibility to be assumed by St. Vincent de Paul. This was the beginning of hospital reform in Europe.

In 1873-4, Octavia Hill, one of the outstanding pioneers in working "to help the poor to help themselves," wrote in a report to the Local Government Board in London\(^3\):

I am myself satisfied that the scheme is capable of a far deeper influence on the condition of the poor, when the volunteers shall rise to the perception that in dealing with poverty, they must aim at prevention rather than cure, at saving those under their influence from sinking to the Poor Law level, rather than merely obtaining relief for them.

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On many occasions, citizen participation in Britain has helped to bring about changes in the administration of public welfare. Uplift and reform efforts were conducted, voluntarily, by members of one social class for the real or assumed benefit of another, and, in the course of events, the "struggle between the uncompromising individualism and the concept of government as a social force was still in the course of being resolved."\(^1\) The Charity Organization Society of London (started in 1869) was a volunteer investigation and referral service for the administration of relief. In 1878, the movement was imported to the United States at Buffalo, New York, by the Reverend S. Humphreys Gurteen. Miles points out that, between 1900 and World War I, the "techniques of investigation as practiced by the Charity Organization workers and other voluntary agency workers developed from the negative aspects of eliminating fraud and duplication to a client-centered casework."\(^2\)

The techniques of casework were developed for the most part in the United States, though the idea stems from the individual investigations begun by pioneers like Reverend Chalmers (1790-1847) of Glasgow, and the earlier work of St. Vincent de Paul in the seventeenth century.

\(^1\) Ibid., p. 198.

A little booklet called the "Charity Visitor,"¹ first published in 1913 in the United States by Amelia Sears, was a manual for "friendly visitors": it marked the beginning of a detailed and uniform technique of investigation. In the 1918 edition of Miss Sears' booklet for volunteers, the chapter on "Estimating a Family Budget" by Florence Nesbit led to the first standard budget to be used in a social agency; the procedure is still used in relief-giving agencies. Mary Richmond's famous formulation of the casework method in 1917 in her book Social Diagnosis (1917)² belongs to the same period.

Objectives of Social Work Applied to the Use of Case-aides

Modern social work dates more or less from the mid 1930's and may be most simply described as "more or less skilled service available to any unadjusted person or disorganized group."³ The concept that has been increasingly strengthened in social work since World War I is the development of a client's personality, and the value of helping the person to gain the best adjustment in society of which he is capable. While this is among the honored opinions of professional social work, it stresses too the values of democratic participation.

¹ Ibid., p. 94.
² Richmond, Mary E., Social Diagnosis, Russell Sage Foundation, New York, 1917.
The basic philosophy of Social Work is belief in the worth of every individual, in his potential for growth and change and in his right to find his most satisfying social adjustment for himself and the community. We also believe that the community has responsibility toward the individual in assisting him in making this optimum adjustment. 1

Gordon Hamilton states in her book, which is the modern "bible" of social work, that the two major objectives of social work are "economic and physical well-being, or a 'health and decency' standard of living, and opportunities for social growth through satisfying relationships and experiences." 2

The important implications in all these concepts is that social and personal relationships are a necessary ingredient whether in assistance, self-help, rehabilitation, or some other service. Can some of this be provided by volunteers? Or, put in another way, can volunteers and case-aides in a welfare setting further and complement the objectives as set out by the social work profession? 3 There are good reasons for believing in a positive answer. But to

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See Appendix A-2: "Social work as it is actually carried on has certain very general characteristics in all countries," from International Survey of Programmes of Social Development, United Nations, New York, 1955, p. 13.
examine this fundamental base, it is important to spell out as carefully as possible the objectives of social work as seen from a local, federal, and international viewpoint. It is not necessary that the community understand the steps that are involved in treatment, but it is necessary that the profession display competence and convictions to the public.\(^1\) With all its great achievements and potentialities, social work is not generally understood. Ralph H. Blanchard corroborates this fact by saying that\(^2\):

... social work rests on a somewhat uneasy base....

and goes on to say that:

... if this were not so, would there be such bitterness in our legislative halls over health and welfare appropriations? Would community chest campaigns have to struggle so desperately to reach their ever-increasing goals? Would there be such a struggle to find competent volunteer leadership to share the burdens of the saddle-sore veterans? ... No movement can go forward in its task of meeting human need unless it engenders on the part of people generally a deeper understanding and a warmer sympathy with its basic aims and methods than we seem to have aroused so far in the minds and hearts of the ... people, particularly that part of the people which must foot the bill and which still abhors paying for something it does not understand .... The more the public understands social work as an ongoing part of democracy, the more it will understand that it must grow, evolve and change. That this is not now understood is clearly

\(^1\) Seeley, Mrs. R.S.K., "The Responsibility of the Social Worker in the Community," \textit{The Social Worker}, Ottawa, April-May, 1956, Volume 24, number 4, p. 15.

indicated in the astonishment expressed by people that the need for social and health services should continue and even grow in times of full employment .... Nor does he (the average citizen) understand why the social services should cost so much.

Welfare needs have not yet been adequately met and in order to fill these gaps either through legislation or voluntary agencies, understanding and interpretation must be furthered in and by the general public. The team approach has not been sufficiently developed in the area of social action which would seem to be ideally suited to it. Actually, professional social workers can never handle the problem alone even if funds and laws are provided. Recruitment of professional social workers has been a serious problem so that available caseworkers\(^1\) are over-burdened with heavy case-loads. Perhaps some of the assignments and special details could be performed under supervision by case-aides, volunteer or paid, and thereby make the professional's time\(^3\) more generally useful. The layman can also give many needed services in a personal way that is beneficial in certain cases, yet may not be even within the restrictions of the caseworker's role. Agency programs

\(^1\) Kadushkin, Alfred, "The Decline in Enrollment in Professional Schools," Social Casework, January, 1957. It is pointed out that full-time student enrollment in graduate schools of social work in the United States between 1950-55 was reduced by 16.6 percent.

\(^2\) Miles, op.cit., p. 75. "Three-quarters of all social workers are employed in casework agencies." (1954) He points out there is increasing demand for them in secondary agencies, hospitals, schools, et cetera, p. 115.

\(^3\) Agency time studies show face to face contact with clients by professional workers to be not over 50
could be extended to include additional services quite separate from the professional's interviews, referrals, et cetera, which are the special skill of the caseworker. Some immediate examples of groups which could benefit from the added services of a case-aide are: the aged, immigrants, physically handicapped people, mental patients, and needy children. There may well be many others.

The Viewpoint of the Layman

People are usually glad to volunteer public service if they only know how and where they are needed. This fact has been demonstrated in wartime and other emergencies when increased numbers of volunteers are used. Since the war, the challenge has not been met to utilize these

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(Continued)

these people in capacities commensurate with their interest and ability. Due to changes in housekeeping routines and office hours, there are increasing amounts of leisure-time\textsuperscript{1} for both men and women regardless of economic class. The lengthening life span of individuals, and the customary early retirement-age in industry have both contributed to making more-highly-qualified volunteers readily available for service.

Volunteers serve for many reasons\textsuperscript{2} which are a result of their background and heritage as well as a result of their present way of life. There is a tradition of helping others that can be traced through Christianity; there is always a desire to put these principles into action by giving services to men and women more directly than through money contributions to the Community Chest, et cetera. Man has inherent needs to share similar interests with other humans and to feel the accomplishments of the group in which he is associated. The impersonal atmosphere of a city increases this need; also, women feel this vacuum in their lives when children assume their modern independence. Because of family structure in the modern city, a great deal of


social and recreational satisfaction must be sought outside family groups. Further, people, these days, often desire to gain extra knowledge to offset the humdrum routine of specialized daily jobs or to practice their special talents and organization skills in helping others rather than letting their abilities lie dormant. For those who have not achieved success in home or business because of some frustrating reason, "volunteering" is an opportunity to gain recognition and to meet the hopes and expectations of themselves or their friends. Social service can utilize and reflect the maturity of participating citizens.

At the Canadian Conference of Social Work, in 1944, it was stated by some participants that, in post-war planning, there would be many new fields available such as recreation, housing, rehabilitation, immigration, et cetera, and that committees making plans should use the opportunity to incorporate volunteers into their accomplishments to help "make good citizens in a workable democracy," pointing out that "we have worshipped the idea of government by the people but have failed to perceive the heavy responsibility such a plan of government puts upon us." "In the future, therefore, our responsibilities will be two-fold. They will be to protect the people who need employment and who need pay for the

service they can give; and to protect the willingness and the enthusiasm of people who can give without remuneration .... We must have a goal which volunteers can help us to achieve, and that goal should be a workable democracy in which the contribution which every individual person can make is recognized, exercised and appreciated."

In June of 1956, the Family Service Association of America issued a pamphlet on "Ideas for Building Agency Membership." It is suggested that ingenuity and creative planning often flow from dissatisfaction, and that the areas of unrest currently bringing local impact are: effects of mobility on today's families with their flight to new industries and towns; the disturbing expansion of credit buying and the pyramiding of family debts; the effects of tranquillizing drugs, bringing earlier release of mental patients; the rise in population and the growth of young families; the lack of schoolrooms and teachers; juvenile delinquency; the effect of the draft on young marriages; the aging population; and the increased leisure in this age of automation.2

Are There Risks to the Professions in Using Case-aides?

It is becoming increasingly clear that the

1 Ideas for Building Agency Membership, by the Family Service Association of America, New York, N.Y., 1956, p. 11.
2 Ibid., p. 5.
professional social worker is essential in guiding and coordinating many phases of human activity, and that there is also a constant need for the services of trained volunteers to assist in the task. Frank D. Watson\(^1\) points out that:

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\ldots \text{a volunteer can often render services which the professional cannot} \ldots \text{each person, trained in the standards of good casework, is a center from which radiates forces intelligently moulding public opinion. This should not be taken to mean that in many places, as great use of volunteers has been made as is possible or that there has not been great dissatisfaction with the status of that form of volunteer service known as friendly visiting. It is fair, however, to say that even where this distrust is found, there is still faith in the possibilities} \ldots
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It would seem that the risk to the profession is a result of poor selection, training and supervision of volunteers and that the reluctance to use laymen in casework agencies stems from lack of programming and planning for their use.\(^2\)

The Development of Standards

Because of the reluctance to use volunteers in casework agencies, the Division on Families and Adults of the Welfare and Health Council of New York City appointed a committee to develop standards\(^3\) for the use of volunteers.

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\(^3\) "Volunteers in Selected Casework Programs, Standards for Their Use," June 1956, Division of Families and Adults of the Welfare and Health Council of New York City.
in selected casework programs. It was hoped that the study would "increase understanding of how certain specific functions can be carried by volunteers" and that "the standards or guides provided ... will further stimulate the use of volunteers not only as a means for increasing their manpower but also as one more way of increasing interpretation of the work of agencies." A questionnaire was sent to one hundred agencies of the Central Volunteer Bureau of New York; eighty-eight returns were received. The resulting report identifies functions for volunteers and describes organization for their use dealing with specifics ...: "the jobs for which the volunteers are being used; the minimum qualifications for specific categories of volunteer jobs; and the job classifications and titles for volunteers .... A good deal of information is given on training practices and supervision."

In this report, the use of volunteers is divided under "job profiles"; Interviewers, Case-aides, Friendly

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1 See Appendix C-6 for reference to the discussion guide in the preparatory study of February 24, 1956, called the "Work Kit of the Workshop on Standards for Volunteers in Selected Case Work Programs."

2 June study, op. cit., p. i, forward.

3 Ibid., p. ii, preface.

4 Ibid., p. 8.

5 Loc. cit. See Appendix B-1 for detailed description.
Visitors, Escorts, Big Brothers and Sisters. Each of the five job titles is treated in subheadings as follows: definition, specific tasks that may be included, qualifications, training, supervision, evaluation and recognition. For some categories, the same conclusions were reached for more than one group but it is stated that "necessary repetition accentuates their importance."

Scope and Method of Present Study

The New York study presents some criteria for the examination of material collected from casework agencies known to have used case-aides, paid or volunteer, in Canada or the United States. Recruitment and selection and placement were not considered in the New York study and (in the opinion of the present writer) should preclude any over-all planning for the use of case-aides. These have, therefore, been added to the criteria used for the present study.

The New York study classifies volunteer assignments in a more specialized way than seems applicable to their actual use in most communities or agencies. The plan seemed to go beyond the readiness of the Vancouver area. Therefore, in the present study, the job classification is left to the discretion of the agency concerned, it being their decision that case-aides would be a helpful addition to their staff if a program could be developed.

1 Loc. cit.
The present study further differs from the New York study in that it considers both volunteer and paid case-aide programs which have recently been in practice. The subject of this thesis evolved from several questions: Are any casework agencies in Vancouver using case-aides either as volunteers or as paid workers? How can more laymen or volunteers be used advantageously in Vancouver casework agencies? Are case-aides being used elsewhere in Canada or the United States? If so, where and how are case-aides being used in these casework agencies outside of Vancouver? Would any of these ideas or programs be applicable to local situations?

Information concerning seven Vancouver casework agencies was gained by interviewing the directors of each respective agency. Additional strategic and interested people were also interviewed in order to get correlated viewpoints. A questionnaire was followed as nearly as possible during the interviews, but in most cases the directors preferred to discuss the pros and cons of the

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2 See Appendix D-1.

3 See Appendix C-7.
subject from a general or personal viewpoint. This may have been because volunteer case-aides are not currently being used as a part of any organized program in any Vancouver casework agency. Paid case-aides are being used in one Vancouver agency as a result of job classification for the position assigned.

Correspondence\(^1\) was conducted in order to determine where case-aides, volunteer or paid, are being used or have recently been used elsewhere. It was hoped in this way to determine the values and problems that would be presented to a Vancouver agency that might consider the development of a case-aide program. Five volunteer and two paid case-aide programs from outside Vancouver are outlined in this thesis. Desired information was not always available nor was it always supplied within the time allotted for the study. There was no centralized source of information about case-aides and few agencies were aware of any efforts beyond their own in the use of case-aides. However, frequent repetition of ideas from divergent agencies would suggest similarities and conclusions for the development of a general program.\(^2\)

In Chapter II, the study outlines the situation regarding case-aides, volunteer and paid, first, for a

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1 See Appendix D-2.

2 Definitions of terms used in this thesis are in Appendix B-2.
number of significant welfare settings in the United States and Canada, and, in turn, the present circumstances are reviewed for a selected number of Vancouver casework agencies. The material available is presented in each situation according to the same plan: definition of the agency, specific tasks assigned to case-aides in the agency, qualifications prerequisite to selection of case-aides, orientation and training provided or required, supervision provided, and evaluation or recognition. Recruitment methods are mentioned if material is available.

Chapter III summarizes the pertinent facts regarding the several agencies presented. Additional ideas are introduced as a result of references to the bibliography, and additional interviews or correspondence that was conducted in the interest of the study. The conclusions are presented according to seven sub-headings: 1. The Formulation of a Program for Using Case-aides, Paid or Volunteer, in Casework Agencies; 2. Suitable Work for Case-aides; 3. Qualifications for Case-aides; 4. Recruitment, Selection and Placement of case-aides; 5. Orientation and Training Programs for Case-aides; 6. Supervision of Case-aides; 7. Recognition Following Evaluation of Case-aides.

The concluding chapter presents the values and the problems that have resulted or may result in the use of case-aides. This is done separately from the viewpoints
of the client, the agency, the profession, and the community and the case-aide. Ideas for future planning are a direct result of this thinking, whether in application to Vancouver or elsewhere that casework is being practiced in a welfare setting.
CHAPTER 2.

COMPARATIVE EXPERIENCE IN THE USE OF CASE-AIDES

Experience in the use of case-aides may be judged from a study of existing manuals and agency programs which are either currently or recently in practice in the welfare field in the United States of Canada. A canvass of the directors of selected casework agencies in Vancouver has provided viewpoints and information to be used comparatively in this study.

1. Purposes and Standards for the Use of Case-Aides as Illustrated by Manuals

A. The United States Department of Health, Education and Welfare has, through the Bureau of Public Assistance, Division of Technical Training, published a manual of "Citizen Participation in Public Welfare Programs."\(^1\)

It is outlined in this Manual that, in considering a volunteer program, it is necessary to know 1. what other volunteer programs are under way in the community; 2. the kinds of services that are being offered; and 3. if it extends its services to persons receiving public welfare. The project should be started in the area of greatest need; it is suggested that sometimes volunteers can test out these

areas by a simple schedule under supervision, after the staff clarifies the areas in which the information is to be sought. The plan, when determined, must be well outlined before being presented to the public; in this regard, it would seem important not to be too detailed in the original planning in order to allow initiative and creativity on details and in order to involve the volunteers in the details of the project. The plan, it is said, should be unveiled by a board or advisor, but at least by someone outside of the staff group who has been selected by the agency. There should be a continuing plan for keeping the public informed about the volunteer program in order to keep interest in the area of citizen participation.

The use of volunteers and case-aides for giving supplementary service is urged for several reasons: 1. During national emergencies "trained volunteers are the life blood of necessary programs"; 2. If volunteers understand the function and role of social welfare, they can extend services to the aged, adults and children in institutional setting, and provide needed resources (i.e., legal aid); 3. They can contribute to public relations and strengthen inter-agency relationships; and 4. They can also contribute to shaping basic social welfare policy.

A staff person must be assigned for liaison and supervision and be given time to do the job. In fact, all
staff of the agency should be given time to take the responsibilities designated in relation to the use of volunteers. The staff must be helped to be clear on the purpose of the project, the kinds of services that are being planned for the volunteers to perform, and the expansion that will ultimately be allowed in program. Through all this the staff should be encouraged to participate and make suggestions.

In recruitment, the agency should be specific as to the jobs that are to be performed. A statement should be made as to the kinds of skills and qualifications that are needed for these jobs.

Training should be done for the jobs specifically but the agency and the community are determining factors. More intensive training is needed for volunteer services to individuals; for this, emphasis should be placed on the person’s capacity for acceptance of the client and the capacity for objectivity.

When the volunteer is being prepared for doing friendly visiting, it is important that he have some understanding of the setting in which he will find the client. It is well to know something of the religion, nationality, hobbies, et cetera. It is the responsibility of the social caseworker to handle the financial aspects of the case and it should be clear to the volunteer that he should not become involved in this aspect of the case.
It is important to sustain the interest of volunteers as this is the motivation when they do not receive pay. They should be made to feel responsible and needed. They must be given projects that meet an ultimate goal or else be helped to realize the importance of their part in the total project. They should be encouraged to participate in group discussion. And they should be recognized at the end of a period of time for quality as well as quantity of work: this may be done by means of a letter, pin, et cetera.

B. The Family Welfare Association of America published a book in 1942 entitled "Volunteers for Family Service" in an effort to help board and staff members of private family agencies to plan a program that would give volunteers satisfying jobs to do, augment the services of the social worker, and strengthen the community. It is pointed out that a program must be carefully planned in advance because once begun it cannot be discarded lightly. There must be agreement as to the kinds of jobs that the volunteers are to do. Among the questions to be considered are: How may the specialized duties of the board and the professional staff be distinguished from the assistance which other people can give through committee or individual service? How can the agency share its interest in family service so that it may become a

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vital concern of the community at large? How can board and staff seek new recruits among their friends and other community groups? How can the client's confidences be safeguarded, the actual casework treatment be kept in professional hands and the guidance of the agency be maintained by the board group? What kinds of jobs can volunteers do? Who is to have charge of the program?

The next step, after the board and staff have decided to plan a volunteer program, is to assign the responsibility for its direction to one member of the staff. There should then be a study of the jobs in the agency that may be assigned. This should determine the number and types of volunteers needed, the preparation they should have, and the qualifications needed for the job. In order that a volunteer may know the duties to be performed, the qualifications required should include a description of each job and the time and preparation necessary.

Recruitment can be handled in many ways. It is recommended that the social agencies cooperate and coordinate their volunteer planning with the council of social agencies. Central volunteer bureaus are in a logical position to do the first job of registering, classifying, and selecting volunteers for the particular needs of the agency. If the agencies recruit their own volunteers, they should always be
cleared through the central bureau if one exists, so that volunteer activity in the community can be coordinated.

In discussing the placement or assignment of the volunteer, it is recommended that the agency should begin by interviewing each volunteer individually so that he or she feels she is applying for a job with responsibility. A frank discussion of the service needed will lead to a decision as to whether this is the right job for the right person and vice versa. The rejection may best be done at this time. During this discussion, it should be possible to get a picture of the skills and interests of the person and the reason behind the desire to volunteer. If the person is accepted in the agency, they should be entitled to the same considerations as the regular staff. Then when they report for a definite time and a definite job, it is important that it should be ready as expected.

Orientation can be planned so that gradual contact is made with all departments or phases of the agency's work. This allows the supervisor to be sure of the placement. Courses for orientation and training may be one of a great variety, such as institutes, forums, or discussion groups. The content of these courses varies according to their purpose, the community's size and needs, the interests and background of the volunteer group, and the services of the agency. It may be given by the agency singly, by several agencies together, or
by the council of social agencies. The content depends upon whether it may be planned as an orientation course, a course to be taken concurrently with their work or an advanced course for experienced volunteers. As outlines of new courses are given and are made available, they are assembled in a scrapbook for loan to its member agencies by the Family Welfare Association of America.

It is clarified that direct services to clients should be reserved until there has been adequate evaluation of the volunteer, through the training course and the job activity. In making a distinction between the work suitable for the professional and that reserved for the volunteer, the fundamental principle that is used is that the problems assigned to the volunteer should not be more complicated than limitations set up by illness, old age, lack of opportunity, lack of knowledge of facilities, of friends, of language, of country, and so on. This does not mean that volunteers would deal with the problems created by illness and old age, but with limitations set up by these conditions. In working with collaterals, a principle which may help is that they would be the "kind that would not question whether or not the person approaching them is a volunteer." In such cases as hospitals and schools where the job is tangible and sound, it

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1 Ibid., p. 77.
2 Ibid., p. 78.
should be made clear to the institution that the worker is a volunteer and special arrangements should be made beforehand for the volunteer to be received, get the data, etcetera.

The Family Service Association considers the supervision of assignments almost equal in importance to their selection and suggests methods of supervision that have been found helpful in guiding the contribution of the volunteer:

1. At the beginning of each assignment the supervisor should review the problem carefully, the work on it to date, and the results of the work narrowed down to the service needed from the volunteer. The reason the caseworker is not essential in this area or at this point should be given as this is an opportunity to illustrate the difference between volunteer and casework service.

2. The more able the supervisor is in giving simply the implications of overt behavior and the basic factors in the situation, and in giving the agency policy in regards to this, the more likely the volunteer will be direct and simple in contacts, not needing to do something about every complication that she encounters.

3. Before each succeeding visit on a case requiring successive contact, the volunteer should be helped to review what she has found and what she will be likely to meet so that she may be identified with the objective attitude of the supervisor, and thus more defended against the unpredictable.

4. Time limits help the volunteer to see the purpose in a visit and minimizes the danger of becoming subjective, anxious and committed to the client.

5. Volunteers must be helped to see the importance and the relatedness of trivial and routine assignments as related to the total planning for the client.

6. A project may be combined with a service to a client, thus giving a volunteer a richer background for enlarging social vision and interpreting the program to the public.

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1 Ibid., p. 79.
2 Ibid., p. 75.
C. "A Manual for the Training of Case-aides in Catholic Charities."¹ This manual is intended as a tool to be used in training courses for potential volunteer case-aides in the work of Catholic Charities, "saving professional workers for areas that demand professional skills and techniques."² It is hoped that the manual will help the "volunteer to meet her future share of the agency's work more comfortably and more competently ... and in accordance with the casework approach of the agency."³ It is clearly stated that case-aides enrich and extend agency programs, and that it is up to the successful administrator to clarify how case-aides are to be used. Selection must be made of the volunteers most suited for the jobs. The group must be trained and given supervision of quality and quantity.

In specifying the ways that case-aides should be used, it is suggested that the agency take advantage of the total personality of the volunteer allowing her to operate as what she is: a mother, daughter, wife, friend, et cetera, and not trying to change her into a professional. She should be given interesting and continuous jobs that are not necessarily "leg-savers." She must have a clearly defined job, know its

² Ibid., p. 1.
³ Ibid., pp. 2-3.
limitations as well as the degree of success to be expected from the effort.

In listing the qualifications of the volunteer case-aides it is stated that: 1. she be zealous, intelligent, well informed and with a spirit of charity; 2. she should like all kinds of people, get along easily, and be understanding and tactful; 3. she should appreciate the rights of others to privacy; be discreet and able to preserve confidences; 4. she should have emotional maturity and stability; 5. be dependable, giving prompt, responsible and sustained service; 6. complete the training course for case-aides; 7. have a high school education and two years of college or the equivalent which is acceptable to the supervisor of case-aides; 8. she should be willing and able, along with her existing responsibilities, to give one-half day each week and about 150 hours per year.

Orientation and training is organized into a program with five headings: 1. background information of the agency; 2. elementary casework concepts; 3. field trips to institutions; 4. use of case material to make teaching more meaningful; and 5. outside reading assignments. These areas should include the kinds of problems for which people ask assistance from a social agency, historical backgrounds, orientation to the present day structure and function of Catholic Charities, specific clarified picture of the specific agency to which she will be assigned and basic knowledge and attitudes of the agency in helping people.
It is stressed that the volunteer needs kindly, intelligent and consistent guidance. The director of volunteer services is asked to work with professional staff to determine jobs for volunteers, to make assignments, supervise, and do liaison.

The volunteer should feel acceptance and have recognition of her real value. There is opportunity here for two-way evaluation. Appreciation can be shown to the good worker by gradually increased demands by the agency.

The case-aide in a Catholic Charity is expected to know how to interpret the religious beliefs of the Church along with the social services that are offered. Except for this emphasis in the preparation of the volunteer, the training program is very similar to other manuals available on the subject.

2. Agency Use of Volunteer Case-aides

A. Community Service Society of New York City. This agency is the largest voluntary non-sectarian family and health agency, having been active over one hundred years. In its work to improve social conditions, it has piloted many projects, among them the New York School of Social Work, the first training institution in the United States.

This handbook¹ states that this agency has six

¹ "What Can I Do for C.S.S.," by the Community Service Society of New York (not dated).
district offices in Manhattan, Bronx and Queens with staffs of family caseworkers, and that three have corps of public health nurses. Both professions require a high degree of skill and training. However, important aspects of the work are non-professional and volunteer help frees the professional staff to serve more families. A case-aide may be assigned to any of the following:

1. Accompanying children under casework treatment to and from office interviews or group therapy sessions, making suggested observations and recording these for the professional workers.

2. Talking and playing with children not under casework treatment but whose parents are, observing them in the waiting room while their parents are being interviewed, recording observations and significant discussions for caseworker and/or nurse.

3. Visiting schools for information regarding young clients, or courts for records verifying birth dates, marriages, et cetera.

4. Accompanying adult clients with physical handicaps or language difficulties to clinics or doctor's offices, to the Housing Authority, et cetera, and assisting them in presenting or explaining their requests or needs.

5. Caring for thermometers, their regular inspection and cleaning, weighing patients for the nurse.

6. A case-aide may be asked to perform certain of the duties described for administrative aides.

Administrative aides give routine clerical and office help at typing, filing, reception, and switchboard duties. They also care for the children's waiting rooms and treatment rooms; with this goes the care of the play materials, inventoried and purchased as directed. Care of the literature rack is undertaken by obtaining the literature, keeping the rack supplied, keeping track of items most
frequently taken. Caring for the bulletin board is another job. Each district maintains a map indicating the location of its clientele and the spread of case assignments for workers and this is kept up to date by an administrative aide.

Other jobs can utilize a volunteer's specialized training, such as library knowledge or tutoring. A year round team of volunteer decorators plan the painting and decorating of the offices, residences, and camps and then collaborate with the workroom which supplies the necessary curtains, spreads, et cetera.

Essential qualifications of a case aide are mentioned as warmth, objectivity and judgment. Some forms of volunteer work have special requirements, but in general a volunteer is expected to be: responsible, not offering more time than she can give regularly and consistently; dependable, in that she arrives on the job when she is expected or gives prior notice so that her place can be filled; flexible and cooperative, in adapting herself to the procedures of the work situations; the good volunteer is the informed volunteer, who knows the reasons for her work. Here it is pointed out that the volunteer's success is dependent upon the good human relations between professional and volunteer so that there is a clear understanding of each one's part in the whole.

All volunteer jobs require a preliminary vocational
interview. This is given in the volunteer office at the Society's headquarters, by the chairman or the director of volunteers. It is felt to be the agency's part to help the volunteer find the job most suited to her abilities and to be ready to transfer her to another job if this seems appropriate and possible. A preparatory course for Volunteer Social Work Aides at the New York School of Social Work is recommended as a prerequisite for the performance of the special jobs that have been listed.

The Volunteer Casework Aide Course conducted by the staff of the New York School of Social Work is the first of its kind, having its beginning in 1951 in cooperation with the Junior League of New York. The purpose of the course is to "assist volunteers (service and administrative) to understand and make use of the principles of casework in their work." The course is entitled "Orientation Course in Social Casework for Volunteers in Community Service." Previous volunteer training and experience are prerequisite for admission to the course. In fact, it was considered by the Junior League to be a continuation of the provisional training for the members who were now actives but invitations were open to other organizations and agencies as well. Criteria

1 Statement from the Junior League of New York, December, 1955, issued on a mimeographed sheet sent to the agencies in the area.
for screening the volunteer social work aides was as follows:

1. Potential for development in these directions; warmth, sensitivity and integrity in relationships; appreciation of individual differences; imagination and creativeness; spontaneous interest in and response to people.
2. Some potential for developing a greater awareness of own subjective feelings and acceptance of responsibility for handling them constructively.
3. Knowledge of the function of the agency and acceptance of the importance of working within established policies of the agency.
4. Experience, preferably in agency service, and intention to use training in volunteer service.
5. Acceptance of the continuing need for and developing use of supervision.
6. Interest in learning about the casework method.
7. Some knowledge of the social welfare program of the community.

Teaching of this social work aide course is done by the discussion method with use of case records, written and reading assignments. The course will deal with:

1. Some of the main concepts in helping people and the philosophy behind these concepts.
2. Various proven techniques in helping people.
3. The application of these techniques in practice as shown through case records.
4. The partnership between the volunteer and the professional.
5. The place of self-awareness and self-control in helping others.

The fee for this course is twenty-five dollars per person and the money is to support a Scholarship Fund which is to contribute to the continuation of the plan for the future.

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1 Ibid., p. 1.
2 Loc. cit.
3 Beginning 1956, the Central Volunteer Bureau of the Welfare and Health Council of New York City has accepted responsibility for the administration of the Volunteer Social Welfare Aide
Classes meet each week for two hour sessions in a planned period of eight weeks.

The placements that were open to the League volunteers after this course were as case-aides at Riverside Hospital (the hospital for teen-age narcotics users at North Brother Island); as interviewers in the Medical Social Service Department at St. Luke's Hospital, where the volunteers assisted the medical social workers by discussing with patients their ability to pay for their glasses. Also, our volunteers have been working as assistants to the caseworkers at International Social Service and one of the Children's Courts. Other placements that have been offered are in the Medical Social Service Department of the "Hospital for Joint Diseases"; in the intake office of the Virginia Day Nursery; as Clinic receptionist for a City hospital. Unfortunately, we did not have enough trained people to fill them.

In 1955, a new two year project was sponsored jointly by the Junior League of the City of New York and the Community Service Society to demonstrate whether selected volunteers can supplement the professional work of a modern-day family service agency. Both organizations share the evaluation and the cost, with the Junior League paying for the supervisory time. The League chose three young women with a variety of volunteer experience, who had completed

3 (continued)

Course given by the New York School of Social Work.

The sub-committee of the Bureau's Committee on training seeks to build on the experience of the Junior League, the New York School of Social Work and the findings of the Division of Families and Adult Committee on "Volunteers in Casework programs." Agencies were asked to consider the content of the course and how it might be changed, thinking which volunteers from each agency might take the course and what particular value the course may have for them.

1 See Appendix C-3.

2 From a letter sent March 5, 1957, from the Vice President in Charge of Welfare of the Junior League of the City of New York, Inc.
the case-aide course at the New York School of Social Work, and who had such personal qualities as intelligence, maturity, dependability, sensitivity, and flexibility. After being interviewed at the Community Service Society, they were placed in the East River District, where they promised one day weekly, on different days, plus one half-day monthly for group orientation and training.

Orientation planned for these volunteers during the first year is broad. During the second year it will be directed to the deepening of understanding.

Their current learning program includes:

... assigned reading, group conferences and visits, to acquaint them with structure, program and clientele. They will participate on one of each of many types of professional conferences; staff meeting; psychiatric consultation; group therapy integration; caseworker's conference with the public health nurse, with homemaker, and at the Department of Welfare with the public assistance worker and the child placement worker. They will attend a district committee meeting and learn about the role of this lay committee. They will meet with staff in charge of community action and of research activities, and with staff executives to learn about administration, business management, interpretation, and financing.

The job description for these volunteers was prepared by the supervisor in consultation with the staff of the agency, with the Community Service Society lay and professional administrative advisors, and with the League's

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1 Knowles, op. cit., p. 147.
Project Committee. It was felt that eventually the volunteers may be asked to keep in touch with certain clients and to give them supportive relationships after active casework is concluded. It was expected that these experienced volunteers would in time be able to take supervisory responsibility for other volunteers and case-aides in certain kinds of work.

The agency and the League established guide lines for their evaluation of this project. If the project proved successful, it would have been extended through the Community Service Society's other casework centers.

The project was considered to be successful at the end of the first year. During the second year, at the end of the fourth month, it was necessary to discontinue the project, primarily because sufficient recruits were not available to continue the experiment as planned; the need of substitution of personnel was not sufficiently anticipated; other reasons may be indicated in the report of the experiment.

In a most recent report of the use of volunteers in the Community Service Society, separately, it has been determined that:

1 Stewart, Nancy, "Put Your Values in Order," *Junior League Magazine*, October, 1955. (A volunteer recruit gave a report on the meaning of the experience to her at the end of the first year as a case-aide in the experiment.)

2 See Appendix C-4 for detailed report.
... in the last fiscal year (which ended September 30, 1956) we had five social service aides, which is the title we give to our volunteer case-aides. One of these works approximately half time and carries cases of her own—those of older people whose period of active case work is completed but who need regular contact with the Agency nevertheless. Two others were in the Junior League project. The remaining two assisted the professional case worker responsible for a demonstration project in the relocation of families who had to move in order to make way for a new housing project .... In addition we had in the past fiscal year seven volunteers who escorted children to group therapy sessions and home again, made observations and provided a friendly contact; one who gave remedial reading instruction and three who interpreted from Chinese.... During the current year we have approximately the same number of escorts, we have the one case-aide first referred to above and we have just placed two volunteers to assist case workers in preparation for the summer camp program.¹

B. A Joint Project of the United Hospital Fund of New York and the North Atlantic District of the American Association of Medical Social Workers. This project was begun as a result of an expression of interest and need on the part of medical social service departments who, because of pressure, could not take responsibility for training but could use those who were trained; it was an experiment² in selection, training, and placement of volunteer case-aides in medical social service settings. The project is based on

¹ From a letter (dated March 19, 1957), written by Margaret E. Knowles, Director of Volunteers, of the Community Service Society of New York.

² Volunteer Case Aides in Medical Social Service, prepared by the Committee on Publications of the VCA Project, Edith G. Seltzer, Chairman, Livingston Press, N.Y., 1946.
the conviction that the volunteer can effectively assist the medical social worker in individual case practice, and it is the major purpose of the project to demonstrate the possibilities in the use of a trained volunteer as a case aide. The VCA is defined as a "lay person who undergoes specific training in order that she may undertake specific assignments under professional supervision, and who agrees to serve for a designated period."\(^1\)

From the beginning it was considered essential that the staff should have convictions regarding the use of volunteers and have a share in the planning of their use, largely because it is known that volunteers are quick to recognize if their job is felt to be essential or acceptable. Also, because the service program is closely linked to agency function, job analysis was conducted to discover to what extent VCA's could be used and what qualifications would be required. Facing the committee were such questions as: What tasks legitimately can be delegated by the case worker? How does the caseworker see the VCA being used? How far can the volunteer go in service to patients? What is the core of professional activity and function which must be preserved?

It was decided that the aide would never be involved in the interpretation or treatment aspect of social

\(^1\) Ibid., p. 92.
work and that the whole emphasis would be one of service to augment the activity of the medical social worker. Each assignment should cover a small area, be clearly defined, and have elements of completion or performance for the VCA.

Services evolved for the VCA can be broadly classified as those involving contact with the professional personnel, with community agencies, with patients, and desk work connected with carrying out casework plans. The area of their activity was typified by services such as: 1. obtaining vacancies for hospital, convalescent or nursing care; 2. assisting in the filling out of applications for such cases or for appliances provided by public agencies; 3. requesting or reporting items of specific information between agencies; 4. requesting limited types of visiting nurse's services; 5. assisting in follow-up work; 6. escorting patients to clinics or other resources; 7. friendly visiting to shut-ins; and 8. recreational services. This activity might be carried out by letter, filling out forms, telephone conversations or personal contacts. It was recognized that the original list was tentative and would probably have to be revised and expanded after it had been applied to concrete situations. It was felt that this very tentativeness gave positive value to the list as it permitted an imaginative and experimental approach to the scope of the VCA activity.

Qualifications for applicants for the training course were as follows: 1. potential VCA should be at least eighteen

1 Ibid., p. 82.
2 Ibid., p. 71.
years of age; 2. have the equivalent of a high school education; 3. be tactful and discreet; 4. feel sufficiently at ease in a hospital to be capable of maintaining a healthy attitude toward patients who are ill or convalescing; 5. have both emotional stability and maturity; and 6. have warmth toward people; 7. VCA must use judgment and 8. not infringe on the professional social worker.

In addition, there were two things\(^1\) required of the VCA in her pledge for service; first, that she would go wherever she was sent in order to balance the demand and supply and, second, that she would serve a minimum of 48 days or 240 hours a year upon her completion of training.

Two essentials were specified of the departments to which the VCA's were assigned on completion of training; first, that the VCA would be assigned to perform the services for which she had been trained, and, second, that she would work under supervision. Pre-placement interviews were stressed as essential, also.

It was noticeable in the experiment that there are individual differences among volunteers and that these must be taken into consideration in placement as well as training. Some of these problems are motives in enrolling, attitudes brought with them and the tempo and ability in using training and developing understanding. If these problems become reasons for rejection, it is done by an interview.

\(^{1}\text{Ibid., p. 72.}\)
The criteria used in the selection of the training centers were:  

1. A belief in the value of volunteers to the medical social service program.
2. Demonstrated experience with volunteers.
3. Equitable distribution of staff in relation to case load.
4. Availability of a worker qualified to supervise students and with an active interest in the project.
5. Availability of desk and working space for two volunteers a day.

Training entailed thirteen weeks of theory at two hours per week plus thirteen weeks of field work at five hours per day, each week. It was felt that the instructor had a dual responsibility, to the profession and to the volunteers.

It was stated that:  

... since the VCA would assist the social worker, training should emphasize present-day philosophy of social casework, with the focus on the patient and his need. Since the VCA would have some contact with the patient, she should have some knowledge of behavior, and the principles of relationship, and of the techniques of interviewing. Since the VCA would be making certain observations, she should understand what is meant by an 'objective report'. She must be able to recognize certain overt behavior manifestations even though she would be unable to interpret them. She must have a knowledge of community resources, since she would be assisting the social worker in arranging convalescent care, special follow-up, filling in forms, et cetera.

The first session of training was an orientation plus a beginning of the development of respect for professional functions. The second session gave the history of

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1 Ibid., p. 71.
2 Ibid., p. 75.
social work, showing the modern approach of helping the patient to accomplish his own individual purposes and aims. The third session discussed social problems and what could be done about them. The fourth session focused on the medical social worker, discussing relationships to the doctor, patient, hospital, and community. The fifth session was a colored slide picture story of one cardiac and two surgical cases. The sixth session was in regards to the meaning of illness and the correlation between social situations, behavior and illness. The seventh session referred to koda slides and provided objective reporting as compared to the concept of subjectivity and interpretation. The eighth session discussed relationship, defining opinions, prejudices and attitudes and how they affect relationships. The ninth session was about interviewing. The tenth, reviewed cases discussed previously and pointed up professional responsibility of seeing the patient as a whole. The eleventh session was about judgmental attitudes, presenting the case of an unmarried mother. The twelfth session, a case of psycho-neuroses of puberty, was presented showing the referral to a child guidance clinic.

At the end of the training period, each VCA was evaluated by the training supervisor. The factors reviewed were: 1. her personal qualities such as adaptability, resourcefulness and reliability; 2. her performance; 3. her
ability to relate to the supervisor, to other VCA's, professional and clerical staff; and 4. her general growth and development. A copy of this evaluation preceded the VCA to her placement center, enabling the new supervisor to anticipate and plan for the particular individual.

On the job uniform assignments sheets were used by the supervisors, to be returned with recordings by the student, one copy going to the worker and one to the supervisor. Daily tally sheets were used by both worker and supervisors.

It was found that students regarded the most satisfying work to be with patient contact and the least satisfying, with desk or paper work, but that recording added meaning to the total understanding of the work. Continuity with a patient minimized routine. Contact with professional staff in the agency lent meaning and interest to assignments.

The supervisor was the liaison between the program for the volunteers and the departmental staff. Weekly interviews between supervisor and volunteer allowed opportunity for interpretation of the differences between professional and volunteer activities, and accentuated the importance of the work of the volunteer, not only in the agency but in the broad community problems. It was considered best to stress the positives and not the limitations of the volunteer role. Further evaluation is done on the basis of conscientiousness,
flexibility, resourcefulness, reliability, and punctuality.

The total program was evaluated in a workshop of supervisors. During the session, the next training course and the continuation of the program was discussed.

The third course offered was for college students of their junior and senior year, with the rest of the qualifications the same. This was planned not only as a recruiting device for the School of Social Work but also to fill the gap of summer vacation when other volunteers prefer not to serve. Gradually the number of training centers was reduced from five to three in order to consolidate gains and keep the demand and supply stable. It was decided to continue the central control of the program; in hopes of maintaining a standardized level of training.

C. Traveler's Aid Society. In this agency, the volunteers have personal contact with the client; and although the client is always seen by the caseworker who is the direct supervisor of the service, the one-to-one contact between the volunteer and the client is often more

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1 Collins, Ralph W., "Developing and Maintaining a Good Agency Volunteer Program from the Standpoint of the Administrator," from *Values of Volunteer Service*, Selected Papers from the 1956 Volunteer Workshop by the Advisory Committee on Citizen Participation, United Community Funds and Councils of America, 345 East 46th Street, New York #17, N.Y.

2 Ibid., p. 9. "In 1955, approximately five hundred different volunteers contributed more than 60,000 hours of service."
substantial than is that of the caseworker.

Principles have been set forth that are elementary in advancing the program of the agencies and the dynamic interest of the volunteer:

1. Volunteers must be carefully selected and they must be recruited only on the basis of their ability to do the work. This requires a practical approach. The following prerequisites should be taken into consideration: physical stamina, emotional temperament, educational background, capabilities, regularity in offering service, and the ability to place volunteer assignments ahead of personal and social interests when necessary. It is emphasized that "... value will accrue only if the right people are selected to do a specific job. The public relations value of volunteering can never become an end in itself."^2

2. It is important—in fact imperative—that volunteers have a specific job to do.3 "The job must be well defined. Individuals must understand the assignment, as well as knowing why the job has to be done. The volunteer must know the beginning and the end of the limits of responsibility."

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1 **Ibid.**, p. 10.
2 **Ibid.**, p. 11.
3 **Ibid.**, p. 10.
3. Volunteers must have an organized and specific training course. This must apply to the specifics of the job and give orientation to social work generally and the agency specifically. This training program must be well organized even for one person.

In giving the training, a little detail to remember is that the "individual's employer, husband and children must be included in the planning of the training program ... as every piece of material given to a volunteer in a training program may be discussed and tested with relatives and friends."¹ Since those doing the training will not be talking to these people in actuality, the material must be presented in such a way that the trainee may interpret her job to them.

4. Volunteers must be supervised and administered in much the same way as paid employers. This applies to administrative structure for handling personnel matters. There should be a. an individual personnel record for volunteers, b. an application form, and c. if possible, a photograph, d. references should be in writing, e. time cards should be kept, e. a file should show personnel actions, duty assignments and special recognition, f. A place should be designated where volunteers may take their personnel problems and the procedure

¹ Ibid., p. 11.
for volunteers to appeal personnel actions should be well understood. In the Traveler's Aid, "the volunteers have prepared and approved their own personnel policy, and each volunteer has a copy."¹

5. Volunteers should have board representation, be included in information meetings, included in planning, and solicited for contributions the same as others. In other words, it is considered that a volunteer program is inexpensive but should not be free. It is also pointed out that it cannot be a simple organization but that it is worth the results.² The continued pressure of working with volunteers, though trying at times, is healthy for the administration as well as the administrators. Volunteers add a spirit of service and require an attitude of simplicity and directness in the handling of the clients' problems. A sense of basic reality is developed by the administration in regards to the service concepts. The volunteers prove to be the best medium of interpretation of service to the community. Further, volunteers can and will raise substantial funds for a service to which they are affiliated and to which they are devoted. It is strongly urged that when properly trained and matured in the service, volunteers do not try to become caseworkers or assume functions outside

¹ Ibid., p. 11.
² Loc. cit.
their training and assignment, but they learn to understand their relationship with the caseworker.

In order to receive the values available through the use of volunteers in a casework agency, it is believed that some areas of consideration require special attention of administrations as for example: 1. Procedures must be developed for separation of volunteers from service by established procedure and skill in public relations; if separation is not possible service will deteriorate and lose status with the volunteers. 2. Every employee working with the volunteers must have a certain flexibility of spirit and the administration is responsible for creating this climate. 3. A certain amount of administrative time must be allowed to give the recognition that is wanted by volunteers; this is a special part of the programming that requires skills in public relations activity beyond the efforts of the caseworkers or supervisors. 4. Administrators must be aware of the fact that caseworkers rarely graduate from social work schools with knowledge or experience, or even favorable opinion concerning the use of a volunteer in a casework setting, and therefore need special help in learning how to use a volunteer.

C. The Family Service Association of Cleveland, Ohio. The paid case-aide position within the agency was discontinued
in 1950 and in 1954 the use of volunteer case-aides was discontinued.

This came as a result of the increased use of casework service by clients with complex personality and family difficulties and the decrease in tangible services given by the agency. We, therefore, found very little in the area of the casework position, other than clerical tasks, which could be performed by a non-professionally trained worker .... We have continued to have a large group of volunteers who are used primarily in the areas of interpreters of the agency's services, public relations, members of the Board of Trustees, or occasionally as clerical assistants and chauffeurs .... It has been my experience with case-aides that they can perform a valuable service if the agency's program involves a number of tangible services and if the case-aide works under close supervision of a trained caseworker. 1

... the purpose of the Family Service Association is so to strengthen family life that within its framework each individual may achieve the design of a lively peace which best fits him and his relationships with all people .... As its most valued help in accomplishing this purpose, Family Service Association has a large number of 'volunteers', people from the community who share with the Association a realization of the vital significance of the work which, jointly, they are trying to do .... In whatever capacity they serve, they are the constant thread which runs through the agency's activities and through its life-span. Through the years, the body of volunteers remains as the constant symbol of the public who endorse the agency and its service. 2

1 From the office of the Family Service Association of Cleveland, 1001 Huron Road, Cleveland, Ohio, February 28, 1957. Statement was made by the Assistant Director of Casework of the agency.

In this agency:

... case-aides assist in the actual operation of casework. Case-aides are volunteers with specialized interests and capacities who have learned to assist the caseworker. Under her supervision, they perform such activities as visiting families, examining public records, accompanying clients to medical clinics, obtaining information from school principals and teachers, observing and caring for clients' children in the district waiting rooms. 1

Office aides perform such duties as typing, working on statistics, keeping pin-maps up to date, making out payroll and time schedules for house-keepers, acting as relief receptionists and switchboard operators, and keeping office manuals up to date.

Volunteer services in the agency are centered in the Advisory Committee, which has over-all responsibility for stimulating and coordinating volunteer activities in order to extend the agency's usefulness and to release staff time. The committee of thirty members includes official representatives of agency committees, and people from the community at large who, upon recommendation of a nominating committee, are appointed by the President of the Board for two year terms. The Chairman of the Staff Committee on Volunteer Service is a member of this Committee. 3

Meetings are held monthly except during the summer.

Through the National Recognition Plan 4 for volunteers, the Family Service Association issued recognition awards. This plan was administered locally by the Central Volunteer Bureau.

Qualifications, orientation, and training programs were not set out in the handbook.

1 Ibid., p. 10.
2 Loc. cit.
3 Ibid., pp. 8-9.
4 Ibid., p. 8.
3. **Agency Use of Paid Case-aides**

A. The New England Home for Little Wanderers, Boston, Massachusetts. The program\(^1\) of using case-aides in this child-care agency is used as 1. a time-saving device to help social workers to utilize limited time, and 2. as a recruiting device for the field of social work.

The agency has the basic philosophy that the program for case-aides must be 1. thoughtfully planned, and 2. must be a cooperative project, including executive, supervisor, caseworker, and case-aides, 3. Before tasks are delegated, it is important to consider the effect on the client and the client-worker relationship, 4. Each case-aide must be given tasks according to her interest and growing experience.

One week of orientation is considered necessary\(^2\) before duties are set out. 1. One of the earliest assignments for case-aides is the collecting of layettes for the newborn. 2. The first assigned responsibility is the preparation of a social history summary for the study conference within the agency. In making ready for this task, the case-

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\(^2\) Qualifications and exact procedure during orientation are not given in the material available.
aide sits-in on a conference where a social history is presented and plans for the child are discussed. She is given an outline to follow in writing the history and she is oriented as to the confidentiality of the information.

3. Case-aides take over as temporary counsellors in the kindergarten groups in order to establish a relationship with the children and therefore be prepared to accompany the children to necessary clinic appointments, haircuts, shopping, et cetera. The caseworker attached to the study home takes the disturbed and upset children, sometimes accompanied by the case-aide. In the simpler cases, the case-aide is sometimes accompanied by a volunteer. These trips save about two and one-half hours each week for each case.

4. Other transportation jobs that a case-aide may do are, for instance, bringing a new-born from hospital to agency for a pre-placement physical examination, bringing a baby from a foster home for a pre-adoptive psychological examination, meeting a child returning from camp if the social worker is on vacation.

5. Cases chosen for case-aides generally fall into two groups: supervision of babies in foster homes and placement of pré-school children referred for temporary shelter care. In this regard, the case-aid has been trained in the observation of infant behavior and can make reference to Gessell and Ilg's book:\(^1\) in reporting on the child's

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development. The aide is expected to be able to interpret the agency's policies to the foster mother. In most of these situations of temporary care, the placements last about ten days each and there is another agency or a hospital social worker active in the situation or else the family is an adequate unit except for the specific situation. The placement plan generally includes: selection of the foster home, transporting the child to his home, introducing the child to the foster home family, arranging with the referring agency or the parents for the release of the child to his own home, calling for the child, bringing him to the agency pediatrician for a dismissal examination and returning the child to his own home. There is clothing to be checked, many important details to be relayed, et cetera. These are clients who, it has been noted, need warmth, assurance and "strong arms for refuge" more than interviewing techniques; a hurried case-worker may have reason to resent the time that such an emergency takes from previously scheduled interviews. A warning is pointed out, here, that it is not wise to have the case-aide place the child if the case-worker will supervise the child following placement because the foster mother becomes confused about the agency and the division of responsibility or some important details may be missed.
Case-aides are given regularly scheduled supervision as it has been established that, although impromptu conferences are helpful, they are not as effective. It has been found that case-aides want and use supervision and one hour per week is not enough. Except for certain routine responsibilities, assignments come through the supervisor. Staff caseworkers are expected to make requests for case-aide service, through the supervisor, by the end of the week preceding the time the service is needed, whenever such early planning is possible. It is hoped that these assignments will be initially selective so that a simple referral will not develop into a complex situation needing intensive casework. The real problem is that direct aid to caseworkers is often on an emergency basis and that the case-aide program tends to become overly planned so that they have little free time to accept these emergency assignments.

B. Société de Service Social Aux Familles, Montreal, Quebec. ¹ This agency is a public assistance institution, founded in 1938, with the aim of giving social treatment to needy families. It is the largest family agency in Montreal particularly because it is the only one of its kind in the French Canadian milieu, which, as an ethnic group, represents

the great majority of the people. Among the original functions was the placement of children in need of foster homes. The law was extended to meet the needs of sick adults who could remain at home. As a result, the number of clients increased until the service objectives of the founders was endangered. Also, the volume of clerical and administrative work proved to be a serious limitation to the professional service for which the social workers were employed and for which they were trained. The agency felt forced to call in non-professional personnel so that, in the spring of 1954, services from the agency were reviewed in hopes of finding a solution to the problem.

The problem was to meet the demands as adequately as possible and, at the same time, to maintain professional standards. Social workers had caseloads of 100 to 125; 6 per cent were receiving social treatment without financial assistance, 94 per cent were receiving social assistance, and of these, 21 per cent were receiving counselling.

In analyzing the problem, comparison was made with hospital organization. So it was considered that in a family service agency there could be two divisions: the first, to be comparable to the in-patient department in a hospital, giving intensive treatment administered entirely by professional personnel; the second, comparable to the out-patient department would give the services of social aides supervised
by a team of experienced social workers. The out-patient client may receive in-patient care later if the trouble warrants it, and if the client wants it and will cooperate in the treatment offered.

Further, it was decided that perhaps social aides could be used if they had the following qualifications: 1. intelligence; 2. social judgment; 3. emotional stability; and 4. a spirit of service.

It was concluded that these non-professional workers could be used under supervision, in the following ways: 1. for the clients with little promise of progress who needed protection and assistance, i.e., feeble-minded and mentally ill; 2. people who come to the agency with social problems which they made known in the first interview and who showed promise of progress but who "did not wish to take advantage of the services offered in this area."

Since September 1954, the agency has met requests for service in this way: There is a social treatment center which first concentrates on social rehabilitation, and the adjustment to reality. There is also a socio-economic center which deals with the requests for financial aid in the spirit of social service. It was decided to keep, in the caseloads of social workers, only those cases with specific requests for casework services and those with rehabilitation possibilities. Workloads of professional personnel was thereby
reduced to 35-50. The plan was tried in four family district offices and the unmarried mothers' division.

In continued study of the daily tasks that could be undertaken by non-professional workers, the following conclusions were drawn: 1. The social worker must keep in control of all tasks and responsibilities which demand personal contact with clients, collaterals or collaborators. 2. The initial plan for the client is established in the first interview with a social worker and then the social-aide can follow the plan set up under supervision. 3. In the family division, social aides can undertake some cases of placement of children in foster homes or in institutions when the families or children do not need social treatment. The aides can administer the allowances and advise in certain cases regarding home management and nutrition. 4. In the unmarried mothers' section, the social-aides can look after certain cases of the placement of children when the situation has become permanent and there is no immediate possibility of rehabilitation either with the unmarried mother or the child. Special care can be given to the routine administration and supervision of the placement, noting the normal growth of the child; this is done in collaboration with the social worker from the Child Welfare Division. These social-aides are called Class I. 5. Another
group of social-aides became attached to the socio-economic sector to study the requests for financial assistance. There were forty-two of these paid aides among seven supervisors, all forty-nine being experienced social-aides working under the direction of four experienced professional social workers who act as heads of their respective groups. 6. Another classification of social-aides was put under study as new employees were initiated into the aspects of clerical routine. The idea was to relieve the social workers in the social treatment sector of the burden of clerical requirements (forms, requisitions, late checks, et cetera), research, shopping, and specific duties when there is no need for the social worker to do it herself (i.e., taking a child to a clinic or to a camp).

Candidates for training were chosen with a variety of educational backgrounds, but at least twelfth grade education was the minimum. Primarily, it was felt that the most important prerequisite for a social-aide was that she must seem capable of establishing good relations with the public.

An in-service training program was established by the agency, beginning September, 1954. At the end of one and one-half years, five groups,\(^1\) making a total of

\(^1\) Ibid; forty-three professional social workers were employed simultaneously.
fifty-eight social-aides, had been trained.

An intensive training course is given for one week. A set curriculum was balanced and planned to suit the needs of the social-aides, and included the following: 1. It was considered important to reflect upon the object of the services, the dignity of the human being, and the concept of the whole person. 2. Students were made aware of the environment in which they would work and the historical evolution of the need and the organization of this environment. 3. The director of the agency explains the agency obligations, the Public Assistance Law and the socio-economic sector. 4. The Director of Personnel invites employees to examine ideas on morality and professional morals, ethics and professional ethics, politeness and professional etiquette, then employer-employee relations are explained. 5. The social consultant or supervisor presents to the social-aide the kind of a person she should be and explains to her the different tasks she will be asked to perform and the spirit in which she must do them; this includes office interviews, home visits, records, telephone calls, reports exchanged with other agencies, consultations. Also, it is explained what happens in a first interview with a client, the method to follow in the study of a case, and the way to arrive at a final decision. Trainees are shown how to plan and organize their work so that it will get done. 6. It is considered imperative that
all employees, professional or not, share a belief in the service and, animated by this ideal, be conscientious in their work and have the same attitude toward each other as to the clients. It is felt that it is particularly important that the social workers respect the social-aides. 7. The importance of each job to the total program is stressed.

As a part of orientation into the agency, the social-aides visit the various departments of the agency.

To stimulate non-professional staff to improve their competency, several things were considered: 1. Access to promotions was established whereby the social-aide may start working in the office as a third class, then she may be promoted to the second class in the socio-economic sector and later, perhaps to the first class. She may be transferred to the intake service, be promoted to social-aide supervisor and may be subsequently an assistant to one of the professional directors of the socio-economic sector. Each function is recognized in the salary scales according to its importance. 2. It is felt that training should be continuous, but that it should be done after analysis and synthesis (and thus implies research). It is believed that it should be done after a careful choice of instructors and that the need is best served by choosing a university educator who possesses a mind for research, interest in

1 In this regard it is pointed out that professional staff have the advantage of more education, meetings, seminars, institutes, post-grad courses, case conferences, et cetera.
today's reality and who believes it possible to make good use of non-professional personnel. The hope is expressed in this program that training will continue on a weekly basis by a series of round table discussions, seminars, and workshops, and that it will benefit not only the social-aide groups but also all the agency's non-professional staff which would be included. The hope is also expressed that, in the future, the training of social aides may be done on an inter-agency or a regional basis, uniting the efforts of the practitioners with those of the authorities of the Schools of Social Work, the latter invited to serve as consultants and to help and guide the efforts. This should lead to a thorough knowledge of the object of the services which is an important stimulation to improve competency among workers.

It is the conviction of the director of this agency that if one undertakes to define, analyze, evaluate, and classify the different tasks involved, one would discover that many services of an agency can be done by persons other than professional social workers and that social-aides can be used to advantage according to the needs in both public and private agencies, always under the direction of competent personnel. She points out that there is a great need for caseworkers but perhaps there is an even greater need for
social workers with leadership qualities to be used as supervisors and heads of services in sectors where they will assume the responsibility for orientation, staff development, and supervision of non-professional staff. She points out further that all problems of social relations should not necessarily be treated by professional social workers. The experiment with social-aides in this agency is being tried and evaluated with this idea in view.

4. Programs for the Use of Volunteers or Case-aides in a Cross-section of Vancouver Casework Agencies

A. Catholic Charities

The director has expressed the opinion that case-aides could be used advantageously if a program were "thought out" and "carried through." At present, persons known through the agency are asked to help with certain kinds of cases, particularly with old people. Actually, groups of Sisters give volunteer service within the realm of the church, and beyond the scope of this Catholic family agency.

B. Catholic Children's Aid Society

Recently, this agency has been helping two families on a continuing basis by assigning a selected volunteer in each case to relieve some of the pressure under supervision
of the regular caseworker. This venture was not conceived as a case-aide project though it has proved to be such.

Volunteers have been used sparingly within the agency and in the receiving home. They are known to be available for service either by phoning in to the agency themselves or because they are known to the agency through board members, foster parents, et cetera. They are used in the receiving home to escort children to doctors, clinics, et cetera, and to assist in house activities, giving friendly support to clients. Within the agency building, volunteers are asked to take clothing inventories on request. A volunteer program has not been considered feasible because of lack of staff time for selection, supervision and training; other problems seem more pressing; it is felt that there is actually no space or facility available in the present agency location.

C. Children's Aid Society

Volunteers are regularly recruited through the Volunteer Bureau of Greater Vancouver\(^1\) for taking children by car to clinic or wherever requested; two volunteers go regularly to clinics. From time to time, volunteers have also been used in some research projects, as clerical or clinic assistants, and in programs for receiving homes.

\(^1\) up to eight per month in 1956.
During special periods of stress, as during the Overseas Children's Project, volunteers were acting as case-aides in homefinding.

In 1953, a "pep talk" was given to volunteers about their job in the agency. In 1954, one of the board members entertained agency volunteers at a coffee party in her home. Since that time, no training, recognition, or orientation has been given to volunteers used by Children's Aid Society.

The Public Relations Committee of the Board of the Children's Aid Society has, at various times, discussed the use of volunteers; it was a member of this committee who was chairman of the recent Foster Home Campaign in the fall of 1956. This was an innovation in the program of the Children's Aid Society. Thirty-two volunteers gave 188 hours for telephoning. Of this group, twenty ex-social workers volunteered an additional 182 hours to interview the applicants who had been cleared through the index. Previous to the campaign, the volunteers were divided into two groups, each of which attended one discussion session at which time they received a kit of policies, instructions and resources for study at home.

It is the consensus of opinion of the staff of the

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2 An effort to locate homes to be provided on a voluntary basis for misplaced children as result of World War II.
agency that it is not just the homes that have been produced but also the general interpretation to the public that has been so valuable. As a result, at the recent staff meeting, there was some discussion of ways that volunteers could be used by caseworkers in the agency programs. So far, there is not any arrangement for regular and continued use of the volunteers that were recruited for the Foster Home Campaign.

D. Family Service Agency

During the Second World War, the federal government requested that this agency administer the applications to the Dependent's Allowance Board of Trustees in this area. As a result, case-aides were employed to work under supervision of trained staff in these years, until the program was discontinued at the end of the war.

At present, the occasional volunteer is selected and used by an agency caseworker for a specific assignment, but the scheduled use of case-aides, paid or volunteer, is not being discussed in board or staff meetings. It is felt, by the director, that less than fully academic help could contribute in enabling ways but that facilities and supervision are limited at this time. He believes that classification of job opportunities should lead to fuller participation in order to keep the volunteer's interest and that plans should be made to give both the volunteer and the
agency a fair deal; this would hopefully prevent the volun-
teer worker from being discarded when the one job is
completed.

A homemaker service was begun in 1938\(^1\) in the
Family Welfare Bureau of Vancouver. The aim was to relieve
the anxiety of the children and the parents when the mother
was out of the home temporarily. The homemakers were paid
employees of the agency who worked under its supervision
and coordinated with the casework service to assist in the
solution of family problems. In April 1949,\(^2\) in con-
junction with the Metropolitan Health Committee, and with
the financial support of the Federal Department of Health,
the Family Welfare began a three year project to provide
supervised homemaker service to families when the mother
had tuberculosis. At the present time (April, 1957), the
Family Service Agency\(^3\) has in regular employ seven home-
makers on a full-time basis and one on a part-time
arrangement. Policies have been developed for the home-
makers over the years by the Policy Making Committee of

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1 Gilchrist, Margaret D., Homemaker Service in a Vancouver
Family Agency, Thesis for degree of Master of Social Work at
the University of British Columbia, 1952.

2 Burch, Gwendolyn, Supervised Homemaker Service in a
Vancouver Family Agency, Thesis for degree of Master of
Social Work at the University of British Columbia, 1951.

3 The name of the Family Welfare Bureau has been changed
to the Family Service Agency.
the Board of Directors along with the administrator and the supervisor of the homemaker service. The homemakers have proven to be very valuable aides to the caseworkers.

E. Jewish Family Welfare Bureau

The Jewish community is a comparatively small and closely knit ethnic group so that help to the client is often more personal. Though the agency does not use volunteers for actual casework, they give a great deal of special assistance. One regular volunteer helps with clerical work in the office once a week. To commemorate important Jewish holidays, this agency sends hampers to its needy families, Jewish prisoners, and to the Jewish inmates at Essondale; it is at this time that the Bureau asks for and receives many volunteer working hours through the Vancouver Council of Jewish Women. A member of the board is liaison officer between the agency and the women volunteers. Other board members are called upon to assist in the rehabilitation program and in job finding for clients, as for example, establishing an immigrant as a tailor or a furrier until he can repay the giver.

F. Vancouver City Social Service Department (Main Branch, East Unit, South Unit, West Unit)

In the fall of 1956, an experimental plan was instigated between the Pre-Social Work Society of the University of British Columbia and the City Social Service
of Vancouver whereby four student members would be selected on the basis of interest and experience to give one half-day per week during the school year (October 20-March 20), each under supervision of a caseworker of one of the four city units. The program was actually designed as a method of recruitment for candidates for the School of Social Work, though many additional values were foreseen in the use of these volunteers. In the fall of 1956, only one student availed herself of the opportunity.

The first year, the Director of Welfare gave two orientation periods for the students before they were assigned to their units. Subjects discussed were: the history of social service in Canada and its place in the community today, the attitude to be manifested by the worker, and the services rendered by the four units.

In discussing the results of the first year's effort with the four supervisors individually, it was the general consensus of opinion that the plan was a commendable experiment but that more foresight and planning could have made the time more worthwhile for the students as well as the agency. The general staff was not sufficiently aware of the plan and therefore did not forward suitable cases that could be assigned under supervision. Nor were suitable cases planned in advance of the student's arrival. It was felt that caseworkers need to learn to welcome volunteers.
In addition, some thought that there had not been enough preparation for the giving of service and that the resulting role of the student was more that of an observer. Letters of authority were not allowed from the administration for the students so that they could make investigations for school reports, et cetera. It was suggested that specified jobs should be determined and agreed upon by the agency and the pre-social work students so that the volunteers assigned could visualize their contribution and the supervisors could adequately plan to give the help required in carrying out the plan.

Supervisors indicated that they would have liked to have given more time for discussion in personal supervision; students needed help in verbalizing their responsibilities as citizens under tax regulations. They needed help, too, with the ethics of social work, their feelings about clients, and the tendency to identify with them.

One supervisor requested that a recorded report of experiences be kept by the volunteer assigned to her, so that the agency would have a record of the year's activity and the student's evaluation of the experience. This was done in addition to recording as applied to case assignments.

One of the supervisors mentioned that she had used the first volunteer in city social service, seven
years ago. She suggests that there is a great need to use volunteers in public assistance, helping old people especially, because, under the present conditions, these persons are usually visited only once per year to establish eligibility. This worker maintains that only the disturbed and upset people received any extra attention and that the quiet one needs friendly visiting in order to help them to "come out of their shell" before they become real social problems. It was pointed out that it is these "undisturbed" clients that can most safely use volunteer help. This same caseworker mentioned that she judges the usefulness of a volunteer by finding out if he or she has unmet needs or if he or she can "give easily." Through supervised service, she feels that many of these volunteer workers learn to give of themselves and "get to feel that they have a contribution to make"; as a result much of the caseworker's time can be saved in the many jobs performed.

G. Vancouver General Hospital Social Service Department

Paid workers are being used as case-aides. Volunteers are used in this same setting.

The Women's Auxiliary to the Vancouver General Hospital\(^1\) was originally responsible for the development

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\(^1\) Weaver, Kenneth R., "History and Organization of a Social Service Department," *Canadian Welfare*, Dec. 15, 1956, pp. 228-32.
of the social service department by providing time and money through the years; the members are still active in providing many services. In 1926, the hospital administration assumed responsibility for the social services through the nursing department. Then, in 1939, the Department of Social Service was separated from the Department of Nursing and has since been a separate administrative unit within the hospital. The Social Service department was further re-organized under a new director in 1952. Until this date, social workers' time was being taken up with responsibility for determining eligibility, admitting, supplying appliances, and providing financial information. With the help of the Women's Auxiliary, the role of the social worker was changed at this time to giving direct casework service on referral to patients. This was possible because, by 1954, the volunteers of the Auxiliary had almost completely taken over the job of admitting and checking eligibility in the outpatient department. On January 1, 1955, the Women's Auxiliary provided the funds to hire a clerk (case-aide) to take responsibility for this job, though much individual volunteer help is added to the process; fifteen volunteers per week are supervised by this clerk in checking eligibility requests. Another admitting clerk screens requirements directed to psychiatry and handles
most of the applications for appliances. This second case-aide was added to the staff of the outpatient department after a job classification was set up so that the hospital administration could see the usefulness of the move. The administration agreed to gradually assume from the Women's Auxiliary the cost of the worker, on a one-third yearly reduction basis. In this way, the Vancouver General Hospital administration will take full responsibility for this worker by 1958. Both of these clerks or case-aides work under supervision of a professional social worker who is the casework supervisor of the department. A volunteer representative of the Women's Auxiliary meets with the director of the Social Service department, once per month, to review the applications for appliances and if any of these reports from the case-aide are questioned, an ex-social worker from the Auxiliary goes to the home for further assessment of the need.

In the in-patient department, a case-aide has been given a staff placement, with some of the funds allocated for a professional worker. This is to demonstrate that, in lieu of the shortage of trained social workers and adequate funds, the mechanics of handling certain types of nursing home and boarding home placements can be handled under supervision of a professional social worker. Volunteers are available through the Women's Auxiliary, for in-patient service, on

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1 Funds for the appliances are supplied almost entirely by the Women's Auxiliary.
request of professional social workers, to carry out assignments. These may be in providing transportation, making home visits, hospital calls for letter writing, friendly support or whatever is determined to be suitable as part of the treatment plan. Actually, the caseworkers in the department need to be encouraged and taught to make more use of this provision.

The Women's Auxiliary has a standing Volunteer Committee whose function is to supervise recruitment, interviewing, placement and orientation of volunteers. This is in addition to the Out-patients Committee, the In-patients Committee, the Surgical Appliances Committee, the Visiting Committee, and the Library and the Canteen Committees, all of which give direct service to patients in hospital and cooperate with the Volunteer Committee and the Executive Secretary of the Auxiliary. Men as well are sometimes assigned to volunteer duties requested of this organization.

Responsibilities of the Volunteer Committee are listed as follows:

(a) To be constantly aware of the need for a continuing programme to recruit volunteers, and to formulate plans to carry out such a programme. When necessary, to consult with and seek assistance from the

1 "A Manual of the Organization of the Women's Auxiliary of Vancouver General Hospital."
Public Relations Committee and the Membership Committee in carrying out a recruitment campaign.

(b) To have a regular day each week at the Auxiliary office for the purpose of interviewing all new volunteers, arranging their placement through the proper Chairman, and being available to other committee chairmen for consultation. (It is the interviewers responsibility to give a new volunteer a complete picture of the various services, the training required and the time necessary to devote so that she may choose wisely the service she prefers.)

(c) To arrange orientation courses for new volunteers which shall include the following:
1. A brief history of the Women's Auxiliary.
2. Presentation of Constitution and By-Laws.
3. Financial structure and relationship to the Hospital Administration.
4. Hospital ethics.
5. Description of Hospital placements and duties of volunteers.
6. A tour of the Auxiliary placements in the Hospital.

(d) To keep informed at all times of the needs of the various Committees using Volunteers and to see that an adequate number of substitutes and floaters is available to cover all Committees.

(e) To prepare and present to the Chairman of the Volunteer Committee a monthly report on personnel, on the form provided for this purpose.

Relationships are established and maintained with all Committees so that the "requirements of each job and the skills, energies and interests of each Volunteer shall be matched."

Suggestions and complaints can be channeled from volunteers to hospitals administration through the chairmen of the Committees. This information may be discussed at monthly meetings of the Auxiliary. Every six months, the President of the Women's Auxiliary meets with an assistant director of the Vancouver General Hospital and the Department heads of the hospital to review plans and suggestions for cooperative decisions.
CHAPTER 3.

CURRENT PROCEDURES IN CASE-AIDE PROGRAMS

The formulation of an agency program for the use of case-aides requires very much the same procedure, whether workers are paid or volunteer. Motivation of the case-aide may vary to some extent if it is considered that pay is given in one category and some form of recognition in the other; but, fundamentally, persons generally continue in this area of social work because they are in accord with the objectives of the agency. Volunteer case-aides require more training than any other volunteers. Paid case-aides usually receive more intensified in-service training because of more extensive or specialized assignments.

When considering the formulation of a plan for the use of case-aides, an agency must be aware of its reasoning and total purpose in so doing. This is important in order to be sure that the fundamental objectives of the agency are being furthered and strengthened, that social work standards are being maintained, and that the professional social worker is being aided in accomplishing the objectives of the agency. Shortage of staff or shortage of money is not reason enough for the use of case-aides; there are many other values to be realized for the community,
the agency, the staff and the clients. These values can be gained in the use of a case-aide program in either a public or a private agency. Volunteer case-aides have most value in promoting public interpretation and understanding, whereas paid case-aides may give little value in this respect. It should, of course, be clear that public relations, important as they can be, are not reason enough for a case-aide program either. The real importance in the use of case-aides would seem to be in strengthening and extending the services of the agency for the benefit of the client. This goal must also be in focus if using case-aides as an introduction to social work in hopes of recruiting graduate students for the schools of social work.

Sometimes case-aide programs are needed within an agency, singly, and sometimes as part of a group project. If begun within a separate agency, the use of case-aides would seem to meet an emergency need. The group endeavor would more likely reflect a readiness and understanding in the lay community (if only among a section) and would indicate the possibility of continued success if supply and demand of workers can be stabilized and if cooperation can develop a standardized system of training. Ideally, the agencies in a community would cooperate with a central Volunteer Bureau in keeping the public informed of needs, in promoting general training programs of social work.
concepts, and in drawing on people that have been recruited and classified according to qualifications and interests. The agencies would in turn register with the Volunteer Bureau the names of volunteers who have been recruited by other means and are receiving in-service training for a specific job.

Before setting up a case-aide program separately within an agency, or before agreeing to cooperate with other groups or agencies on a case-aide project, an administrator must be very sure that staff and board members have a keen interest in sponsoring the endeavor. It must be verified that adequate facilities can be provided, that staff time can be allocated for job analysis, liaison, orientation, continued in-service training and regular supervision. Provision must be made for recruitment and selection of case-aides, and it must be clarified that jobs can be designated to case-aides as a result of job analysis, classification and description. Most important, case-workers of the agency must be willing to share their responsibility and make the case-aides feel respected and wanted. Satisfactions must be planned for case-aides in order to sustain their interest; this may be in daily associations, accomplishments, opportunity for advancement and expression of ideas. Formal recognition or pay are additional items to be planned.
Before outlining a program for the use of case-aides, a study should be made of the volunteer services that are being offered in the community, the general training that has been available as a background toward the understanding of social work and casework. A single agency is most endangered if this factor is overlooked. Volunteers can often be used with professional supervision to conduct this piece of research.

A plan for the use of case-aides within an agency should be developed in such a way as to allow flexibility in the program. In this way, the participants may be encouraged to share in the continued evaluation and planning and thereby become integrated into the agency. By assuming responsibility in pursuing the objectives of the agency and accomplishing the purposes for which the program was planned, common interests are developed. Opportunity for group discussions and open channels of communication in administrative set-up allow improvement in any program.

The arrangements for the use of case-aides within an agency must be well outlined before it is presented to the public. A program is more effectively presented by someone in the capacity of an advisor or a board member, instead of by any member of staff such as an administrator. The person selected to launch the plan must be chosen by the staff and represent their sincere interest.
If a committee or council is planning to introduce a case-aide program in a community, in order to demonstrate its value, it is best to begin the project in an area of greatest need; acceptance will more likely result. This is one of the principles of community organization. The need and the readiness of the community to meet the challenges should be surveyed and assessed. Other principles of community organization and the skills of the specialist in this field of social work could very well be used in setting up a case-aide program.

In summary, it seems quite clear that a continuing case-aide program is, in the earliest stages of interest, and during formulation, a job for community organization workers. If more than one agency is involved, community organization principles must be continually considered. In actual practice, within an agency, the case-aide program becomes a responsibility for the agency administrator to establish and nurture. The continued effectiveness of a program for the use of case-aides seems to be in direct correlation to the amount of planning that is done not only at the outset but as a result of re-evaluation and adjustment. This planning seems to be centered around the job to be done for the benefit of the client. One of the first questions to be answered, then, in setting up a program would be: What is suitable work
for case-aides?

What Is Suitable Work for Case-aides?

Basic to the suitable and beneficial use of case-aides is a decision of agency staff as to whether they are willing to think analytically about the jobs which they do "partializing"\(^1\) them so that the components affecting the client and the client-worker relationship are known. An agency needs to know its total job and each worker needs to think through the individual job, knowing exactly where the time goes and what efforts could reasonably be performed by someone else. Some things the social worker must do. Some things may not need doing at all. Some things might well be added to services offered. After studying what is done and how it is done, and what could be done, it will be evident that some things can be delegated to less than fully trained professional workers and not affect the client-worker relationship. This requires total participation of staff, a willingness to experiment, and careful planning.

Inasmuch as the case-aide is intended to ease, support, supplement and extend the duties of the caseworker for the benefit of the client, it is necessary for the staff

\(^1\) Burns, Mary E., Commentary on "Must Caseworkers Do Everything," Child Welfare, June, 1956, p. 10.
of an agency to conduct a job study in order to be able to set up a classification of the ways that case-aides can be used effectively. Suggested lists are available;¹ some of these ideas can be adapted and readjusted to a specific agency; at least, in noting lists of job classifications, which have been set up by other agencies, a study group would have a starting point for discussion in the process of doing their own job analysis for a case-aide program as it could apply to their own agency. Any list of jobs would be tentative because as the program develops to meet changing needs, the list would necessarily be changed to meet the requirements.

A job analysis should not only decide the tasks to be performed and the purpose of the assignment, but the time required, the place where the job is to be performed, the training required (whether pre-requisite or in-service), the amount and kind of supervision to be provided, the personal qualifications of the worker needed and the facilities or equipment that must be provided for carrying out the assignment.

Broadly speaking, it is a principle that case-aides should be assigned to only those clients who have made a moderately good adjustment to their circumstances but who need help with certain specific situations. For

¹ See Appendix C-2.
instance, the tasks assigned to the lesser trained person
"would not deal with the problems created by illness, old
age, et cetera, but with the limitations set up by the
problems." ¹ The clients who show behavior problems should
be handled by the professional social worker in a continued
relationship. Self pity, blame, ambivalence, et cetera,
are indications of an overly-anxious state and could create
risky situations for a lesser trained person to handle.
A professional member of staff should determine at intake
the implications of a case and if it necessitates the
attention of a caseworker or if it could be handled by a
case-aide under supervision. If a case is taken by a pro-
fessional worker, and in the course of events and after
diagnosis, it seems that a case-aide could be utilized
in the treatment plan, the possibilities of job assignments
would be discussed with the supervisor of case-aides.

A job assigned to a case-aide should be definite
so as to make it sound. It should be limited specifically
to the task to be immediately performed and should have out-
look of completion of performance. By limiting the job
assignments, classification of jobs is possible, jobs can
be described, qualifications can be determined, training can
be standardized and satisfaction in accomplishment can be
realized by the case-aide.

In assigning cases, the service performed should be in "a small area and automatically limited by the type of service needed or by the nature of the problem." The job should be one that the supervisor is certain the case-aide as a person can do and for which the client is prepared. The assignment should be given and carried out at the time that the situation is ready. The job should never infringe on the professional worker's area of concern and should never affect the client-worker relationship.

Case-aides can be assigned to work with collateral agencies if the persons being interviewed are aware of the reasons for the commission and do not have ethical reasons to prefer working with a professional social worker in the instance. Collateral family members would be interviewed by the case-aide only if the whole case and the client receiving the focus of service were within the scope of the job classification of the case-aide program.

Research activities can well be done by case-aides under the direction of a professional worker as long as the person doing the assignment realizes the real purpose and values of the effort. Special committees within the agency are often beneficial for this purpose.

Administrative and clerical duties can be used

1 Ibid., p. 77.
advisedly in setting up a case-aide program. Many of these duties are good routine assignments as a part of an orientation schedule, gradually allowing the case-aide to become integrated into the agency and to progress into more skilled assignments as more training is received. Also, by combining project assignments with casework activities, these auxiliary workers may be made available for emergency requests from caseworkers.

Case-aides can be most helpful in meeting emergency requests as it is in this way that caseworkers so often feel the need of a helper in the treatment plan. In order to use auxiliary workers in this way, however, the staff must be entirely clear on the limitations of the case-aides and use them for the jobs for which they are trained and not just as a convenience or stop-gap.

Follow-up work is something that could well be considered by casework agencies as they set up their schedule of job assignments. Case-aides can give continued support to clients who are making an adjustment as result of casework service and are not coming regularly to the agency at this time; in so doing, they may collect information to be used in evaluating the actual effectiveness of casework techniques and methods as practiced in the agency. This may be done under direction of the caseworker who understands the case.

(It should be remembered that some professionally trained
persons are available for volunteer service.)

Just as caseworkers are expected to take responsibility to assist in the job of public education and interpretation and the promotion of understanding of ideals and needs in social work, so the case-aide can be taught and helped to assist the casework agency in this important phase of work. It is another way of making the case-aide's assignments more meaningful to himself or herself as well as to the community. In this way, special projects and assignments may accompany the routine, making the assignments more personally interesting.

Professional men and women are available in advisory capacities from fields of law, insurance, teaching, nutrition, et cetera, as consultants, tutors, interpreters, et cetera. These persons may be used on a part-time schedule or on special assignments but would benefit from preparatory training in the principles of social work and agency policies before being given assignments according to their own specialized abilities. They must understand the difference between the work of the volunteer and the professional social worker and work as part of the team in the treatment plan of the caseworker assigned to the client to be helped.

Case-aides seem to be especially suited for service in areas of family and child welfare, health, education, and recreation. Specifically, need for case-aide service
is being expressed in dealing with old age, the handicapped, dependent children, chronic hospital cases, immigrants, and court cases. New phases of social work are continually requiring more caseworkers, making the need of job analysis more pressing. Professional social workers are being added to the staffs of hospitals, psychiatric clinics, community centers, juvenile and adult courts, rehabilitation centers, industrial plants, schools with visiting teachers, centers for the aged, et cetera. The challenge to the profession is to determine where and how the training of the professional worker can be utilized to the fullest extent and how the work load can be shared with lesser-trained workers.

Suitable work for case-aides in general would be determined according to the agency objectives, the community setting, the qualifications of the candidates for case-aide programs, and the training available to the persons who are to give service. The client-worker relationship is a focal point in any effort to classify and divide responsibilities within casework agencies. The ultimate goals of the individual agency would determine the criteria for setting up the job classification and making assignments to selected case-aides within that agency to be consistent with the quality of the agency's practice. It is the responsibility of the agency through a diagnostic
interview to find the job most suited to the talents of the case-aide, paid or volunteer. This effort is simplified if the job classification specifies the qualifications required.

**Qualifications of Case-aides**

The specific qualifications to be sought of case-aides, naturally, differ according to the tasks to be performed, and this must be determined by the assignments that are made available through the job analysis and planning of the individual agencies. A job classification should state the personal qualifications prerequisite to the assignments. Levels of desirable education and training may also be determined in this way and thereby assist universities, schools, and community groups to plan toward the development of suitable citizens who would like to make themselves available for community service, paid or unpaid.

Factors to be considered in determining the personal qualifications of an individual to be selected are: age, sex, physical health, personality, education, training, experiences, skills, time available, special needs, special interests, reasons for wanting to serve as a case-aide, and attitudes.

Adults with necessary qualifications are selected to be case-aides regardless of age. However, persons of
middle years (40-60) are considered most desirable for specific training as case-aides because of their experience and understanding in working with clients, their contacts in the community, and their chances to give continued and uninterrupted service to the agency.

Both men and women are desirable as workers in a casework program. On a paid basis, women are more frequently available as men of such necessary qualifications would probably be employed at a higher rate of pay and responsibility. On a volunteer basis, however, men of unusually fine abilities and skills can be utilized. Women of exceptional ability are often available on part-time basis, paid or volunteer, because they are primarily obligated to their family needs and take pleasure in sharing their time with the community in some constructive way.

Good health is usually essential for a case-aide, especially to the extent that it would affect dependability in keeping a schedule. Physical handicaps need not necessarily limit a person's ability to serve as a case-aide, though handicapped persons should be utilized for specific categories of work where their usefulness would not be affected. In some cases, an individual with a physical handicap may be able to give more understanding help than a normal person.

Personality qualifications most frequently listed
as part of an ideal are as follows: emotional maturity, judgment, initiative, flexibility, dependability, sensitivity, ability to form relationships, to be objective, to be tactful, to be cooperative and to show potential growth on the job.

Educational levels considered desirable for a case-aide may vary. The minimum of high school graduation plus additional experience and training in volunteers service, business, et cetera, are prerequisite for a volunteer case-aide. One year of graduate social work training is often considered prerequisite for a position as a full-time paid case-aide.

In listing training as a qualification of case-aides, we must consider if this is in the field of social service or whether it is an experience in another field of interest. In the area of social work, training may have been general through community courses that offer instruction toward understanding of general concepts, resources, needs, et cetera, or it may have been specific skills training in an area of special interest. Again, it may have been agency in-service training in an area of service such as child welfare, family welfare or medical social service, et cetera. A case-aide must be willing to accept further training for the specific agency to which he or she is affiliated in order to understand the general aims and
functions of that agency and in order to perform the particular job to be assigned.

Previous experience of a person is an excellent clue to his or her present ability (health, age, et cetera). Those who have always shown success in their undertakings will generally continue to do so in whatever capacity they are assigned providing the job is within their ability. Those who express a keen desire to perform a new task or to develop a new skill will likely appreciate the opportunity and in turn benefit the agency offering the training. For some, with other qualifications, social work is an opportunity to express latent abilities that have not been expressed because of lack of experience. This factor must be taken into consideration during the process of recruitment, placement, and training.

Skills sometimes predetermine the placement of a person as a case-aide. Agencies, if wise, consider simultaneously, a person's interests which may be for an outlet quite different from the thing that they seem best qualified to do without further training. Continued satisfaction in doing the work assigned may be hinged to this factor.

A case-aide must have time available to give regularly over an extended period of time. The agency puts a considerable investment in this person by giving in-service training and supervision, whether paid or volunteer,
and expects continued and dependable service in return.

Special needs required may be such things as a car and/or transportation costs. These needs of a volunteer or paid case-aide can often be supplied by the agency and as the role of the case-aide comes to be recognized; agency budgets are taking this factor into consideration, thus shifting this prerequisite from the worker to the agency.

Special interests may or may not be tied to the reasons for wanting to serve as a case-aide. Special interests may be combined with skills already required or to those desired and not yet acquired because of lack of opportunity to this date. Special interests will be the qualification that must be considered in placement, supervision, and opportunity for advancement.

The reasons for wanting to serve as a case-aide, paid or volunteer, can often reveal emotional problems, prejudices, attitudes, or personality problems that would affect the person's ability to serve objectively. Attitudes of individuals toward the agency and toward the clients will certainly affect their use of knowledge and of skills. In working directly with clients, a positive attitude is essential. In working with the agency, in any part of the casework program, there must be a willingness and ability on the part of the case-aide to conform to established methods and procedures of social work and to adapt to the standards of practice, conduct and appearance established by the agency. There must be a willingness to accept and
use the direction and help of others in authority. Further, it is important for the worker to subjugate personal pleasure and interest to the needs of others, at least for the required length of time while giving service; judgment must set limits in this regard as well.

Discussion of attitudes points up the principles of a satisfactory relationship to clients:

... self discipline is a prerequisite for the helping process; helpfulness is founded on positive attitudes toward people; methods of helping people are based on constructive use of positive feeling, knowledge and understanding.

In summary, personal qualifications prerequisite to case-aide service are determined according to the job to be done. Attitude is fundamental; in some instances, it can be changed through understanding. The qualifications for each person must be clearly set out, just as plainly as the listings of suitable work available in order that selection and placement can follow.

Recruitment, Selection, and Placement

These phases of a case-aide program may be discussed together since in practice they seem to be interwoven.

Successful recruitment may be done through groups or through individuals to meet immediate needs within an

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agency. In either case, it is essential that the need be interpreted and that the qualifications be explicit. If immediate recruitment is done on a broad basis, such as through newspaper and radio channels, individual interpretation must be done by subsequent interviewing. This becomes burdensome and the large percentage necessarily rejected do not contribute to good public relations for social work.

When broad volunteer training programs are advertised and made available to the public as an educational measure, recruitment can naturally follow on an organized basis. These programs are best planned jointly by representatives of the agencies in need of volunteers, lay representatives of these trainees and professional persons representative of the fields of social work concern. Schools of social work should be consulted whenever possible in order to further the understanding between the lay and professional groups and in order to give status to the endeavor. From these general volunteer training programs, registration may follow in a community recruiting center. A sprinkling of suitable case-aide recruits may result either during the screening process or because individuals are made aware of the needs and requirements and thereby make direct application.
Availability of qualified case-aide workers, paid or unpaid, is primarily dependent on community understanding and appreciation of the role of the professional social worker, the objectives of the agencies and the needs of the populace. Suitable people will present themselves only if they feel that they are needed and that they are in accord with agency objectives.

Unless qualifications for a job are explicitly stated by an agency for a particular job that needs doing, and unless personnel practices and agency objectives are established for presentation and interpretation, individuals and groups cannot assist effectively in recruitment for agencies. This applies to paid or volunteer case-aides.

Paid case-aides are recruited in a business like fashion the same as any other agency employee. Advertising may be necessary. Application blanks are filled and references presented. Diagnostic interviewing skill is essential in making a selection from possible applicants.

Volunteer case-aides are ideally recruited through a volunteer bureau or centralized agency which is widely representative of citizen interest and closely affiliated with the local community planning agency of which the casework agencies are active participants. The centralized agency can conduct regular on-going recruitment programs and in so doing should register volunteers in a standardized
form according to qualifications listed and they screen and
direct volunteers into suitable channels of service. By
knowing the agency needs, these volunteers can be given
both general background training and special skills train-
ing as a preparation for in-service training offered within
the agency structure. Volunteers suitable for case-aide
assignments can be referred to agencies as needed. Because
of the fact that a volunteer bureau is usually composed of
many lay membership groups, special interest groups can
thereby be tapped for special skills when requested by the
agencies. The major point to be stressed in this regard
is that the agency must have the sole and final say as to
which recruits will be finally selected and placed within
their particular responsibility; referral from the volunteer
bureau or central organization on request does not assure
acceptance by the agency. With a volunteer case-aide as
well as with a paid case-aide, the final screening before
acceptance must be done in a business-like interview by a
professional staff member of the agency.

Rejection of an applicant by an agency must be
done tactfully, of course. The volunteer should feel that
he or she is receiving individual attention and that in
being re-directed back through the volunteer bureau, is
being helped to find the activity for which he or she is
best suited and can thereby make the greatest contribution
to the community.

In reference to the essentials of successful screening by interviewing, it should be mentioned that rapport must be established in order to get a fair impression of an individual. Friendliness, cheerfulness, politeness and interest should be expressed by the interviewer. The conference should be protected from interruptions. Unique qualities should be noted in addition to usual qualifications. The interviewer must think of not only the prospective case-aide as a person but the needs of the organization and in turn should interpret to the person a clear understanding of what would be expected of him or her as a case-aide. The plus value of this effort is the resulting interpretation of social work that will be carried into the community.

With both paid and volunteer case-aides, diagnostic skill in the personal interview must determine the real qualifications of the applicant as compared to the front presented by the individual or the recommendations given by others. Interviewing techniques are extremely important in this regard. By direct discussion of likes and dislikes and abilities, personal problems and emotional adjustments may be assessed through indirect methods. Initial screening prevents later rejections and ill feelings: "the rejected volunteer does not love the agency and the agency needs to
be loved.¹

Self-elimination or self-direction by the volunteer may be gained through at least one training meeting for recruits previous to the initial screening interview; the volunteer becomes aware of advantages and disadvantages by gaining an understanding of the need and the extent of the prerequisite qualifications. Interpretations in the interview become easier as a result of the training toward a more common understanding of social work and agency aims. Regularity, reliability, loyalty, and other such standards should be stressed in this first general training meeting so that the standards for a case-aide can be met and maintained.

The continued success of a recruitment program for volunteers is dependent on many factors. The central volunteer bureau and the participating agencies must maintain a mutual respect, understanding, and cooperation; this is usually done through scheduled workshops. By standardizing the qualifications and background courses for registered volunteers who desire to serve as case-aides, the demand and supply may be kept in balance and interest among the volunteers can thus be more easily maintained. An on-going recruitment program for either paid or volunteer case-aides would depend on the successful

experience of the workers in the agencies who make the assignments and the placements. It can be expected, however, that a case-aide will develop additional awareness and improved attitudes during additional training, adequate supervision, and staff cooperation.

"Follow-up"\(^1\) from the agency back to the centralized recruiting agency as to the use of the volunteer is an important phase of the cooperative effort. This allows the bureau to keep contact with the agency's work and to maintain a standard for recruitment. Many volunteer bureaus will accept requests from only those agencies who do report back the information for the files, provide in-service training and supervision as a part of a planned program within the agency and who participate in the general community educational program for recruiting volunteers.

It is largely through the process of recruitment that the volunteer case-aide program is taken out of the dubious classification. By recognizing volunteers' personal problems from the viewpoint of a professional social worker and by having a clear picture of agency needs, volunteer case-aides can be successfully recruited, selected, and placed into a casework agency program.

Until agencies make their job situations and individual requirements clear to interested schools, groups, et cetera, the agencies will have to fall back on their own resources for finding people that are suitable to be paid case-aides. Careful interviewing during screening, definite in-service training and supervision will determine the ultimate success of their appointments.

Successful selection of case-aides then is largely dependent on careful recruitment. The person selected must meet the agency's qualifications for the job set up to be done. In turn, the agency must make the effort to be sure that the placement will prove to be interesting, satisfying and completely within the capabilities of the person selected. It is important to be realistic about the applicants' motivations; are they lonely? do they like publicity? have they had any business experience? what prejudices or biases do they seem to need to control? With understanding and experience, attitudes will change, but this will be gradual and must be assessed in making placements.

Thus it can be concluded that, providing careful interpretations and explanations are presented, the orientation of the case-aide begins with recruitment and continues through selection and placement into the training provided by the agency giving the assignment.
Orientation and Training Programs for Case-aides

Increasingly better performance is being expected from case-aides whether they are paid or volunteer, and agency training is thus directed toward the goal of better service to the client being served. Every case-aide is entitled to specific apprenticeship training for the job assigned, whether he or she be one person or a part of a group of recruits. Informal training is conducted for one or a few. Formal training is desirable for larger numbers of recruits.

General understanding of social work and casework may have been gained through experiences and the general community training courses such as those offered by the volunteer bureau, Junior League, adult education programs, or other agency training courses. This is all general background orientation training and helps immeasurably in understanding community problems and in understanding the difference between professional and lay responsibilities.

When individual agencies cannot afford the time and expense of training volunteer case-aides in an intensive in-service program they sometimes combine in a group to plan a training program that will qualify persons for certain job assignments that are standardized among the several agencies concerned.¹ This requires additional

¹ A joint project of the United Hospital Fund of New York and the North Atlantic District of the American Social Workers.
cooperative planning than that given to a volunteer bureau which may be the recruiting source for candidates for the plan. The advantage is not only in the savings of time and expense involved but the possible control of supply and demand of suitable trained workers.

In most communities, the use of case-aides has not developed to the extent that agencies can combine their training. Agency in-service training is generally essential therefore to the use of case-aides. Sometimes this is done along with supervision in assignments that are a part of gradual orientation until the training program is completed. Sometimes the in-service training is completed before the job assignments begin. In any case, in-service training is given in a predetermined manner by a certain agency in a particular setting for an assigned job which has been classified for performance by a person of specified qualifications. The purpose of in-service training is the "preparation for a particular position so that it may be done most effectively."\(^1\) This is in contrast to professional education which aims at a "generalization of principles and methods in the development of a basic discipline."\(^2\)


\(^2\) *Loc. cit.*
After the job assignment, continuous training should be made available both in general community meetings and in-service programming. It is essential in keeping the interest of the case-aide, it prepares the workers for promotions and it makes the workers more adjustable to the changing needs in the agency and in the community. The case-aides involved can often make helpful suggestions toward planning and if the group shares the planning, the training is more acceptable. The staff may easily overlook simple but important pointers.

Though the case-aide in-service training must be for a specific job, it must be related to the total program and the agency objectives, policies, and goals. It should relate to the structure of the agency and to the setting which includes relationships with other agencies, local, provincial, federal and international. This kind of orientation gives purpose, understanding, and appreciation of the assignment. Also, through understanding, the case-aide can be integrated into the agency and be helped to identify with it.

Training may be done in many ways; lectures, discussion groups, visual aids, demonstration workshops, field visits, assignments either biographical or written, individual conferences, supervised tryouts on the job, et cetera. Discussion has proved to be more helpful than straight lectures, if skillfully directed in small
groups (not over thirty-five persons).\textsuperscript{1} Repetition of basic ideas by various means is considered to be helpful for the sake of emphasis. Introduction of a variety of agency personnel during the training program is beneficial in adding interest as well as in accomplishing orientation along with training. A variety of qualified speakers or discussion leaders adds interest and value to the training.

The actual success of an in-service training program for case-aides is dependent on many factors. The candidates vary in their ability to acquire and use information. Instruction may be more effectively presented in some ways and by some persons than by others. Assignments must immediately follow instructions in order for the instruction to be applied and thereby utilized.

By giving immediate assignments at the completion of the course, anxiety of the case-aides as to their own ability can be channeled into constructive use. This uneasiness can be allayed also by the knowledge of the concrete steps necessary in accomplishing the assignment. Acquaintance with the supervisor during training is an additional assurance to the case-aide.

More instructional material is needed where there is less supervision available. This must be clear and

\textsuperscript{1} Experience of Junior League in giving provisional training courses.
specific in detail but not to the extent of limiting the initiative and ingenuity of the case-aide. It has been found to be most effective to give "statements of principle, preferably illustrated with concrete examples." \(^1\)

Basic routines, procedures and information will need to be given in pre-service and repeated and amplified as the case-aide becomes more familiar with the duties. Assimilation of ideas increases with added understanding and experience. A policy manual is very helpful for referral and for setting standards.

In any assignments that involve contact with clients, case-aides should be trained and prepared to recognize problems that should be referred to a professional worker. This is one of the difficult areas of responsibility for the case-aide to handle and for the agency to supervise. The lesser-trained person can develop this ability to make referral but may need more help from staff in this regard than in others. It is essential that the staff member "report back" \(^2\) on these referrals so that the case-aide can know whether it was right to have referred the client; the aide need not know the details of the problem or the techniques used in helping the client but they usually want to know whether the client was able to get

\(^1\) Glasser, *op.cit.*, p. 20.

\(^2\) Sills, *op. cit.*, p. 45.
help with the problem and in general what was troubling the person.

In training a case-aide to give services on the basis of friendly visiting, it is important that the representative of the agency be trained to check on the background, setting, and needs of the client to be helped; this may include information about age, religion, nationality, hobbies, education, physical condition, housing, et cetera. The case-aide must be clear in these instances not to become involved in the financial aspects of the case.

In training case-aides to record observations as, for instance, in a children's or a family agency, it is important that the worker study normal child behavior and be given an outline to point up important facts.

If case-aides are going to interview collaterals such as schools, they must be instructed in the courteous and routine procedures that are practiced between the agencies.

If case-aides are going to assist in the administration of funds in a routine manner, they must be clear as to the rules and regulations and be prepared to make referrals or get advice if unforeseen problems develop.

Other skills that may be taught a case-aide are interviewing techniques and certain aspects of the casework method, correspondence routine, and the use of
statistical forms, for agency records and for research purposes.

By education and training through an in-service program, along with proper supervision and understanding, many citizens develop a new sense of responsibility and develop qualities hitherto unrecognized. Some learn to give unselfishly for the first time in their lives. Some become capable of doing supervision of volunteers themselves though this is always, of course, kept under the direct supervision of a professional worker. By good training, case-aides are not only more effective and self-confident on the job, but they have a broader interest in social problems and the support of community services. Service to client can be increased by the use of trained case-aides.

Supervision

"Adequate supervision is both a means of insuring a fair test and a way of measuring effectiveness"\(^1\) in a case-aide program in any setting. The nature of the supervision may vary with the job being supervised.

The extent and the quality of supervision determines the successful use of personnel in a casework agency.

\(^1\) Burns, op. cit., p. 8.
By serving as the liaison between the case-aide program and departmental staff, the supervisor responsible for a case-aide can give both orientation and on-going training by describing the broad base of the plans of the agency, broadening the knowledge of community, interpreting the differences between the professional and the volunteer, setting standards, insuring fair treatment, continuing training, giving encouragement when needed, allowing personal development, evaluating successes through assignments and keeping the interest of the case-aides.

To supervise helpfully, a person must be secure both personally and professionally; this means a re-examination of one's own role and one's own skills. A successful supervisor\(^1\) would probably have good common sense and sensitivity, would necessarily be free of negativism and psychological problems, would be successful in a personal sphere of life and have an experienced background in public relations. To assume responsibility quickly and in the face of handicaps, he or she should have a mature attitude toward taking responsibility, casework experience and training, a concern for others, and hours to give to the effort.

To supervise orientation requires skill and tact. First is the personal interview to establish rapport and

\(^1\) Brown, Madison B., M.C., "What Makes a Successful Director of Volunteers," *Hospital Management*, October, 1955, p. 60.
create a friendly work atmosphere. The physical set-up of the agency and the prevailing use of facilities must be presented. Introductions are made to all staff with whom the case-aide will have contact. Relationship with the supervisor is explained in detail. Personnel practices and agency policies are outlined. Discussion is encouraged to include mention of the tedious and objectionable aspects of a job. Clear definitions of job assignments should be made in such a way as to avoid misunderstandings. It is well to explain the amount and nature of recording or reporting that is expected. The case-aide should be informed that the work will be evaluated and be given the criteria to be used.

Continued training is offered through supervision so that growth on the job is possible and the worker can make full use of the time allowed. The case-aide is helped to understand the total agency program, the relationship of the agency to the community, and the importance of the particular job assignments. Initiative and creativeness is encouraged. The benefits of past experiences may be gradually utilized. New skills may be taught. Wider responsibilities may be offered. A supervisor must also be aware of the motivations of the case-aide so as to make best use of the assignments that are selected for the person.

Through supervision, jobs can be assigned in such a way as to give the most immediate help to staff in carrying
out the agency services for the benefit of the client. Likewise, the job should be assigned within the ability of the case-aide and thus allow satisfaction in accomplishment. Positive aspects of the case are stressed and not the negative as the case-aide is not involved in treatment aspects. It is essential that the case-aide understand why instructions are given.

In giving casework services, supervision of a case-aide may be done by the caseworker of the client, the caseworker's supervisor or a professional staff member assigned to the overall supervision of the case-aide program. In other areas of job assignments, a trained volunteer may give supervision, under the direction of a professional staff person.

Supervision should follow a plan in order to provide continuity and security for the worker. The discussions may be built on written or oral reports of the case-aides' activities. Forms can be developed for submitting information. The frequency of the conferences depends upon the nature of the assignments but the time should be regularly scheduled in advance. Impromptu discussions, though effective, are not as beneficial as regular, uninterrupted, and planned conferences.

Relationships should be protected by supervision. The attitudes shown toward the client are subject to constant scrutiny. Personal tangles with staff of the
agency can be unsnarled if misunderstandings or problems arise. Unless the administrator and the total staff of the agency create a friendly and cooperative atmosphere, the supervisor is at a loss to succeed in helping the case-aide to make a suitable adjustment, however.

The interest of case-aides can be sustained through supervision, by several means. Most important, the case-aide must feel needed, accepted, and responsible. Discussions give satisfactions by allowing growth and understanding. Evaluation of quality and quantity of work allows fair recognition of services; this should be a mutual effort between case-aide and supervisor.

Evaluation and future planning of the case-aide program should be done with the case-aide during supervision. The resulting suggestions can be taken by the supervisor to staff and inter-agency meetings for general discussions in over-all planning; this may be both for the purpose of improving program procedures and for arranging means of recognition of services.

It should be remembered that many volunteer case-aides have heavy responsibilities beyond the agency in church, parent-teacher associations, civic groups, et cetera. These volunteers may be accustomed to leadership roles as well. Therefore a supervisor would need to be aware of the danger of underestimating or over-rating ability.
In summary, it is the general consensus of opinion that the supervision of volunteer case-aides is seldom a saving of staff time, but that the time required for training and supervision is justified by the quality and quantity of service that is thereby given in the agency program. A paid case-aide need not require more supervision than the average fully employed worker; this would depend on careful selection of the worker and a carefully planned job assignment.

If case-aides receive needed training and supervision, professional attitudes are developed. Further, the question of evaluation is closely tied to the means of supervision.

An Important Corollary to Evaluation is that Recognition Should Follow

Paid case-aides receive recognition for their services in the form of pay and opportunity for advancement. Correspondingly, volunteer case-aides should be given some kind of formal recognition. This should be an indication of quantity as well as quality of work. A record should show time given. Evaluation of work should be done as a co-operative effort between the worker and the supervisor.

The acknowledgement may be in the form of a certificate, pin, badge, letter, card, et cetera, and may
be given personally, by mail, at a tea, banquet, award ceremony, et cetera. Newspaper publicity is often utilized. Increased responsibility is valued.

In order to feel recognized, whether paid or volunteer, case-aides need to feel friendly acceptance of themselves as a person and of the efforts being put forth in the work assigned. The name of the case-aide should be remembered, written, and pronounced correctly. If one is away, inquiry should be made. If one is ill, proper notice should be taken. If there is a staff function, case-aides should be included. They should receive as much concern and attention as any other employee. They should be encouraged to participate in community affairs in behalf of the agency. Every opportunity should be taken by staff and administrator to say thank you for cooperation in the day-to-day work load. Suggestions from case-aides should be considered and credit given where due.

Recognition involves a process. An agency must establish a precedent and the case-aide should know in advance the possible recognition that may be earned. If well handled, the means of recognition can benefit the status of the agency and the profession in the community. Certainly, the recruitment of case-aides for the agency will be directly affected. The risk to the profession,
if there is one, is a "result of poor selection, training and supervision."\(^1\) Recognition need not be given unless it is rightfully due.

\(^1\) Fitzpatrick, Anne L., "Volunteers," Canadian Welfare, December, 1954, pp. 83-89. (Mrs. Fitzpatrick is past Chairman of the Board of the Volunteer Bureau of Greater Vancouver.)
CHAPTER 4.

FUTURE PLANNING FOR CASE-AIDES
IN CASEWORK AGENCIES

If professional social workers are willing to analyze the perplexities of modern casework agencies, they will, of course, recognize that their source of support is dependent upon the understanding of the general public beyond the lay representation of the board of directors. Participation in a program is the most direct method of gaining active support. Even then, if sufficient funds were forthcoming for adequate facilities and personnel, provisions would necessarily have to be made for recruitment and training of suitable aides to available professional workers. The first step toward these conditions would very well be a discussion of the values and the problems in the use of case-aides, paid or volunteer.

These values and problems can be sorted out and illustrated as they apply to the client, the profession, the agency, the community, and the case-aide, paid or volunteer. In order to clarify these divisions, suggestions of values and problems have been brought forth in list form. Then, long-range planning toward the generalized use of case-aides is discussed in further detail. In conclusion, suggestions are focused toward the use of case-aides in Vancouver.
1. Values in the Use of Case-aides

A. Values for the Client

a. Impulsive help is often the worst kind. A case-aide program sets a standard for service to the client as compared to the spontaneous and undirected efforts of occasional well-meaning volunteers.

b. The services of a case-aide can be separate and in addition to those of the professional caseworker and thus extend the resources available to the client.

c. Extra attention by a case-aide separate from and in addition to professionals can mean therapeutic success. Warmth and assurance can be offered in ways not entirely suitable and not within the time schedule of a social worker.

d. A case-aide serving as a friendly visitor to a shut-in is a vital contact to the outside community.

e. Much personal service is needed in a community and is beneficial in many ways in helping people to gain strength and confidence to help themselves. The tremendous demand never can or should be met by professional workers alone.

f. Some clients do not want or cannot use the intensive treatment offered by a professional caseworker when they apply for "some" help from a casework agency. Trained case-aides can often handle the case adequately in
the instance.

g. Through friendly visiting, et cetera, preventive casework help can be received and resources can be suggested before more severe problems develop or multiply.

B. Values for the Agency

a. By the use of case-aides, the agency program can be intensified, supplemented and expanded or extended. Better service may be offered to the client.

b. Objectives of the agency must be clarified and focussed and verbalized in order to formulate a case-aide program.

c. Analysis of services and administrative routine must be accomplished in order to set up job classifications, qualifications, training required, et cetera.

d. Agency policies must be examined and formalized so that they can be understood and used by the case-aide.

e. Resulting information from agency analysis explains often times such puzzles as: why does the service cost so much? How efficient is the setting of the agency? What are the tools and techniques available or being used in casework or in training or in supervision of personnel? What are the preventive aspects of the agency program? et cetera.
f. Sounder practices are inevitably developed because of questions and differing opinions that result with the introduction of lay personnel.

g. Case-aides can bring a gauge of community reaction to the agency service program and policies.

h. Case-aides can give and create verbal support to the agency in the community.

i. Case-aides can give and create financial support for the agency in the community.

j. Volunteer case-aides can be trained toward more intelligent board membership, also. The training program for case-aides can be used as orientation for those persons elected to the board of the agency.

k. Agency staff is stimulated to cooperation in mutual effort in setting up or carrying through a case-aide program.

l. By the use of case-aides, more agency staff is freed for special projects in research or community organization, or for supervision within the agency.

m. Volunteers bring freshness of vision for future planning for the agency.

C. Values for the Profession

a. Case-aides can make it possible for a caseworker to maintain professional standards and for the profession as a whole to raise its requirements. Caseworkers
can limit their role to using their particular skills—the handling of behavior problems and the demonstration of leadership through supervision and special projects.

b. With the help of a case-aide under direct supervision, a caseworker has more time for face-to-face contact with a client, thus increasing the value and reducing the cost of his or her appointment as a social worker.

c. It has been proven that people can carry more responsibility and differing kinds of responsibility if it is defined and self-committed in an organized and disciplined way. Job analysis makes personal efficiency more possible.

d. With more time to give to projects such as research and community organization, the status of the social worker is elevated and his position becomes more desirable in the public eye.

e. Cooperation in the use of case-aides and resulting training programs brings understanding and support to the goals of social work.

f. Case-aides are a vital contact with the community and can give constructive criticism. Professionals are forced to explain their situation in terminology that is generally understandable. At the same time, the professionals are forced to express their attitudes to laymen. In so doing, they are able to judge the response.
g. A case-aide program is a method whereby the professional can reach the lay public.

h. Volunteers bring enthusiasm that is contagious to the professional who may otherwise become quite static.

i. Case-aides can in many instances prove to be good recruits for graduate Schools of Social Work and membership in the Canadian Association of Social Workers.

D. Values for the Community

a. Case-aides can maintain a preventive program of casework for the community as compared to the treatment aspects which are more distinctly a part of the professional social worker's responsibility. Case-aides can best help with those clients who do not present behavior difficulties; this leaves more time available from the caseworker for the benefit of the clients who show possibilities of rehabilitation.

b. The lay person is a vital part of the community organization process and the democratic form of government.

c. Unmet needs can be recognized and interest in social welfare is revitalized through the participation of laymen in casework programs in the community.

d. Case-aides become an educated and experienced section of the community from which information and interpretations about social work can be radiated. Husbands, families and friends become direct contacts for the agency
into the community and vice versa.

e. Leadership is developed in the community; personality, character, skills, interests, et cetera, are registered, recognized, and encouraged among volunteers; caseworkers are found for more contributions in this field as part-time workers. As a result, a community is better prepared to handle emergencies and catastrophies. In this age of automation, many skills might otherwise remain latent.

f. Frustrated citizens and groups who would like to make positive efforts toward a better community may channel their "desire to do something" by serving as a case-aide. Experimentation is the possible result as citizens are allowed to participate in current programs and express their opinions. When they receive explanations as well as jobs to take actions under professional leadership, new hope is offered to laymen that their natural interest is useful.

g. Qualities of unselfishness are developed in citizens like honesty and decency, through example and experience, and through education for adult responsibility.

h. Simple homely jobs can have great value when considered as a part of the whole. It is thus more possible to see the impact of the aggregate on the overall community welfare.

i. Through the development of a community program for the use of case-aides in casework agencies, inter-agency
cooperation is necessary. This accomplishment can be used for further advances for community benefit.

j. Through the intelligent use of volunteers as case-aides, confidence is increased in the community in the use of foster homes, adoption services, family counselling, and other casework services.

k. In the well-planned use of case-aides, the community benefits from more detailed administration of agencies by the setting-up of agency records, statistics, et cetera, because better research could thus eventually be conducted. Case-aides can assist in research projects in many ways; some volunteers are specialists in some area of the social sciences and can make great contributions to social work as well as to the community.

E. Values for the Case-aides

a. All ages, especially older people, can meet qualifications to serve as a case-aide in some way.

b. A feeling of giving and sharing is fundamental to happiness as is the feeling of being useful. Acting as a case-aide, a man or a woman can satisfy these needs.

c. New skills may be learned as a case-aide. Not the least of these is the opportunity to act unselfishly.

d. Leisure time pursuits of cultural, recreational, and religious (et cetera) interests can be utilized for the benefit of the clients.
e. Homemaking skills, group work experience, business training and other normal capabilities can be shared as a case-aide.

2. Problems in the Use of Case-aides

A. Problems for the Client

a. Until volunteers develop understanding and experience with certain groups and certain settings, they are fearful of visiting some of the loneliest clients, such as the aged, the chronically ill, mental patients, handicapped, immigrants, et cetera.

b. It is important for volunteers as case-aides to give continuity of service in order to give support and security to the client. Summer vacations in families sometimes keep these volunteers at home.

c. Confidentiality must be respected in working with clients and case-aides must sometimes learn this to be trusted.

d. A case-aide must learn to recognize a need for referral to a professional caseworker if a client shows behavior problems or a need for resources unknown to the acting worker. Otherwise, a client is at a disadvantage in being assigned the services of a case-aide.

e. A case-aide must learn to accept hostility in order to give the client an opportunity for development of personality.
f. A case-aide must learn interviewing skills in order to be objective and helpful to the client. Otherwise the client may become confused and discouraged.

g. Case-aides can best be oriented to an agency by administrative assignments, work with collateral references, et cetera, but, unfortunately for the client, case-aides prefer face-to-face contacts and thereby are willing to accept responsibility beyond their ability at times.

h. A real interest in community needs can best be stirred when people work with human beings and try to understand them and their problems. This part of community work has been the special job of the caseworker and has not been shared with the layman to the extent that is necessary for increased participation in welfare needs. It is the problem then of the client to share his concerns with the volunteer as well as the professional.

B. Problems for the Agency in Using Case-aides

a. A case-aide program is not easy to instigate or to carry along.

b. Infinite detail is necessary. It is an administrative job that is time consuming and needs community, board, and staff cooperation.

c. Resistance from busy professional workers is inevitable.

d. Though inexpensive and valuable, a case-aide program requires additional time and money, subject to
board approval.

e. Administrative time is necessary on a continued basis in addition to the supervisor's time. It is difficult to convince staff and board of the ultimate time-saving possibilities for the total agency.

f. The spirit that animates the successful volunteer begins with the director and fans out through the board and staff to be reflected in all activities. Sometimes a change of mind is as necessary as a change in approach in establishing a successful program.

g. Case-aides need personnel practices, a policy manual, facilities, orientation, training, supervision, and recognition, all to be planned within the agency and focused on the objectives of the agency.

h. To present a preventive program successfully, it must coincide with the readiness and enthusiasm of the lay public.

i. An agency must be able to select the right person for the right job in order to safeguard the client.

j. Agencies are faced with the problem of eliminating case-aide applicants who are incompetent, immature, neurotic, dominating or motivated by personal gain.

k. It is difficult to eliminate through the years the volunteer case-aides who diminish in value and yet keep their prestige and goodwill.
1. There is the problem of keeping the interest of case-aides after they are trained. It is important to inspire personnel to efficiency as well.

m. Many agencies could use trained and qualified case-aides but cannot take time to train recruits.

n. Lay suggestions should be given a channel through supervision to administration. It is difficult to maintain this ideal.

o. Emergency requests from caseworkers should receive consideration for assignments by supervisors along with routine jobs.

p. Agency planning should try to take advantage of the particular skills and training available to them through the case-aide selected. This can be by assignment to special projects and committees.

C. Problems for the Profession:

a. A social worker must have a clear understanding of professional functions and adhere to sound professional practice in order to be secure in sharing responsibilities and in order to gain the respect of the layman.

b. Professional terminology must be explained in lay terms or not be used.

c. A professional social worker needs to examine his or her attitude toward case-aides and be sure acceptance is being shown and appreciation is being expressed
for their contribution. Otherwise, laymen feel insecure and become ineffective.

d. Few caseworkers in schools of social work are trained to use volunteers.

e. Social caseworkers are accustomed to working with one person at a time for the most part so that in a volunteer case-aide program it is a problem to turn group resources to constructive use. The willingness of a group to give service must be established. Decisions of individuals that concern the group must be referred back to the group. With guidance toward responsibility, important and tedious detail can thus be placed on the group and in this way mature individuals can be more readily attracted into service.

f. Direct contact with professional staff adds personal meaning to the work of case-aides. Social relations between professionals and laymen need development.

g. There must be equitable distribution of staff and caseload in order for a caseworker to have time to set up a cooperative arrangement with a case-aide.

h. New areas of service must be accepted as a supplement to intensive casework.

i. In using case-aides, the supervisor must realize her role as an interpreter of social work, the agency objectives, analysis of services, administrative
routine and the need for staff cooperation.

j. Those who train and supervise case-aides must be accepting and understanding of the varied attitudes and learning abilities.

k. Regardless of convictions and beliefs in the value of a case-aide program, the professional caseworker cannot operate beyond the climate of public opinion and the readiness of the agency and staff for their use.

D. Problems for the Community

a. Problems to be met in social casework start with the people and work back to the agencies, thus developing a new pattern of attack. Agencies, however, are often laggard in adjustment to community needs as for instance in the use of case-aides.

b. The community needs must be determined before laymen can be interested or trained to meet these needs.

c. Planning should represent the major interests concerned and not be ready-made or handed-down.

d. It is difficult to combine readiness and enthusiasm of lay people with community programs and agency need.

e. A case-aide program is a community organization assignment. Agency cooperation is necessary while estimating the need. In order to recruit laymen for the purpose, training should be somewhat standardized.
f. A case-aide program operates most effectively on a community-side basis. This is because of several factors. A standardized placement procedure can control supply and demand for all casework agencies. Development of a community aim is prerequisite to long range planning. In order for agencies to continue to subscribe to a program, community objectives must be met.

g. The community must have confidence in the effectiveness of the caseworker's profession and what the social workers think are the unmet needs. Planning has been difficult because of the public's limited concept of welfare.

h. Planning is never final though often considered for the present only.

i. The value of lay participation in casework agencies must be demonstrated in order to prove the need.

j. Community persons who are experienced with volunteers and who have a belief in their value, must be willing to devote time for the development of a program for their use.

k. Success of a case-aide program is dependent on the ratio of professional and lay leadership.

l. The community should protect the positions of those who are employed for pay and, at the same time, in order to protect democracy, utilize the willingness and enthusiasm of those citizens who are willing to serve without pay.
m. There is value to the community only if the right person is selected by the agency for the right job.

n. There is no centralized source of up-to-date information about the use of case-aides as currently practiced in casework agencies.

E. Problems for the Case-aides

a. Case-aides must prove they can be dependable and objective and that they can develop a professional viewpoint though performing separate tasks from the professional caseworkers.

b. Costs are involved for volunteers in giving service. Some useful people would be available if expenses such as transportation were defrayed by the agency.

c. Laymen are sometimes overwhelmed by the extent of an agency program so that they become fearful of their ability and usefulness. Case-aides may need help and praise when they seem to fail. (Working through a group can be a reassuring antidote.)

d. Case-aides must realize that they need more than beginning enthusiasm to be useful. It is a duty to keep a sustained interest and in so doing to learn to supplement and not supplant a caseworker.
e. The job for which a layman seems best suited on first glance is not always of the most interest to a case-aide.

f. New fields of concern are creating new areas of prerequisite training for case-aides. Examples would be community centers, housing projects, rehabilitation plans, immigration, industrialization, increased use of parole, et cetera.

g. Professional caseworkers do not always cooperate or offer a friendly or helpful attitude toward volunteers.

3. Long-range Planning Toward the Generalized Use of Case-aides

In order that welfare agencies may sink their roots into the total community, they must work with broad representation from all groups of society. It is important to include laymen of varied circumstances and interests with reference to race, nationality, religion, education, and economic condition. This will require the time of professional workers for leadership beyond casework supervision duties.

Differences also need to be recognized and integrated between national and local, government and voluntary, lay and professional groups. Suggestions have been
made that some form of a Canadian national committee on volunteers be formulated with a professional social worker in charge to direct the channels of communication. Eventually, we may have a set of standards for volunteer service, generally recognized and approved by the Association of Volunteer Bureaus. The use of case-aides could well be a part of this shared information and facilitate their programming, whether paid or volunteer.

With the changing patterns of society and the varying interests of people, a general and concerted effort should be advanced, periodically, in order to

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1 At the present time, there is not any formal national organization for Volunteer Bureaus in Canada. It is considered a central community service responsibility lying in the Community Chests and Councils Division of the Canadian Welfare Council. The Canadian organizations are related, however, for the most part, to the American organization, the Association of Volunteer Bureaus, which is connected with the United Community Funds and Councils of America. At present, work is being done regards volunteers and citizen participation in welfare programs, jointly, by the National Social Welfare Assembly, and the United Community Funds and Councils of America, both at 345 E. 46th, New York, N.Y.

It is the practice of the National Conference of Social Work, in the United States, to provide for a meeting of the Association of Volunteer Bureaus to which both Canadian and American agencies send representatives.

This information has been gained from the Community Chest and Councils Division of the Canadian Welfare Council, in a letter sent March 1, 1957.


assess the new needs that have been created in welfare and in order to determine the best possible resources for meeting the requirements. It is suggested by the writer that the intelligent use of the layman, within casework agencies, should be considered as part of a team approach with the professional in social work at this time. Perhaps we are being led to a new stage of development that would have proved necessary even if we had sufficient numbers of social workers. The big opportunity faced the agencies at the end of World War II when people of varied skills had become accustomed to sharing their services in the community; these people will continue to give, however, only if they feel they have commensurate responsibilities.

Needs are glaring but individuals feel helpless without professional leadership. Old people, handicapped, mental patients, immigrants, delinquents, et cetera, offer a great challenge to the profession of social work. Actually until the role of these needy people is seemingly more attractive and more generally understood, it is

3 (continued)
Bureaus of the Community Chests and Councils of America.

1 Ross, Murray G., Community Organization, Harper Bros., New York, 1955, p. 32. "Ways and means must be found to provide the average citizen with some source of participation, and control over, his changing environment."
difficult to recruit unpaid laymen to give personal
services in this area, though the demands can best be
met on a preventive basis which implies suitable tasks
for case-aides.

An example of valuable community service, very
much sidetracked at the present time, is in regards to
old people. Studies, reports, and editorials are prepar­
ing the way but machinery has not been created to tackle
the situation by community understanding and participation.
Old people who cannot adjust their savings to the rising
cost of living are often totally unprepared to cope with
the prices and inconveniences of shifting family patterns
and urbanization; small comforts and recreation are needed
to maintain a level of decency and a sane outlook.

Some of these failures of our society are due to
... the confused ideas about the nature of the
aging process. Some are due to the laggard pace
at which our social institutions adjust to changing
age distributions in our population. Some are due
to philosophical and cultural inadequacies in our
attitudes toward old age and realization of its
higher values. It is the job of all concerned with
social planning to try to remedy these shortcomings
in such a way that the later period of life need
not be subject to social handicap but may become
the season, as in all nature, for the final flower­
ing and fruition of the process of growth .... 1

In another area of concern, handicapped persons
are sometimes more limited in opportunity for personality

1 Wickenden, Elizabeth, The Needs of Older People,
prepared for the Committee on Aging of the American
Public Welfare Association, Chicago, Illinois, 1954,
p. 8.
development than they are with physical limitations. For instance, the epileptic is greatly misunderstood by the general public. It is not so much a problem of finding employment for these cases, because that is not always a possibility; it is a need for friendly relationships with those in the busy world.

"Extra attention that an emotionally ill person gets while hospitalized often spells the difference between therapeutic success and failure."¹ As a transition from the institution, planned experiences for these mental cases in normal home and community settings can be for a day at a time.² Mental patients who are ready to be integrated into community life should be given that opportunity, but is the community ready to provide suitable boarding-home care along with friendly support? Families from which these mental patients came are often the contributing factors to their illness and, unless different facilities can be provided, will bring a recurrence of the mental illness.

Another group needing acceptance in the community are the immigrants who are unaware of the resources in social agencies and are needing endless services. Tutoring,


² Unitarian Church women give this service to mental patients at Cleveland State Hospital, U.S.A. Former professional social workers act as observers and reporters in the project.
housing, and recreational outlets are some of the first requirements.

Still another example of preventive work that should be developed is in the area of parole and delinquency where people have often been the victims of circumstances beyond their control; much of this could be traced to poor housing and economic stresses in early home life. Perhaps a case-aide program would alert the public to better understanding and, with professional guidance, interest the public in voluntary studies and discussions toward prevention of these wicked circuits in society. Miles says that:

Inadequate housing not only causes suffering among adults but affects the moral standards of children today and in the future. The health of the family is affected and this in turn affects family relationships, one of the major concerns of caseworkers. 1

Complexities of life are growing simultaneously with rapid industrial expansion and technical developments, increasing urbanization and family breakdown. Resulting human problems like narcotics and alcoholics are requiring skilled help and understanding. The need for preventive help is also imminent in this regard.

The effectiveness of casework, as it is being practiced, might be more efficiently evaluated if

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1 Miles, op. cit., pp. 64-65.
professionally trained workers could take time to observe and report on "follow-up" work with clients after cases have been closed by an agency worker. Retired professional workers could be used part-time as case-aides, in this capacity.

Other research projects for the benefit of social welfare could be conducted under the supervision of professional social workers by persons especially trained in other social services but who have free time as case-aides to make and share their contributions. Such a procedure could correlate findings in the social sciences and aid in developing a more analytical and refined approach to casework methods and agency policies. The 1956 International Conference of Social Work at Munich gave a plea for "research, social planning and social action."\(^1\)

In long range planning, the educational objectives

\(^1\) Miles, op. cit., pp. 221-23. "The research attitude must become basic to all practice in social work. Open-mindedness and freedom of thought must be more than tolerated; they must be encouraged. The experimental attitude must become a hallmark of practice in the field. Individual social workers must become devoted to the disciplined subjectivity (usually referred to as objectivity) that permeates the social sciences... (1) An intensive and detailed analysis should be made of the actual practice of social work... (2) After such an analysis, cooperative social science research could aid in developing a more sophisticated intellectual base for the practice of case work... (3) Finally, the acceptance of a broad social-scientific point of view by social work practitioners would give stability to such research."

of a case-aide program must be considered. Just as casework training is considered to be generic, cannot case-aide training stem from a general base of understanding? Can technical schools or institutions of lower academic levels prepare personnel for a level of responsibility in performing specific tasks in a casework agency? These questions can be answered only if the professional workers are willing to conduct a job analysis and to share their responsibilities.

Can high school and undergraduate college students\(^1\) be channelled to social service in the hopes of developing good citizenship, cooperation and a sense of civic responsibility? This reservoir of energy, time, enthusiasm and flexibility may be very useful in a case-aide program. Some areas are utilizing this resource during vacation periods as a recruitment\(^2\) for schools of social work, at the same time relieving volunteers who prefer to be at home with their families during the summer months. It should be

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\(^1\) According to the Family Service Association of America in a letter received February 25, 1957, paid work experience is being offered in several agencies during summer months for college students who are considering social work as a career. Information can be secured from the Executive Directors at the following addresses:

- The Welfare Federation of Cleveland, 1001 Huron Road, Cleveland, Ohio.
- New York Recruiting Committee, 204 East 39 Street, New York, N.Y.
- Eastern Massachusetts Social Work Recruitment Committee, 43 Mount Vernon Street, Boston 7, Massachusetts.

\(^2\) See Appendix C-5 for minutes of the Family Service Association Conference on Recruitment, April 30, 1955.
considered here, also, that many more children in need of casework services are at loose ends during summer months as compared to the school year. It is interesting to note that the Scandinavian\textsuperscript{1} solution of requiring work experience in the social field prior to admission to further study is attracting widespread attention.

In welfare planning, nothing is final. As possibilities are recognized for the use of case-aides, within an agency, cooperation may be encouraged on an inter-agency and perhaps a regional basis. University knowledge and help can then best be utilized for the benefit of the sum total. The influence of a University School of Social Work is very important in the planning for case-aide programs. Here again is a tool to be used in recognizing and solving differences between public and private, lay and professional, local, and national, et cetera.

The Schools of Social Work must, in turn, as part of their curriculum, stress the importance of the use of volunteers and laymen in any welfare agency. Students of social work should be taught to deal with the public not only as community organization leaders and board members but as part of agency personnel.

Case-aide training programs can be utilized for general education in agency policy and social work principles,

if attended by board members and other laymen responsible for agency objectives. Such a measure could be set as a prerequisite for the honored appointments.

A Community Chest and Council or other centralized agency would need to be the core for the formulation of a successful case-aide program in a community. This, of course, could be strengthened by regional and national work shop planning. The first step is local cooperation between casework agencies toward a mutual objective to be engineered through the central body. The general understanding should eventually emerge that case-aides are an added expense in time and money, particularly until the new venture is organized, and therefore allowance should be made in the budget. It would seem sufficiently important that to offset this debit, additional services are provided and the time of the professional staff can be concentrated toward the tasks to which they should be dedicated. Perhaps the restriction on funds for services is one of the things that prevents administrators from considering a case-aide program to check the vicious circle and jump the hurdles. The caseworkers are too busy to think or plan differently toward helping themselves to solve their own pressures.

Paid case-aides can be a very dependable stop-gap to meet the pressures within an agency. The success of their performance is a direct result of their selection and
in-service training for specific designated tasks. Their values to the agency can be more easily proven as a sort of pilot plan. However, as voluntary efforts have been the source of all social welfare agency programs through history, the volunteer case-aide can give additional contributions through skills and interpretations gained and shared in the wider community. When "The Use of Volunteers" is mentioned in general terms, it more often implies doing left-over jobs that receive no training or supervision and therefore do not allow growth in understanding of professional social work and all it can imply.

Professional social work is:

... based on principles that are compatible with our religious, political, and economic background. Like all social institutions, it has faced many crises throughout its history. Each time a crisis has been met and conquered, social work has gone forward as a greater instrument for human good. Progress in social work, as in other fields, has been born in controversy. The charity organization movement was in combat with the lack of system in relief-giving. The case-work method was struggling against the intuitive methods of friendly visitors. Public welfare services were pitted against the voluntary relief-giving societies. Federated fund raising was not welcomed by the voluntary agencies, who wished to continue their poorly organized independent methods of fund raising. But nothing is as inevitable as change, and come it must. 1

Perhaps laymen will necessarily be used as case-aides to meet urgent needs in casework agencies and in so doing prove their ultimate values in helping the

1 Miles, op. cit., pp. 222-23.
professional social worker to maintain their standards and reach their objectives. As Dr. Elizabeth Govan stated in her address to the Lower Mainland Branch of the Canadian Association of Social Workers in 1957, the main task that faces the profession is to decide what people should be trained for and then plan the training. She emphasized that if the profession does not face this task, outside pressures will take over without the guidance of professional social workers and without using the knowledge of social work principles.

Cooperation is needed at all levels, local and international, if our ideals are to be realized. If the basis for cooperation is not present in the individual countries and the local communities, our international treaties are in vain. Individuals must feel that they are a part of the services that must be shared.

4. Possibilities of Using Case-aides in Vancouver

Vancouver does not seem quite ready to consider a case-aide program on a general scale.¹ For the most part,

¹ MacDonald, Dorothy Mary, Voluntary Service in Welfare Agencies, Thesis for the degree of Master of Social Work, 1955, the University of British Columbia School of Social Work, abstract, p. iv, "The survey revealed that there is considerable contemporary interest in the subject of volunteers. However, understanding of the particular contributions which volunteers in the social welfare setting can make seems to require interpretation. There seems lacking, too, any unified understanding of some of the elements in a good volunteer program." P. 13, "There are many jobs that trained social workers are doing that are a waste of professional time."
local administrators of casework agencies seem very fearful of the possibilities of using laymen in the near future. Though less than fully-trained workers are being paid in some agencies for casework duties, they are not considered to be case-aides\(^1\) and do not receive the special training and supervision for a classified job for which they would, according to standards, be selected. Administrators usually recognize the possible values of case-aides to the agency but usually have not instigated discussion of the idea at board or staff level. Even more significant is the fact that inter-agency cooperation in the interest of volunteers is not firmly established and freely used within the Volunteer Bureau of Greater Vancouver. Yet, unless some pilot plan is established and general future planning is instigated as an inter-agency endeavor, the intelligent use of volunteers in casework agencies will be completely obliterated and opportunity for public understanding and participation will be further forfeited.

There is need to feel community responsibility\(^2\) in Vancouver. Experience seems to prove that an attitude

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\(^1\)Except Vancouver General Hospital Social Service Department where the case-aides are more commonly called "clerks."

\(^2\)During the Annual Meeting, Feb. 1957, of the Community Chest and Council of Greater Vancouver, the President, Mr. Harry M. Boyce, mentioned this idea as a reason why the financial goal was not reached in the last campaign, in the fall of 1956.
of "not" assuming community responsibility is the direct result of the fact that too few citizens are personally involved in or affected by the social welfare programs at a local level and the effectiveness of democratic action at government level is not appreciated.

The Volunteer Bureau of Greater Vancouver has (1957) taken a forward step in the hopes of bringing casework agencies into active cooperative planning toward the more intelligent use of volunteers. In order to find the extent of a need for volunteers in agencies and in order to plan community training courses that are entirely useful to the agencies concerned, the Volunteer Bureau is forming an Advisory Committee. The Social Planning Division of the Community Chest and Council is being asked to send representatives from its divisions to serve as committee members along with non-chest organization representatives from community centers, hospitals, et cetera, who are interested in volunteers. A temporary sub-committee will eventually be struck to plan and carry out training courses within areas of particular concern. These courses would be given in addition to the general volunteer training course given by the Bureau each year.¹ At the present time, agencies using recruits of the Volunteer Bureau do not seem

¹ "A Preparatory Course for Volunteers" co-sponsored by the Adult Education Department of the Vancouver School Board, October, 1956. The course instructor was Mrs. Ernest Hill for six sessions. Registration was 54. Previously, in 1954, and again in 1955, the Director and Several staff members of the School of Social Work of the University of British Columbia participated as regular lecturers.
to keep any records of how many of the volunteers have taken the training programs offered, nor does the training course given seem to be prerequisite to the tasks assigned.

Perhaps the Volunteer Bureau of Greater Vancouver should consider a "Self Study"¹ as has been done recently² in San Diego, California. Several conclusions of this report seem applicable in the local situation. It was suggested that a service budget be set up a year in advance to anticipate hours of volunteer service to be needed within each agency. The agency in turn could educate the community as to the need and bring attention to various appointments for service. A speakers' bureau could lead the way. An up-to-date leaflet might be published to present to each

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¹ "Analysis of Self Study by the San Diego Volunteer Bureau, 1955." Volunteer Bureau Workshop was held at the National Conference of Social Work, San Francisco, by the Association of Volunteer Bureaus of the Community Chests and Councils of America, Inc. This report was a part of the Proceedings.

² October, 1956, the Welfare Council of Greater Winnipeg published an "Analysis of purpose, structure and operation to meet changing needs." Volunteer organizations of San Diego, San Francisco, New Orleans, and Toronto provided reports of their self-studies as guides.
new volunteer outlining necessary attitudes and responsibilities. It was hoped that volunteers could be trained for special brackets, such as case-aides. It was advised that the effort be made to determine whether volunteers were being recruited through other sources than the Volunteer Bureau by necessity or by choice and if there was overlapping. It was suggested that a liaison committee of the Volunteer Bureau Advisory Board be set up specifically to meet with the staff of each agency and smooth out problem areas in the relationship between agency and bureau. It was also hoped to be able to catalogue the unknown force in the community: church groups, service clubs, et cetera, as part of the total picture. When it is realized that some 450 volunteers are listed with the Volunteer Bureau of Greater Vancouver and 196 have regular assignments, we may know that much remains to be done in a city the size of Vancouver. Such a self-study report might suggest revisions in program and procedure and perhaps in constitution or by-laws if that seemed indicated.

Such a committee as has been suggested for inter-agency cooperation can establish channels of communication, not only among themselves but to the public. In using volunteers or laymen, the corresponding answers will be redirected in return, if opportunity is provided. Standardized practices can be established for general background training, recruitment and selection in the Volunteer Bureau and final

1 From the annual report published in the Province, January 31, 1957.
selection or rejection for further training, supervision and recognition, in the agency.

The use of case-aides, as with any other project, cannot be forced or handed down by any planning committee, however. It should be the result of a planning "process" and should be dependent, for its inception, as well as its success, upon the community interest and voluntary associations. The execution of the program would necessarily be done by a group small enough to be efficient, but the group should be a fair representation of all concerned. The focus should at first be on the "means to the end" and not on the "end" itself. The focusing may bring a new pattern for accomplishment.

In order to bring focus to the case-aide program, objectives must be agreed upon by the ones concerned. The contributions to be made by case-aides should be stressed not in terms of money saved or given, but on the basis of possible service to the client and the need for such creative effort. The recruits desired must be able to anticipate the satisfactions to be realized in the

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1 This factor was taken into consideration in setting up the recent planning committee in the Volunteer Bureau of Greater Vancouver.

2 It would be interesting to trace in the history of the Bureau, the extent of representation as to race, creed, nationality, geographic location of housing, et cetera.

effort, whether they be paid or volunteer.¹

This description, to be given in anticipation of suitable recruits, is pre-supposing job analysis by each agency interested in the program. As with the Vancouver General Hospital, a paid case-aide can be assigned to a designated section of a workload in tasks suitable for the lesser-trained personnel but a part of the casework job. Each agency will have to make a final analysis of their own job descriptions according to their own purposes for case-aides, paid or volunteer. However, a general breakdown of categories among agencies might prove helpful if done on a cooperative basis, such as with the New York Study.²

For well-conceived planning, the casework agencies will need to work together as well as separately and keep good relationships between similar activities at all levels. This means that time must be allowed the staff members of each agency so that they may give leadership and maintain public relations. It is essential that competent and regular leadership be paid in order that well-meaning but non-professional leadership not be allowed

¹ The Volunteer Bureau of Greater Vancouver has discontinued their policy of an annual recognition through publicity channels.

² Chapter 1. of this thesis describes briefly the report of the committee of the Division on Families and Adults of the Welfare and Health Council of New York City. "Volunteers in Selected Casework Programs," June, 1956.
to gain control. Otherwise, planning may be worked out at one level with the enthusiasm of a "cause"¹ and not allowed to develop "with an adequate intellectual base"² by fact finding and community organization process to become a "function."

Another important reason for using professionally trained persons in setting out the case-aide program is because of the need for diagnostic interviewing techniques in recruitment. This fact would apply to the screening process at the Volunteer Bureau or centralized agency as well as in the individual agency where placement is decided.

Professionally trained workers are supposedly competent to deal with groups. Caseworkers, as such, have sometimes become so highly specialized in their activities that they forget their need for skill in this regard, though the basic approach is considered to be very much the same. In the present day milieu of group organization, caseworkers need to utilize this resource for case-aides and unless they are willing to do so, they are sacrificing a valuable resource that is part of a prominent trend. "Today's volunteer is quite likely to be an active, participating member of a group."³

² Miles, op. cit., p. 9.
³ Lange, Winifred C., "New Avenues for Citizen Participation," a paper from the 1956 Volunteer Bureau Workshop, from the National Conference of Social Work, St. Louis, May, 1956, p. 1. Published by the Advisory Committee on Citizen Participation, United Community Funds and Councils, N.Y.
Groups as such can assume responsibility for a project assigned by a caseworker, whether it is performed by an individual or a group and whether it is to benefit an individual or a group. Visiting can be kept on a continuing basis to rest homes, et cetera. Holiday contributions need not be restricted to Christmas giving. Small contributions from groups can be put to creative use for the benefit of a person or a group as in furnishing stationery, postage stamps, extras for diabetics, spending money for orphans or whatever the idea suggested by the caseworker. Larger contributions can be assigned to a project for the benefit of a group as in the development of a game room or the purchase of a television set. Some children need special educational opportunities or scholarships. Couples can provide home privileges for teenagers on weekends. "A case-aide, acting as a friendly grown-up taking the child or adolescent to the movies, the zoo or the park does not detract from the client-worker relationship, but by putting another friendly element into the child's world can add to his capacity."\(^1\) In some instances, as for example, a group project with puppets in the treatment program of psychotics, the effort can have research value. Cooperation with churches is another progressive angle to be considered in any discussion of the development

\(^1\) Burns, \textit{op. cit.}, p. 9.
of a case-aide program. Many sects are taking a new approach to human dilemmas.¹ The community planning of a case-aide program will do well to include representatives from churches as interested citizens.

The Province Achievement Plan for teen-agers suggests that interest is awakening in helping young people of Vancouver² to assume their responsibilities as citizens. Perhaps some one agency could take this clue and start a pilot project available to teen-agers who would like to make further contributions toward bettering the situation in which they live.

The Women's Auxiliary of the Vancouver General Hospital reported³ that during the past year, 1,932 volunteers gave 27,872 hours to volunteer service. The Women's Auxiliary of the Health Center for Children of the same hospital gave 1,614 voluntary hours and raised $11,178

¹ The Department of Christian Social Service of the Anglican Church of Canada at 600 Jarvis Street, Toronto, cooperates with the Social Science Department at the University of Toronto and issues an annual report of activities. One of the recent speakers sent by the church to the campus of the University of British Columbia was a Doctor of Psychiatry. Social service of the church, locally, is carried out through a Social Service Committee and a Women's Auxiliary. A recent project has been aid to the Hungarian refugees.

² February, 1957, announced in coordination with the Kiwanis Club to recognize the "Teen-of-the-Month" throughout the year. A fifty dollar bond is the monthly award.

³ Annual reports published in the Province, Feb. 1, 1957.
during the same 1956 season. Here is a huge storehouse of
power and energy that could probably be interested in a
community case-aide plan as an additional level of interest
for as many members as were needed.  

Another group resource for the recruitment of
case-aides might result directly to the Family Service
Agency if they followed the "Ideas for Building Agency
Membership." The Family Service Association of America
considers that the membership part of the agency is one
of the four essential parts, staff, executive and board
being the other three. The pamphlet outlines the ways of
developing the membership, stressing the principle of demo­
cratic participation and control. In answer to the question
"How do we get time to do all this?: "If the agency has
time consuming waiting lists and too little money, perhaps
more time spent in developing 'citizen power' to bring the
agency to the fore in the community and also before budget
committees might result in larger grants and lessened wait­
ing lists." Volunteer help can cut down on time and
expense."  

1 Cooperative planning for training case-aides especially
for hospital service might be considered on a community
basis with all Vancouver hospitals participating. Vancouver
is the hospital center for all of British Columbia.

2 Pamphlet issued from a Report of the Committee on Cur­
rent and Future Planning, June 1956, Family Service Assoc­
iation of America, 192 Lexington Avenue, New York.

3 Ibid., p. 6.

4 Loc. cit.
The British Columbia Division of the Canadian Mental Health Association is a "group of public spirited citizens and scientists who dedicate part of their time, voluntarily, to further good mental health in our province."\(^1\)

At the present time, this group serves as aides to the plans of the doctors and the nurses, and not as aides to the case-workers who are of a different department. Here again is an area for future development of a case-aide program when a sufficient nucleus of caseworkers has been established and time available allows for the execution of the idea of bringing added friendliness and hope which is so needed in an institutional type of living.

Perhaps a special agency for old people would give most benefit by utilizing suitable oldsters from the group itself to serve as case-aides in helping those who are becoming unadjusted in modern living and are desiring a casework service. The Vancouver population of aged is proportionately larger than many sections of Canada, because of the climate and recreational opportunities. Many of these persons would like to be useful if only given the leadership.

\(^1\) Gee, A.M., M.D., Director of Mental Health Services quotes in the forward of the "Handbook for Volunteers" issued by the B.C. Division of the Canadian Mental Health Association.

\(^2\) 1956 Life Insurance Fact Book published by the Institute of Life Insurance, 488 Madison Avenue, New York, pp. 98-99, "at the age one the expectation of life years:
1843-58 was 47.94 and the deaths per 1000 were 64.49
1949-51 was 69.16 and the deaths per 1000 were 2.30."
Old people need to have services made available to them and not done for them, in most cases. With careful planning, existing agencies could utilize this source of recruits.

The Province of British Columbia has been comparatively forward in providing basic needs for its citizens through legislation. Many voluntary agencies supplement these conditions and provide casework services when indicated to the extent that is possible with available professional staff. Lesser trained staff could facilitate their programs by performing specific routine duties and, in addition, by offering friendly support and sharing special interests. (Hobbies of books, music, art, gardening, et cetera, can be more personally satisfying to a client, if shared.) The present aim in casework agencies needs to be a balance of participation by the professionals and the laymen so that public understanding is gained through participation by the laymen, directed and qualified by the professionals. The objectives of social work would be more nearly gained by meeting welfare needs according to the highest possible standards. Professional goals of

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1 International Survey of Programmes of Social Development, prepared by the Bureau of Social Affairs, United Nations Secretariat, United Nations, N.Y., 1955, p. 140. "The complex problems of the welfare of the aged have been discussed—at the local, national and international level—at an ever-increasing number of meetings and conferences on gerontology; ... programmes for the aged are tending more and more to approach the problems of old age in their entirety, rather than to be exclusively concerned with the question of economic well-being. The aim is to keep the aged person integrated in the life of the community... to help him to function as an asset rather than a liability, and to convince the rest of the community to regard him as an asset."
social work are not being met in all Vancouver agencies at the present time but the potential for planning is evident. Experiments in other communities could further studies and give direction to local planning. Casework agency objectives may not need to be forever limited or curtailed by heavy caseloads if administrators, staff, and boards are willing to incorporate the laymen, their supporters and interpreters, into active participation with the services to the client.

Perhaps, through a pilot plan, gradually, with acceptance and experience, a community wide case-aide program could eventually be established in Vancouver. Without a centralized control of the demand and supply of recruits, a continuing program would meet snags. Agencies must in turn meet the standards necessary for maintaining the interest of laymen. Of course, until the agencies gain community support of the project they are somewhat tied. On the other hand, even though the need is recognized in the community, the casework agencies themselves must agree as to the need and express a willingness to cooperate to the extent that is necessary. In the city of New York, the Junior League has piloted plans that have led to the extensive use of case-aides in several agencies. Perhaps, with encouragement, the Junior League of Vancouver could be interested in similar pilot plans.
As W.C. Lange has said in the article previously quoted, "Successful volunteer service is an outgrowth of an infinite capacity for detail .... Some of this seemingly tedious effort can be placed squarely on the group. But it takes guidance to bring members of the group to an acceptance of this responsibility."\(^1\)

There is danger, in our increasingly complex society, that social welfare programs will become an ideal beyond realization. We are liable to lose the very values that make life worthwhile by failing to utilize the helpfulness available by increased citizen participation in welfare agencies. To keep alive the "social" in social welfare, the lay public must be encouraged to understand their responsibility. A case-aide program is a definite way of gaining person-to-person contacts between agencies and the interested public, thereby releasing the possible values.

\(^1\) Lange, *op. cit.*, p. 2.
Appendix A. Definitions of Social Work


Appendix B. Definitions of Case-aides (and other terms in thesis)


B-2. "Case-aides" and other terms used in the present thesis.

Appendix C. Principles and Standards in the Use of Case-aides

C-1. Community Chests and Councils of America, New York City. (Advisory Committee on Citizen Participation in cooperation with the National Social Welfare Assembly, New York. A statement of Principles of Volunteer Services, adopted 1945.)


C-3. A report of the Director of Social Service of the City of New York Department of Hospitals to the Junior League of New York City about the volunteers that have been assigned in the Riverside Hospital, North Brother Island, New York, 1953.

C-4. A report and an attachment of the demonstration by the Junior League and the Community Service Society of the City of New York, February 1957.

C-6. A discussion guide to be considered in developing basic standards for volunteer jobs in casework agency programs, from the Workshop on Standards for Volunteers in Selected Casework Programs, February, 1956.

C-7. The questionnaire used during the Vancouver interviews.

Appendix D. Agencies Contacted in the Present Survey

D-1. List of Vancouver Agencies where directors were interviewed.

D-2. List of Agencies with whom correspondence was conducted.

Appendix E. Bibliography
APPENDIX A-1.

The Canadian definition of social work as presented to the Social Commission of the United Nations in 1949 is as follows:

"Objectives of a social worker; to relieve, remove and/or, if possible, prevent social maladjustments so that there may be a satisfactory interplay of the forces directing human life, in order that there may be the most effective expression of human capacities."

"Field of operation of a social worker; social maladjustments in individuals, groups and communities; and between individual and individual, and/or group and/or community."

"Techniques of a social worker; the observation of evidence of existing social relationships; the precise recording and continued interest in and study of these evidences; the interpretation of the same as indicating agents with power to retard or assist development; a knowledge of available community resources, and from these, the provision for the subject of opportunity for the development of latent strengths within him."

The entire lack of any one of the three—an awareness of the objectives of the work, the field of operation, or the necessary technique for it—precludes the worker from being called a "social worker."

1 Taken from the International Survey, United Nations, Department of Social Affairs, Lake Success, New York, 1950, Appendix I, p. 105, entitled "Training for Social Work."
APPENDIX A-2.

The 1950 International Survey of the United Nations (page 13) has pointed out that:

Social work has very general characteristics in all countries of the world where "social work is recognized as an organized activity." Developments are not the same in all countries but a "few conceptions have been singled out that are common to all these countries" and they are listed as follows:

1. "It is a helping activity, designed to give assistance in respect of problems that prevent individuals, families, and groups from achieving a minimum desirable standard of social and economic well-being.

2. It is a social activity, carried on not for personal profit by private practitioners but under the auspices of organizations, governmental or non-governmental or both, established for the benefit of members of the community regarded as requiring assistance.

3. It is a liaison activity, through which disadvantaged individuals, families and groups may tap all the resources in the community available to meet their unsatisfied needs."
APPENDIX B-1.

Case-aides

"Definition: The volunteer case-aide works, without pay, under the supervision of a case worker or supervisor. The major responsibility centers on carrying out specifically assigned tasks which do not require social work training, experience or the continuity available through full time training.

Specific tasks may include: talking with clients or with persons having a collateral interest to secure specified information; verifying recorded information regarding births, deaths, marriages, divorces, work records, etc.; securing social history information; making home condition reports in answer to out of town or other inquiries; talking, playing with children at the office while parents are talking to a case worker; recording information secured in relation to these tasks.

These tasks may be carried out through face to face interviews, telephone conversations, and/or correspondence.

Qualifications: Primary qualifications are willingness to commit time on a planned basis and emotional maturity. One day a week of volunteer time is a minimum requirement. The job of case aide is one of the most responsible of the volunteer jobs, requiring a substantial agency investment in training and supervision. Therefore regular service should be assured in order to make the program economically worth while. Good physical condition is essential. Volunteer case aides may be required to climb stairs and to perform other physically exacting functions.

An interest and ability to learn on the job also is essential. For example, volunteer case aides should have the same qualities as paid personnel. They include warmth, sympathy, interest in and acceptance of people, initiative and flexibility, a capacity for objectivity, and a sensitivity to proper dress for the job.

With respect to age, the middle years (40 to 60) have been found to be the most desirable, in part, because home responsibilities may be less thus assuring the agency regularity of service. Persons, male or female over 21 years of age are, however, acceptable.

Educational requirements specify college graduation as one measure of the volunteer case aide's ability to absorb and use the training provided for the job. High school graduation is considered the irreducible minimum. Substitutes for a college degree considered acceptable are business training, self-education, comparable past volunteer job experience or other volunteer experience supported by an evaluation of potential for growth and increased responsibility. Some demonstrated facility or the written word is essential for recording information.
Training: Agencies should plan and develop a specific formal training program under a designated person. They should assign a specific member of the professional staff to conduct training in the casework content of the agency's function and in overall agency program and policy. To say it another way, initial training or agency orientation should emphasize: the community, policies and structure of the agency, and its casework service and program. In other areas of agency responsibility training and orientation of volunteers may be assigned to agency trained volunteers.

The skills-training formally provided by the agency to its case aides should include information on the meaning of behavior, casework philosophy and method.

Skills should further be developed in "on the job training" or "inservice training" (in contrast with "initial" or "orientation" training). These can be developed by conferences with the supervisor, staff meetings, staff institutes. Although there is no general rule to apply, volunteer case aides should be included in as many staff activities as practicable. Of paramount importance is continuity of training opportunities with a clear demarcation between the orientation training and the "on the job training."

Formal community courses (not related to a specific agency) for volunteers, where volunteers from various agencies can learn together and share their experiences, while being of great value, should be a preparation, not a substitute for formal training by the agency where the volunteer works.

Supervision: A plan for supervision of the volunteer case aide is essential. The plan may vary in form but it should be true to its two-fold purpose, i.e., to assure that the quality of case work services is maintained by the agency and to assist the case aide to develop and use the skills required. A corollary is to help the volunteer derive satisfaction from his job. Except in unusual circumstances the supervisor should be a professional staff member. For example, if a volunteer is supplementing a case worker he should be supervised by either the worker or his supervisor. In other areas supervision may be assigned to a trained volunteer.

Tools for supervision include observation of a volunteer on the job, conferences and written records and reports. While the frequency of supervisory conferences and their formality may vary, they should be regularly scheduled.

Evaluation and Recognition: Evaluation of the work of the volunteer case aide is linked with the supervision of his work. Recognition of his work is a step in the evaluation process. Since the agency is responsible for the quality of its casework services, the agency should arrange for the evaluation of the volunteer's work to be on a planned and continuing basis.
It may be either formal or informal or written or oral. The key is the continuity of the process. The frequency depends on the requirements of the agency and the amount of time the volunteer gives to the agency. The volunteer case aide should be informed by the agency during his orientation training that his work will be continuously evaluated and he should know the criteria to be applied. He should share in the process to determine his progress, his usefulness to the agency and his own satisfaction in his assignment. The evaluation should be used for the development of both the agency's program of casework services and the capacities of the volunteer. Recognition should be an integral part of the agency's responsibility to its volunteer case aide. Factors to be considered in giving recognition to volunteers are continuity and time and length of service. Recognition should be based primarily on the quality of his service and should be given neither perfunctorily nor excessively. Whether formal or informal, recognition should be planned and honestly related to the quality of the volunteer case aide's work.

Formal recognition may take the form of badges, awards, letters of recommendation. Whether formal or informal recognition should come not only from the professional staff member responsible for supervising the volunteer but also from the administrative head of the agency."
APPENDIX B-2.

Definitions of terms used in this thesis are as follows:

Casework: "The main assumptions in all the accepted definitions are: the individual and society are interdependent; social forces influence behavior and attitudes, affording opportunity for self-development and contribution to the world in which we live; not only are all problems psychosocial; inner and outer; but most casework problems are interpersonal, that is, more than one person is likely to be involved in the treatment of the individual, and particularly in casework is the family unit involved; the client is a responsible participant at every step in the solution of his problems. At the center of the casework process is the conscious and controlled use of the worker-client relationship to achieve the ends of treatment."

Caseworker: A person professionally educated and trained and especially qualified to practice casework, in any welfare setting.

Case-aide or group aide: (Less than one year of graduate social work training.) "This level includes the ability to assist in giving material aid and direct service and/or to work insimple groups using basic programme skills. The case or group aid must have as personal attributes an interest in people and their welfare, kindness, and good group management." A case-aide may be volunteer or paid, but must be especially selected, oriented and trained within the agency in which he or she serves.

Volunteer: An unpaid worker or a "free-will" worker. "Qualifications required in a volunteer will vary according to the type of service he is to give." The work may require less training than that of a case-aide. Certain principles of service should be observed.

1 Hamilton, op. cit., p. 22.
2 Statement submitted by Vancouver work group on job classification and the competence of the social worker, etc. 1956. This definition is used because it stresses the importance of community participation in the practice of casework. The group was a sub-committee of the Workshop on Social Work Education held Dec. 1956, Quebec. Funds provided by Carnegie Foundation
5 Appendix C-1 is a statement of principles adopted, 1945, by Community Chest and Councils of America.
APPENDIX C-1.

From Work Kit of the Workshop on Standards for Volunteers in Selected Casework Programs prepared by the Committee for the Development of Standards for Volunteers in Selected Case Work Programs, Division on Families and Adults, and the Central Volunteer Bureau, Welfare and Health Council of New York City, February 24, 1956, p. 3.

"A Statement of Principles of Volunteer Services was developed and adopted in 1945 by the Advisory Committee on Citizen Participation of the Community Chests and Councils of America Inc., and the National Social Welfare Assembly. The major points made in this statement are:

Volunteer Service is that voluntary effort, given without pay, by any individual in a community who wishes to share wherein the responsibilities of those democratic institutions concerned with the advancement of human welfare. The opportunities of all Citizen participation are the privilege and obligation of all.

Because the solution of civic, economic, education, political and social problems depends to a large extent upon the quality of citizen participation, the continuing development of more effective volunteer service through which the best potential leadership is found and trained, is of real significance.

Recognition of a reciprocal relationship built on mutual respect and responsibility between the volunteer and the professional, each with individual areas of competence defined and understood, is necessary to the best development of a social attitude and an intellectual technique with which to approach common objectives.

Volunteers should never be used in jobs or services for which money has been provided for paid personnel, or, for which money could be secured through proper channels and action. Exceptions might be in 1. essential jobs impossible to fill with paid personnel because of man-power conditions, provided the particular effect of these conditions does not result directly from poor personnel practices in comparison with similar operations; 2. in situations where money might be made available for initiation or extension of services upon demonstration by volunteers of the need for and value of such services.

There are basic principles fundamental to giving and to receiving volunteer service.

Giving effective volunteer service requires sincere interest in the work to be done, willingness to accept the necessary training and supervision, and a business-like approach to the job. A good volunteer should be as dependable as a paid worker.

Receiving volunteer service requires recognition of the usefulness of such workers to the agency's program, respect for their desire to contribute time and effort without pay, and constructive interest in their education and supervision."
APPENDIX C-2.

In February, 1956, in the Workshop for Standards for Volunteers in Casework Agencies:

"The Central Volunteer Bureau of the Welfare and Health Council (of New York City) has developed a job classification plan, covering some 200 different kinds of volunteer jobs, as an aid to agencies, organizations and institutions in their work of determining what part of the total agency program and which particular tasks or group of tasks might be carried out by volunteer workers. These 200 jobs are grouped within eight mutually exclusive service classifications which are:

Individual and Family Services
Child Care Services
Health Services
Education, Recreation and Leisure Time Services
Research, Planning and Promotion Service
Office Services
Production, Repair and Distribution Services
Specialists Services"

"In some organizations or programs, one person may be performing tasks involved in more than one job title, and in more than one service class; in other organizations or programs, many people may be performing the same job, and there may be an even further partialization within individual job titles. This is true in the application of all broad classification plans. This does not, of course, invalidate a classification plan since its major purposes are 1. to help to establish some common terminology for jobs. 2. to serve as a guide to agencies as they seek to define their own jobs and determine appropriate qualifications, and 3. to facilitate the findings of these jobs into the plan or organization for their total staff, whether the workers are paid or volunteer."

("There is further mentioned in the June, 1956, report that uniformity is a desirable and useful device in developing skills-training for individual jobs and as a means of facilitating transfer of a volunteer's talents from one agency to another.")

The kinds of jobs volunteers perform in relation to an agency's casework program fall within the first classification "Individual and Family Services" which is defined as follows: "Volunteer assistance to individuals or family groups with personal or family problems."

Under the general direction or immediate supervision of the professional staffs of agencies, organizations and institutions, volunteers may help by conducting interviews with applicants for the agencies' service, by being aides to caseworkers, or visiting nurses; by being friendly visitors to the aging, handicapped or home bound; by serving as big brothers or sisters; by serving
as escorts for the agencies' clients. These jobs are performed for family service agencies, health organizations and hospitals; institution for children, aged or handicapped; and settlement or neighborhood houses."

Among other specific job titles grouped within the class are the following which relate specifically to agencies' casework programs:

- Intake Interviewers
- Case-aides
- Escorts
- Friendly Visitors
- Big Brothers or Sisters

The major focus of the volunteer jobs may be: 1. to supplement the work of the casework staff by taking over tasks which do not require professional training and experience or the continuity provided by full-time paid staff. 2. to enrich the casework program by providing service beyond its usual scope; or opportunities for the agencies' clients to have a meaningful relationship with another person as a part of the casework plan. In jobs of this sort the fact of the volunteers "giving" of himself, his time and talents are different from "being paid" to provide a service is an important element.
APPENDIX C-3.

City of New York Department of Hospitals

Riverside Hospital
North Brother Island

May 27, 1953. Letter to the Junior League from the Director of Social Service.

Volunteers have been assigned to the Psychiatric Social Service Division, closely supervised by the Social Work staff. Assistance to the social worker in our Screening Clinic which works in close proximity to the Narcotics Term Court. "They have been extremely helpful in orienting both the applicant and his family to the program and activities of the hospital, to the administrative rules, visiting hours, etc. This primary orientation is so very important in that both the prospective patient and his family have a great many fears and questions about entering this unknown area. The volunteer service in the Screening Clinic interviews the relatives or guardians to secure face-sheet information which later can be incorporated into the case history. They are also active in contacting referring agencies and court workers in informing them of the acceptance or rejection and disposition of the individuals referred. Their aid to the social worker as a liaison person between the hospital and the referring agencies and courts has a most important public relations value and also serves to interpret the program of the hospital and the criteria used for admission."

"The bulk of the volunteers see service within the hospital proper." On withdrawal and Study Service they assist the social worker in completing the case history by gaining such information from both parent and relative interviews and by contacts with interested agencies. They work closely with Occupational Therapy personnel on the same service. They gather observations notes and encourage completion of material from the various auxiliary departments of the hospital, such as the school, occupational therapy, recreation, vocational rehabilitation, nursing service, etc. They assist in reception and management of visitors. Several have been language interpreters. A selected number have been able to form "big sisters" relationship with patients and have supplied a warm and meaningful adult relationship to a youngster. Those with specialized skills and interests have been able to work with patients on a special hobby basis. They have been most helpful in compiling community
resources and revealing files and under direction of a staff member have been able to visit agencies interested in accepting referrals from the hospital to interpret needs and program of the hospital and to explore the possibility of other agencies rendering services to the patient.

Evening volunteer social work aides were assigned to the evening After Care Clinic (June 1, 1953) to help determine the functioning of the patient back in the community, seeking out sources of referral for these patients for group work and recreation, boarding home placement etc. These same volunteers have been acting as recorders for therapy groups.

The aides attend staff conferences and it is felt they have made significant contributions at the meetings.
APPENDIX C-4.

Limited Distribution, Welfare Advisory Council
New York Junior League

Demonstration by the Junior League of the City of New York
and the Community Service Society

A REPORT

In recognition that there is a need to demonstrate how and to what extent supplementation by volunteer social work aides can supplement modern day case-work in a family service setting, the Community Service Society and the Junior League of the City of New York agreed to undertake a Demonstration in which League volunteers would be used by a Community Service Society District Office. Appended to this report is a preliminary draft of a statement prepared by a staff of the East River District of Community Service Society which outlines more fully the purpose, scope and method for the Demonstration. In concurring with that statement, the Junior League indicated that it attached primary importance to the use of volunteers as outlined in the "job description" in direct service capacities and preferred that the Demonstration not include volunteers in relation to administration.

It was hoped that the Demonstration might clarify the value of volunteer social work aides for wider use in family service agency settings.

This report has been prepared by the Junior League and discussed with appropriate persons at Community Service Society who recognize the need of the League to report to its Welfare Advisory Council and perceive no objection to the substance.

During a four-month period from October 1955 through January 1956 the League supplied two volunteers. A third withdrew after one month and the League found it impossible to replace her. Community Service Society supplied the service of one supervisor. The costs of supervision were shared by the League which contributed $365.00 and by Community Service Society which absorbed the additional cost through its regular payroll funds. One hundred and twenty nine hours spent in service, supervisory conferences, and orientation sessions were contributed by the three League volunteers; 36.5 hours were spent in supervision by the East River District. In February 1956 the Demonstration was discontinued prior to fruition after a second volunteer had withdrawn.
Since the Demonstration lasted only 4 months, no positive conclusion could be reached nor any real assumptions made. However, should such a demonstration project be undertaken in the future, by the same organizations or by other similar organizations, the following points merit consideration:

1. Channels should be established and kept open throughout the demonstration project between the agency placing the volunteers and the agency using their services to assure continued oversight of the project.

2. Sufficient time should be allotted to the demonstration project to permit both the family service agency and the volunteers to make adjustments in the original plans for the demonstration where practicable and to work through difficulties in the plan should they arise; there should be sufficient number of volunteers to assure where practicable substitutions in cases of absence; the plan for supervision should consider more than one supervisor in order to keep the base of the experiment as broad as possible, so that specific personality relationships not be a determining factor in evaluating the success or failure of the project.

3. A job description prepared by the agency utilizing the volunteers and agreed upon by the agency placing them should be discussed with and agreed upon by the volunteer candidates prior to their acceptance of the assignment. Job descriptions should include gradation of responsibilities in relation to experience, training and time spent by the volunteers on the jobs.

4. Volunteer candidates prior to their acceptance by the agency should be interviewed by persons responsible for the content of the program in which the volunteer will be working.

5. Volunteers wishing to take such assignments should be able and willing to retain a somewhat flexible personal time schedule for those jobs in family service agencies requiring direct contact with clients. A schedule of hours should be agreed between the agency and the volunteer.

6. Volunteers should be willing to visit any location in the city as required by the agency, including economically disadvantaged areas.

7. As an aid in the work of the volunteer, the agency should share case record material.
8. The agency should develop a plan of work for the volunteer which includes orientation, regular supervisory conferences and evaluation of the work of the volunteer, along the lines of the appended preliminary draft statement.
Volunteer Program (Community Service Society-New York Junior League)

East River District

Purpose of the New York Junior League

Five years ago the Junior League of the City of New York decided to explore the possibilities of demonstrating the use of trained volunteers in social case-work agencies. In order to implement this, a training course was devised and is given by the New York School of Social Work. Volunteers have been placed as Case-work Aides in the Social Service Departments of Riverside Hospital, and St. Luke's Hospital. At this point, the League wishes to investigate the possibility of the use of Case-work Aides in a new setting, i.e., that of a family case-work agency. It is with this in mind that the New York Junior League has entered into an agreement with the Community Service Society for the expansion of the project into the area of family case-work.

Purpose of the Community Service Society

The purpose of this project for Community Service Society is to demonstrate how and to what extent volunteer supplementation to modern-day family case-work and to its public health nursing service may be carried out, and to determine in what areas volunteers can make the most effective contribution to the program and practice of a family case-work and health agency. In other words, can the volunteer, with a continuous, well thought out and planned program of in-service training, with regular supervision, and with a planned program of field practice, acquire aptitudes and skills which will enable her to perform a variety of tasks in a family agency in the area not only of direct work with individual clients but of supervision and administration as well. These assignments would be those aspects of the professional worker’s job as practitioner, supervisor, and administrator which do not require full professional education.

To some extent volunteers are now helping professional workers in family agencies. The Community Service Society itself is in constant debt to a small but devoted group of women who perform services supplementary to case-work, among many who help in other ways. This is true also in certain other family agencies in this country. That is what gives us confidence that such a project is practical and could be fruitful.
Such volunteer service as is now given in family agencies is, however, usually conducted too much under the pressure of immediate needs and too little on the projected planned basis, to determine the answers to our questions about the potential services of volunteers in a family agency. The focus of this project is thus to place emphasis on training the volunteers for a full, well rounded service to the agency rather than primarily to meet the immediate or emergent exigencies which confront the professional worker in his day-to-day job.

As volunteers gain proficiency, it is to be hoped that they will: (1) free professional staff time for extended service and/or (2) offer clients help which Community Service Society would not otherwise be able to offer them.

It is agreed that the project will start with three volunteers to be placed in the East River District of Community Service Society. As it proves successful, it is hoped that it will be extended throughout the Society's District and other case-work units.

Selection of Volunteers

The volunteers are to be selected by the New York Junior League to work in this setting. They are chosen from among the League members who have had the Volunteer Social Work Aide Course and who have been deemed suitable by the Placement Office of the League. They are interviewed by the Community Service Society and upon proving satisfactory shall be placed in the Community Service Society for in-service orientation, training and work. In addition to the completion of the Volunteer Social Work Aide Course, factors to be taken into consideration in selection are intelligence, maturity, dependability, sensitivity, and flexibility.

Personnel Practices

Each volunteer will give one day a week (different days) on a regularly scheduled basis plus an additional half day a month for group orientation, training, and discussion. They agree to remain with the agency on a mutually agreed upon basis for a minimum of one year. The year will be considered 8½ months, from October 1st through June 15th. During this time, they will expect to conform to regulations which apply to all staff with respect to confidentiality, regular and punctual attendance, notification of the supervisor in the event of illness or lateness, and planning for emergencies that might require adjustment of schedule.

Orientation

In order to work effectively within an agency, a volunteer must have a broad knowledge of the agency's structure and program
as well as knowledge of other community agencies with which the family agency most frequently works. Thus the following plan includes orientation to both the Community Service Society and to other community resources. It should be noted that orientation during the first year is aimed at breadth and during the second year at deepening interest and understanding.

1. District orientation

Agency structure
Description of district (client services, boundaries, etc.)
District program case-work
  group therapy (including observation of groups with interpretation by Dr. Scheidlinger)
  public health nursing service
  observation of reception process
Field trips to such places as:
  East Harlem Protestant Parish
  Union Settlement
  Children's Court and Girls' Court, etc.
Dept. of Health Clinics
Child Health Stations

Correlary reading
Annual Report, 1955
"Before Trouble Piles Up"
Some facts about C.S.S.
Frontiers in Human Welfare
Nancy Clark, Social Worker
Paper given by:
  Miss Regensburg at Detroit Family Agency's Annual Meeting, 1955
Report on Social Casework Academy of Sciences
Problems and Policy in Public Assistance - Leyendecker

2. Agency orientation

Department of Public Interest - interpretation business management, and over-all administration of C.S.S. (Mr. Davies, Mrs. Bright, et al.)
Visits to Dosoris, Boys House, Youth Bureau, and Tompkins Square House (role of volunteers and lay committees)
Bureau of Public Affairs - Housing (role of lay committee)
Attend meeting of Homemaker Club
District Committee meeting

3. Participation in professional conferences (hopefully one of each)

(a) Attend selected staff meetings (one to be planned to include discussion by Home Economist)
(b) Attend psychiatric consultations.
(c) Attend group therapy integration conference.
(d) Attend conference of public health nurse and case-worker involving nurse as consultant to case-worker, and case-worker as consultant to nurse; attend conference on a case carried jointly by case-worker and public health nurse.
(d) Attend conference where homemaker service is involved and sit in on casework interview with homemaker.
Job Description

A volunteer may be called upon to perform any or all of the following duties, with the primary emphasis on direct service:

In relation to direct service to clients:

1. Establishing friendly yet objective relationships with children in case-work treatment; accompanying them (CAS comprehensive liability insurance covers anything that anyone does for the Society) to and from office interviews or group therapy as needed; making suggested observations and recording these; participating in appropriate psychiatric, medical, or supervisory consultations regarding the children. With children who are not themselves in treatment, but whose parents are: talking, playing with, and observing them in the waiting room while their parents are being interviewed; recording observations and significant discussions for case-worker and/or nurse. Establishing "big sister" relationships with selected girls similar to the Jewish Board of Guardians.

2. Visiting schools for information regarding young clients or courts for records verifying birth dates, marriages, etc. Writing up the information for the case record.

3. Accompanying adult clients with physical or psychological handicaps or language difficulty to clinics or doctors' offices, Housing Authority, etc., and assisting them as needed in presenting or explaining their requests or needs. Recording observations and activities.

4. In time, certain cases may be assigned to the volunteers to keep in touch with clients and give them supportive relationships as needed after the period of active case-work is concluded.

5. Utilization of any specialized language or educational skills that the volunteer may have.

In relation to administration:

1. Participation indistrict operational studies such as regular analysis of intake, income levels of families, receiving service, etc.

2. Care of the children's waiting room and treatment room; inventory of play material so that items can be replaced and repaired as needed; purchasing items as
3. Purchase of supplies for group therapists. This will involve the agency's group therapy program, seeing the group therapy film, sitting in on specific psychiatric group therapy consultations, etc.

4. Assistance with camp program -- camp placements within and outside the agency.

5. Pin maps which indicate location of the unit's clientele and the spread of case assignments to workers need to be started and kept up to date. This and point (7) are extremely important administratively.

6. Library -- organization of, indexing, etc.

7. Literature rack -- obtaining literature, keeping rack supplied, keeping track of items most frequently taken, etc.

In relation to supervision

It is anticipated that an experienced volunteer would be able to resume supervisory responsibility for other volunteers and case aides in certain areas of work.

Evaluation

Expectations of supervisor

1. Running record of individual conferences with each volunteer. (Subjects covered: preparation of volunteer for assignments given, volunteer's response, appraisal of the adequacy of preparation.)

2. (a) Evaluate with the volunteer, performance in various areas of work at regular intervals. (Simple rating scale to be developed.)
   (b) Evaluate with chairman of Junior League Committee, at regular intervals, the performance of each volunteer.
   (c) Evaluate the progress of the project in group sessions with the chairman of the Junior League Committee, the volunteers and the supervisors.

3. Estimate value of various aspects of orientation.

4. Keep track of time spent in face-to-face individual and group conferences (keep separated); keep accurate track of all other time involved in supervision of volunteers.
5. Keep accurate track of all assignments made to each volunteer.

6. Guidelines for supervisor's and agency's over-all evaluation.

   A. Value to the agency
      (a) How has the volunteers' preparation, through VSWA course at the New York School of Social Work, benefited them in this volunteer service?
      (b) To what extent have their previous volunteer experiences, League committee work and Provisional training benefited them in their service in a family case-work agency?
      (c) What advantages and disadvantages are seen in sponsorship by two organizations: one representing the volunteers, the other the professional agency in which the volunteer is placed.
      (d) Indicate any advantageous features of the volunteer's service which are distinctive of her as a volunteer (in contrast with professionally trained staff member), aside from advantages to the community via interpretation, training for Committee and Board membership.

   B. Value of service and supervision to the individual volunteer.

   C. Evaluation of the VSWA Course content as it applies to work in a family case work agency.

Expectations of volunteers

1. Evaluate satisfactions in various areas of work assigned (i.e., how much satisfaction did she get from each of the areas of work assigned). (Simple rating scale to be developed.)

2. Rate value of various aspects of orientations. (Simple rating scale to be developed.)

3. Written statement at end of first year of over-all evaluation of her experience with suggestions for the second year. The Community Service Society and the Junior League are particularly interested in having this evaluation include responses to the points outlined in 6A, B, and C, above. Compare differences between this and other volunteer experiences.

FSA of America
August, 1955

Summary

Minutes of Meeting of the conference of Representatives of FAS Subcommittee on Recruitment and Scholarships and Schools of Social Work, Sat. April 30, 1955, Western Reserve University, Cleveland, Ohio.

"A small survey made by the Recruitment and Scholarship Subcommittee of five agencies using case aides showed that generally the five agreed that the case aide was not a substitute but an assistant to the caseworker. They may have acted as receptionists, taken children to medical and other appointments, shopped for children's clothing, summarized public agency records, secured vital statistics, helped in camp planning, made visits to selected aged clients on friendly visit basis. Agencies with foster home programs sometimes use case aides to make initial study. In a homemaker program, they sometimes helped with the shopping. Supervisory plans varied with the caseworker, exec. or sup. There was evidence of only one agency using this plan as a definite recruitment tool ... Others felt recruitment was an indirect result.

One of the conclusions of the small survey was that the program seemed to function well in agencies with children's or homemaker programs. A small agency would have some difficulty in employing case aides because they would find it difficult to find enough suitable duties to constitute a full-time job for an aide.

In some instances the partially trained and untrained personnel handle regular casework jobs the best they can because there is no-one else to do them. ... If the case aide position is seen as a recruitment tool we will need not only to identify for the field those parts of the job that do not require full training but whether there is another case aide job that will have recruitment to a school of social work as its real goal. Can a case aide employed with the understanding that he will later enter a school of social work give direct help to clients through a more superficial
type of casework? What kind of in-service training, supervision, can be developed to make this possible? This question, implied in the Hollis-Taylor report, needs full and conscientious exploration. We would not want the use of case aides as a recruitment device to interfere with the very valuable use of board members and volunteers. However, the summer job program would probably not interfere with this."
APPENDIX C-6.

Discussion Guide

Points to be considered in the development of Basic Standards for Volunteer Jobs in Agency Case Work Programs.

I. Qualifications

What are the minimum requirements and desirable qualifications for each job in terms of -
   a) Physical Requirements -
      Age
      Sex
      Health and Physical Condition
   b) Background and Experience
      Formal Education
      Training
      Previous Experience
   c) Personal Characteristics
      Attitude
      Personality
      Appearance
   d) Time Available
      Hours per week, month
      Months per year
      Continuity, required, desired.

II. Training

1. What should the training requirements be in terms of:
   a) Orientation:
      1) To the community
      2) To case work service
      3) To the program, policies and structure of the agency
   b) Skills Training
      1) Human relations skill
      2) Other skills
   c) In-Service Training
      1) Staff meetings
      2) Conferences
      3) Institutes
   d) Refresher Training
2. Who should give the training?

3. Should there be formalized courses, on the job training?

III. Supervision

1. Who should provide it?

2. Should there be regular occasional supervisory conferences?

3. What tools for supervision are needed—case recording, monthly reports, verbal reports, etc.?

4. What kind of supervision should be provided on the job?

IV. Evaluation of Volunteers' Performance

1. On what basis should this be done?

2. Who should do it?

3. Should it be formal, informal, written or verbal?

4. How often should it be done?

5. What do volunteers need to know about the evaluation process?

6. How should volunteers participate in evaluation?

7. What use should be made of evaluations?

V. Recognition

1. On what basis is recognition given - amount of service (time), quality of service?

2. What form of recognition is most appropriate for the various jobs?

3. Who provides it?

4. Should it be formal or informal?

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1 Work Kit of the Workshop on Standards for Volunteers in Selected Case Work Programs, loc. cit.
APPENDIX C-7.

Questionnaire used interviewing directors of Vancouver case-work agencies, in preparation for the writing of this thesis:

1. Numbers and Kind of volunteers
   a. Are volunteers used in your agency?
   b. What services do they perform?
   c. Are these jobs described and specified as to:
      qualifications needed
      duties to be performed
      numbers needed
      hours given individually

2. Selection
   a. How are the volunteers obtained?
   b. Are the volunteers selected? How selected?

3. Training, Orientation and Interpretation
   a. Is each volunteer given any orientation about the agency?
   b. Is the volunteer given any specified training for the job assignment?
   c. Is supervision of volunteers assigned within the agency?
   d. How many volunteers were used in the past year (June 55-6).
      Did these persons take any of the three courses offered through the Volunteer Bureau, adult education department of the University of British Columbia and the Vancouver night schools?
      October 1955--Miss Smith--Advanced training course
      Mrs. McCrae--Introductory training course
      February 1956--Work with Children Training course

4. Functioning
   a. Do you consider that any of the volunteers in your agency are case-aides?
   b. What do these case-aides do as distinguished from the other volunteers?
   c. How selected?
   d. How trained?
   e. What additional services could the case-aides perform? (make check list)
   f. If you could select volunteers for suitability and dependability, would you want to use case-aides in your agency? Has this been considered?
5. Possible Development

a. Are volunteers or case-aides given an opportunity to express their suggestions, criticisms or reactions?

b. Is the function of the agency explained and described to the volunteer or the case-aide for interpretation to the community?

c. Is the volunteer given a broad understanding of the social work profession and the training required of the social worker as compared to the volunteer or case-aide?

d. Are volunteers or case-aides in the agency helped to understand the importance of inter-relationships between agencies in community planning?

e. How have volunteers or case-aides been most useful?

f. Where have they not been useful, as tried?

g. If not using volunteers or case-aides, what are the obstacles?
   Is job classification involved?
   Is time sequence related?
   What else?

h. Do you feel your agency is making full use of the volunteers available? If not, why not?

Check List

Administrative assistants
   pin maps
   clerical work
   librarians
   community surveys
   public interpretation
   supervision of other volunteers
   receptionists in waiting room
   tea hour hostesses within agency for workers

Casework aides
   friendly support to clients
   visiting immigrants
      aged
      mental patients
      delinquents
      differential use with children, foster parents
   visits to schools, etc. for information for caseworker
   visits to other agencies for direct service
   escorts for patients or clients
APPENDIX D-1.

Vancouver Agencies Whose Directors Were Interviewed

Catholic Charities
Catholic Children's Aid Society
Children's Aid Society
City Social Service
   South Unit
   West Unit
   Central Unit
   East Unit

   . Community Information Service
   . Family Service Agency
   . Jewish Family Welfare Bureau
   . Vancouver General Hospital
   . Volunteer Bureau of Greater
   . Vancouver
### APPENDIX D-2.

**Agencies With Whom Correspondence Was Conducted**

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<tr>
<th>Agency</th>
<th>Place</th>
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<tr>
<td>Association of the Junior Leagues of America, Inc.</td>
<td>The Waldorf-Astoria, New York, 22, New York</td>
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<tr>
<td>California Association of Volunteer Bureaus</td>
<td>President located with the Volunteer Bureau of San Mateo County,</td>
</tr>
<tr>
<td></td>
<td>1229 Burlingame Avenue</td>
</tr>
<tr>
<td></td>
<td>Burlingame, California</td>
</tr>
<tr>
<td>Canadian Mental Health Association, B.C. Division</td>
<td>5 East Broadway, Vancouver 10, B. C.</td>
</tr>
<tr>
<td>The Canadian Welfare Council</td>
<td>55 Parkdale Avenue, Ottawa 3, Canada</td>
</tr>
<tr>
<td>Community Service Society of New York</td>
<td>105 East 22 Street</td>
</tr>
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<td></td>
<td>New York, New York</td>
</tr>
<tr>
<td>Family Service Association of America</td>
<td>192 Lexington Avenue, New York 16, New York</td>
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<tr>
<td>Family Service Association of Cleveland</td>
<td>1001 Huron Road</td>
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<td></td>
<td>Cleveland 15, Ohio</td>
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<tr>
<td>The Junior League of Vancouver</td>
<td>997 Dunsmuir Street, Vancouver 1, Canada</td>
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<tr>
<td>National Travelers Aid Association</td>
<td>425 Fourth Avenue, New York 16, New York</td>
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<tr>
<td>The New York School of Social Work, Columbia University</td>
<td>2 East Ninety-first Street</td>
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<td></td>
<td>New York 28, New York</td>
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<tr>
<td>Société de Service Social Aux Familles</td>
<td>3415, Rue Saint-Urbain</td>
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<td>Montreal, 18, Quebec</td>
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<td>State Department of Public Welfare</td>
<td>Houston 2, Texas</td>
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<tr>
<td>United Community Funds and Councils of America</td>
<td>345 East 46 Street</td>
</tr>
<tr>
<td></td>
<td>New York, 17, New York</td>
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</tbody>
</table>
APPENDIX E.

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