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TRAINING THE POOR FOR NEW CAREERS.
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IN A DISCUSSION OF THE RICHMOND COMMUNITY DEVELOPMENT DEMONSTRATION PROJECT FOR TRAINING SUBPROFESSIONALS, THE FOLLOWING ACTIVITIES OF THE PROJECT ARE DISCUSSED--(1) RECRUITMENT AND SELECTION OF PERSONNEL, AND (2) BASIC, INSERVICE, AND OTHER TRAINING PROCEDURES. THE PROJECT TRAINS LOW-INCOME INDIVIDUALS FOR SUBPROFESSIONAL JOBS IN THE POLICE DEPARTMENT AND THE SCHOOLS AND FOR COMMUNITY ORGANIZATION WORK. IT IS FELT THAT BEFORE TRAINING BEGINS AN INITIAL JOB DESCRIPTION SHOULD BE DEVELOPED SO THAT THERE WILL BE NO AIMLESS TRAINING, AND THAT TRAINING SHOULD PROVIDE ACTUAL WORK EXPERIENCE WITH RESPONSIBILITIES FOR THE TRAINEE APPROPRIATE TO HIS TRAINING LEVEL. FOR IT TO BE MEANINGFUL, TRAINING ALSO SHOULD LEAD TO A JOB. A SAMPLE JOB DESCRIPTION IS APPENDED. THIS DOCUMENT IS ALSO AVAILABLE FROM CONTRA COSTA COUNCIL OF COMMUNITY SERVICES, 2717 NORTH MAIN STREET, SUITE 9, WALNUT CREEK, CALIFORNIA 94596, FOR $1.00. (JL)

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Training the Poor for New Careers

by

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CONTRA COSTA COUNCIL OF COMMUNITY SERVICES

BOARD OF DIRECTORS

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ANATOLE SHAFFER, Director of the Richmond Community Development Project, received his Masters in Social Welfare from the University of California, Berkeley, in 1956. He has his Bachelor's degree from Brooklyn College in New York in 1954. Mr. Shaffer's professional emphasis has been in the area of group work and community organization with experience in Community Centers on both the East and West coasts.

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Before accepting the position of Assistant Executive Director of the Contra Costa Council of Community Services in 1964, Dr. Specht had been Director of the Community Organization Program of Mobilization for Youth in New York City. Prior to that position he had been Director of the Research Project for the National Jewish Welfare Board Study of Young Adults at The Florence Heller Graduate School at Brandeis. His work also included that of Executive Director of the Mt. Vernon Hebrew Camps, Inc. in Mt. Vernon, New York; Program Director for the Mt. Vernon YM-YWHA; and Instructor at Adelphi, Hunter College and Yeshiva School of Social Work. Presently, in his affiliation with the Contra Costa Council of Community Services, he assumes the responsibility of Director of the Richmond Youth Projects; and specifically, is co-principal investigator for the Richmond Community Development Demonstration Project (OEO) and the Richmond Youth Project, Realizing the Potential of Underprivileged Youth (NIMH).

INTRODUCTION

Current interest in creating New Careers for the poor is related to several factors. First, automation has reduced the number of jobs available to unskilled and semi-skilled workers. New career lines may be one way of providing meaningful employment for those workers dislocated by automation. Second, the lack of demand in the labor market for low-skilled and unskilled workers contrasts markedly with the great demand for personnel in the service professions. Although educational and experiential qualifications for workers in the helping professions has been increasing continuously, the inability of professional schools to keep pace with the demand has resulted in increased interest in the idea of using sub-professionals to provide services. In addition to the supply and demand problem, there is historical precedent, at least in social work, for the use of non-professional personnel in such roles as club leaders, case-aides, friendly visitors, and psychiatric aides.

Finally, renewed interest in the problems of poverty, with special attention to the failure of traditional agencies such as the schools, health departments, recreation agencies, and social agencies to reach the poor or to deal meaningfully with the causes of poverty has stimulated innovations in service giving methods. One such innovation is to use the poor to help

the poor. It is suggested that sub-professional jobs, filled by the poor, in addition to providing work for the unemployed and enhancing the services of the professional and the agency, are of value to the individual and his family by making possible occupational stability, and creating indigenous caretaking roles among residents of low-income areas.

The concern with development of meaningful and worthwhile jobs for the poor, coupled with the social change implications and potential of such jobs are a major interest of the "New Careers" program of the Richmond Community Development Demonstration Project (RCDDP).

The RCDDP has been operating in Richmond, California since March 1, 1965, under a grant from the Office of Economic Opportunity to the Contra Costa Council of Community Services. The project goals, as stated in the project proposal were:

1) to support the growth and development of indigenous organizations to perform caretaking functions;

2) to develop new caretaker roles in a low-income community in relation to existing as well as new organizations, and;

3) to establish new career roles in public agencies serving the low-income community with particular focus on the processes by which these roles may be institutionalized and utilized to support agency changes in organization of services to low-income clients.

The primary focus of this project has been on developing jobs within the framework of public agencies and reflects the fact that job expansion in the public sector of the economy has

been at a greater rate than in the private sector. During the planning phases and in the first year of operation, funding, administrative controls and direction emanated primarily from the project. However, formal contractual relations were established between the Project and the Police Department and School District which delineated the responsibilities of each agency. The contract indicated that supervisory responsibility of new careers job performance rested with the host agency. The contract further defined the mutual interest in permanizing the effective functions performed by the new careerist. In addition, public statements by host agency and project personnel to legislative bodies and citizens groups have emphasized the public responsibility for meeting community needs through innovations such as New Careers.

This presentation constitutes one of a series of reports on the RCDDP. In this paper we will describe the orientation and training program developed by the project to provide a group of "new careerists" with some of the skills and information needed to do their jobs. We have also attempted to derive from these training experiences some principles that may be applicable to other programs concerned with training the poor as well as the development of new careers positions.

In developing the new careers program, the project staff was concerned with several problems which social agencies face in serving the poor:

Class Identification:

The impersonal and bureaucratized character of professional service is more in tune with middle-class values and style of life than with the problems of clients of the working class and poverty class. For example, emphasis on self-motivation and initiative in seeking service,

reliance on verbal communication as the medium of service and the values placed on time and procedures all reflect a response to middle-class life styles. Such concerns are usually poorly developed and meaningless to the poor and are usually of less value or of negative value for them in comparison to middle-class clients.

Language and Communication:

The language and value systems of the professionals are sophisticated and, again, reflect concerns of the middle-class. The communication barriers which exist are enormous. For example, one of the most frequently heard complaints in the low-income community is that professionals in such agencies as the schools, welfare departments, and health clinics, use "too many big words which we don't understand". Requests for explanation of language are not made for various reasons including personal embarrassment, the belief that such a request may be seen as a challenge to agency authority or the client's expectation that the professional is really not interested in him. Although these expectations may be both real and imagined, it is clear that adequate communication cannot be effected.

Relevance to Social Problems:

Some assumptions which underlie the provision of service and which justify practice when applied to the life circumstances of the poor may be at least inappropriate and possibly harmful. For example, the concept of the client's right to self-determination is one which implies a freedom of choice in selecting to use a service as well as in actually using a service. However, self-determination often depends on the social and financial resources available to the client. Thus the ability of a client to secure legal services in appealing the decisions of a

welfare department significantly affects his opportunity for self-determination. Or, the financial ability of a client to obtain a divorce significantly effects the range of choices offered and available to him in dealing with marital problems.

Vested Interests:

Problems facing the low-income community and individual in large measure reflect social and economic inequities in our society. The correction of these inequities requires major social changes. When required change threatens the professional or the agency, the provision of service may be limited. Thus, for example, developing study hall programs under indigenous organization auspices rather than through an existing neighborhood agency or school system is often met with resistance by the agencies. Such resistance, while phrased in terms of professional expertise and skill, and sanction for agency service, may in fact, be a response to the challenge of institutional control.

This conflict of interest occurs as well in situations involving joint planning efforts. For example, in planning new pre-school programs in the low-income community (or the development of compensatory or remedial programs in slum schools) where the interests of the community to be served and the service agent may be at variance, the professional response frequently attempts to define those service and structure limits to extend services and avoid change in existing services in ways which may vary from community needs and goals. Such conflict of interest frequently results in dropping the pursuit of new services.

The effect of vested interests may also be seen in the professionals' reaction to the subprofessional role, as well. For example, such comments as "Can someone who is not a professional really be helpful in working with welfare

clients?", may be more the reaction of an insecure professional rather than a real assessment of the potential of the sub-professional.

The sub-professional provides a means of bridging some of the gaps between professional and low-income clients. In addition to the bridging function, the development of new-careers provides a means by which caretaking roles can be established within the low-income community. By this means agency services can be provided more effectively; needed community caretaking functions are performed by trusted persons; and a new force for effecting social change in the community is created.

RECRUITMENT AND SELECTION

During the first month of project operation, sixteen persons were employed to fill new-career positions with the Richmond Police Department, the Richmond Unified School District, the Survey Research Center of the University of California, and as organizers with indigenous community organizations. Prior to receiving job applications, the project prepared an initial set of job descriptions and working conditions. An example of one of these preliminary job descriptions is appended.

In addition to age, residence and educational requirements listed in the job descriptions, it was required that an applicant had to be either on welfare, unemployed, marginally employed, or have an income that did not exceed $3,600 per year for a family of four. An additional $900 per year was allowed for each additional dependent.

Eligible candidates were found by utilizing several recruitment channels. In addition to contact with the Department of Employment, personal and written notices were sent to all churches, social agencies, County and State Probation and Parole Offices, civil rights organizations, and other groups and organizations in the low-income community. Known leaders of the target areas were also contacted. Over two hundred

applications were received for the sixteen jobs. A significant number of the applicants interviewed indicated that they had received notification of the jobs informally, by word of mouth.

The group which was finally employed included ten women and six men. They ranged in age from twenty-one to fifty-two. Three had never worked; three had been unemployed or had worked less than full time for more than two years, three for more than one year, and seven for less than one year. Nine of the group were receiving public assistance when they were hired and two others had received public assistance in the past.

One person had been a teacher; one a Licensed Vocational Nurse; one a minister; one a part-time recreation leader; and twelve had been domestic or unskilled workers. Family size ranged from none to eleven children with an average of just under four. All had had their basic education in segregated schools with nine having had some junior college experience. One was a graduate of a southern Negro college; three had completed high school and the remaining four had less than a high school education. Twelve were living in complete families, three were separated and one was divorced. All were Negro reflecting the overwhelming percentage of Negro population in the target areas. The group constituted a cross section of the target area population and encompassed a fairly broad range of experience in community life, academic skills and ability, and insight and understanding of their community's problems and needs. Effort was made during the selection process to select a varied group of workers rather than to work with only those "most likely to succeed". In future reports we will attempt to describe the minimal qualifications that seem necessary for success in these jobs.

BASIC TRAINING

In light of project goals and the characteristics of the workers to be trained, traditional models of in-service training had to be revised. These were not jobs in which the worker was to be simply an extension of the professional by trying to have the worker become as much like the professional as possible. Rather, we were attempting to create new jobs, not previously performed by professionals in the institutions or community, and which had an integrity of their own.

Further, we recognized the fact that the new worker had most typically fulfilled a client role in relation to agencies, and the people filling these jobs were selected because of their location in and identity with the low-income community. For these reasons we felt that traditional models of in-service training had to be revised.

Drawing upon experiences elsewhere in the country, the orientation program began with a period of "basic training" before any in-service experience. That is, the new workers participated in job preparation experiences at the project offices for several weeks before going to the agency at which they would be working. This basic training experience provided them with factual information about the job, the project, and the agency's expectations and goals. In ad-

dition, basic training provided the new workers with actual and simulated work situations as soon after employment as possible.

A basic training approach helps new and inexperienced workers to deal with some of their fears and anxieties in a protected setting. It removes the uncertainty about what the job is like in action without throwing them into a full-fledged job too quickly. Further, it avoids the problem of the worker developing doubts about his ability to perform, since a basic training experience can be more readily tailored to his needs. It aids him in assessing his capacities and limits. Actual and simulated work tasks are important in this experience because the longer the training lasts without an opportunity to "perform", the greater the chance of the worker growing stale or disabled by anxiety.

It was during this period that the workers begin to gain some initial perspective about their new role. They had an opportunity to learn about and observe the different service agencies in the community, and the governmental and political structures effecting their neighborhood from the vantage point of a worker charged with sharing and using this knowledge and experience, rather than simply as a recipient of service. In the initial stages of this experience the worker begins to test his supervisors, colleagues and the agencies to determine how much change is expected or permitted. It is during this period that the potentials of the job are initially established.

The use of actual work tasks provides a learning opportunity which is more readily assimilated by poorly educated workers than abstract or theoretical materials. The here-and-now orientation of the low-income community seems to dictate such a concrete approach.

There are other functions of a basic training experience. The gradual transition into their

new job allowed the new workers an opportunity to deal with many of the problems which are common to all new workers, such as uncertainty about a new job and new people. However, many of the new workers had special problems such as having to obtain new and appropriate clothing required by their jobs and making child care arrangements which in some instances were problematic and unpredictable in the early stages of employment. Adjustments in family responsibilities, such as homemaking tasks, required personal attention. Having to deal with the many creditors who appear instantly upon employment was a frequent occurrence.

Apart from allowing a grace period in which to deal with the problems of the new workers, the gradual transition provided by the basic training period gave the project staff a chance to help the host agencies to deal with some of their problems; that is to get ready to receive the new workers with all of the adjustments and planning this required. Introducing a group of new workers into an established agency without allowing time for both parties to prepare and deal with problems could place a great strain on the program.

The project assumed total responsibility for the basic training program, and the host agencies were not actively involved in this aspect of training. In retrospect, it would probably have been better to have organized basic training in such a way as to permit the host agency and the new workers a chance to "phase-in" with each other, thus, furthering the adjustment goal of training. While a basic training program could be organized by a host agency itself and does not necessarily require the assistance of an outside agent, in this case, the host agencies were not prepared to undertake this kind of training.

The basic training program utilized several different methods and training devices. While,

in practice, these training devices were often utilized simultaneously, we will discuss each separately.

Agency Visits

The first ten weeks of training included eight to twelve hours per week of visits to local service agencies. Twenty-three agencies were visited. The new workers saw the agency facilities and discussed agency purpose and procedures as well as policies governing intake and service. Special attention was given in these visits to the ways in which the agency was or could be of service to the residents of the low-income community. Agencies visited varied greatly and included departments of city government, Catholic Social Service, the public welfare agency, Probation Department, Child Care Centers, The Salvation Army, Social Security Administration, Legal Aid Services, Mental Hygiene Clinic, Public Library, Department of Employment, the Boys Club and the Red Cross. (The predominance of public agencies reflects the pattern of services in this community.)

These visits and discussions had multiple goals one of which was to give the new workers a sense of the range and types of services available in the community. The practice of actually going to the agency was done to have the new worker become familiar with the geographical location and facilities of the agencies. In addition, the visits established the feeling of the workers being out in the community, rather than as "office bound".

Many of the workers had had previous contact as clients with some of the agencies. However, they now visited the agencies as workers and had an opportunity to act as workers through questioning, complaining, challenging, and interpreting. Thus, their visits to agencies consti-

tuted a first step in the new workers being able to make selective use of agency services on behalf of friends, neighbors and themselves.

Three specific training techniques were used to make full use of visits. First, each worker acted as recorder for one visit, so that a permanent record of the visit was developed. This record provided the basis for the later development by the new workers of a reference manual of services. This recording task also introduced the workers to the experience of preparing a written report. Secondly, after each visit a group discussion was held at the project office to evaluate their experiences. This enhanced their participation in training and encouraged verbal expression of ideas and feelings. It also reinforced the learning that had taken place. It provided an opportunity to assess differences between agencies. Finally, the post-visit discussions helped the training staff to support the new workers efforts to consciously evaluate and assess the agency's service and to thoughtfully develop their role as "advocates" of their community in relation to existing services.

Free expression of ideas did not come easily to the new workers. Discussions of the visits were used to teach workers their responsibility for interpreting the attitudes, perceptions, feelings, and needs of low-income people to the service agencies in order to encourage change.

In assessing the effectiveness of this approach it was felt that there had been growth in the new workers' ability to record information in written form and to distinguish between and use various types of reporting. In addition, there was an increase in their participation in discussions both during and following agency visits. For example, in one of the first visits, to the Welfare Department, the group only listened. Few questions were asked and they stated none of their concerns about discrepancies between stated agency policy and community

experience. These questions came out in post-visit discussions. Later on, in a visit to another agency, they raised questions about differences in service and approaches used with Negro clients and Caucasian clients. However, these questions were guarded and indirect. On one of the last visits to a public agency the group raised very direct and critical questions about the agency's approach to low-income people, citing many of their personal experiences and going on to make suggestions for change in the agency's approach.

Research Training

A program of research and evaluation of the RCDDP is carried out by the University of California Survey Research Center and includes a secondary school student questionnaire, household interviews, and institutional and organizational studies. In the project proposal it was planned that the new workers would be involved in research by conducting household interviews.

Two weeks after beginning work the new workers were assigned for twenty-five to thirty hours per week to the research program. This assignment lasted four weeks during which the new workers were trained and supervised by professional field supervisors from the research staff in conducting household enumerations and household interviews and in using the interview schedules.

This experience provided the workers with a specific task which had defined limits and goals. The assignment was time limited. It provided a training-by-doing rather than a classroom experience. The research staff used role playing and individual and group supervision to help the workers undertake and complete the enumerations and interviews.

This experience had several beneficial features. Most important was that it taught the

new workers something about goal oriented interviewing through the training and experience with interviewing schedules, initiating contacts with strangers, and conducting an extensive interview.

Because interviews were conducted in peoples' homes, the research work was the first chance for the new workers to make visits to residents in the low-income community in an official capacity. This gave many residents their first opportunity to meet the new workers in their new roles.

Although there were benefits to this kind of debut, there was some suspicion and hostility to the research among some residents. The research training did not adequately prepare the new workers to deal with these kinds of problems. Because of this the new workers sometimes found themselves unable to deal with questions about and negative attitudes toward research and this frequently caused undue anxiety. Moreover, some of the goals of the research were too esoteric and remote from the workers' immediate and expected learning needs. It is interesting to note that at the present time, when all workers are involved in their jobs and the data collected by research is becoming available, the workers are asking researchers for specific information about the community. The need for such information has grown out of their jobs and is now clearly relevant.

In retrospect, the research assignment did constitute a good learning experience for some new workers. Because there is a wide range of experience as well as reading and writing skills in the group, some of the workers were simply unable to successfully fulfill the assigned tasks. Training experiences such as this must be tailored to meet the needs and capacities of individual workers.

Short-Term Job Assignments

Several short-term assignments for the new workers were developed in different community programs which needed help in recruiting poor people. These assignments provided an opportunity for a brief limited responsibility through which additional skills could be learned and previously learned skills could be reenforced.

In one such instance the Youth Committee of the Richmond Human Relations Commission wanted to recruit youngsters for a program of dialogues between the Police Department and youths. All of the youngsters, who were to be recruited from one particular neighborhood, had had frequent contacts with the Police.

Prior to any actual recruiting, the workers role played visits with the youngsters and their families. These role plays stressed how to interpret the program to both parents and youths. Situations reflecting various reactions were employed including resistive families and youths, and mistaken identifications. Questions about uses of jive talk and general decorum were discussed as well as questions relating to the limits of the worker's responsibility for the program. The workers developed two important principles in these discussions: "The worker should be natural in speech and dress while looking for ways to place the respondent at ease"; and "The worker should be clear about what he is doing, answer all questions frankly and honestly, and be certain that information he gives is accurate".

Discussions also included ways of identifying potential participants and how to set up such meetings with youths. The new workers contributed to these discussions from their own experience and thereby effected program planning. For example, because they were worried about whether the youths had sufficient motivation to

come to meetings they decided to provide transportation for the first meetings and to follow-up with visits to the families.

The new workers also recruited participants for pre-school programs, study hall programs and the Job Corps. Role playing and pre-planning as described on the preceding page were also used in these efforts.

Assignment of new workers to these short-term experiences was based on their future job. Thus, for example, the Police Community Relations Aides were assigned recruitment responsibility for the Police-Youth discussion group. A special short-term assignment was developed for the School Community Workers (SCW) with Project Head Start, as teacher-aides. They assisted in a classroom and were able to make first hand observations of the problems encountered by teachers.

Prior to beginning the classroom assignment, the SCWs visited kindergartens, met teachers, and learned about standard programs. Two orientation sessions were held with school personnel and SCWs. In addition to orienting the SCWs to a school setting, the Head Start assignment gave them a chance to relate to children other than their own in a work situation, and to be with teachers in an objective and non-threatening relationship. At the end of the Head Start program, the SCWs, on their own initiative, requested a meeting with the teachers and administrators to discuss the experience and to make recommendations. This meeting represented one of the first times that the new workers demonstrated their ability to use themselves consciously to deal with concerns on the job.

Field Observations

Although all the workers were target area residents, they often seemed to be unaware of or insulated from some of the physical and social features of these areas. The workers were as-

signed to walk through particular neighborhoods at different times of the day to observe the characteristics of the area, and to make written and verbal reports. Oral reports were presented to the total group and discussed while written reports went to the supervisor.

The workers were given an outline of what to look for and some questions to ask themselves such as, "Are the houses in good repair, bad repair or deteriorating? Is there space around houses, or are they all 'jammed up'? What does housing tell you about an area?". Other questions related to street conditions, numbers and characteristics of people observed and neighborhood institutions.

In the group and individual discussions that followed, two effects were observed. First, the assignment helped to sharpen the worker's observational skill and increase his use of impersonal and objective cues. For example, they began to connect the men gathered at mid-day on street corners with problems of unemployment. They noted many old cars in various stages of decomposition. They asked questions like, "Where is the play space? Where are the zoning inspectors? What can be done?".

Value judgments were discussed. In reporting their observations, for example, some workers, at first tended to characterize the men on street corners as "do-nothings". To some, decrepit houses meant the occupants did not care about their environment. In discussions, such value judgments were contrasted with objective evaluations of community needs and problems. The workers began to weigh the meaning of their observations more carefully and to include broader social concerns in their thinking.

Group Meetings

Most of the orientation experiences took place in a group. Agency visits were followed

by group discussion. Field observations and recruitment experiences, although undertaken individually, were preceded by group preparation followed by group discussions and supplemented with individual conferences.

The use of group discussion was central to the orientation experience. It helped the new workers develop an esprit de corps and an identification with the job to be done. It encouraged informal exchange and mutual support among the workers. Workers could compare their experiences and observe the similarity of some of their concerns. Most important, it helped to develop the shared values, goals and attitudes needed to do the job.

Training staff used the group discussions to build on the strengths, knowledge and skill present in the workers themselves. For example, in group meetings individual and group strengths and weakness were identified, and training staff were thus better able to plan the training program to meet these needs. Finally, since the new jobs require working with groups, the staff group served as its own laboratory and training ground for observing and using group process, including the experience of addressing a group, writing minutes, planning programs, and dealing with problems and conflicts that arise in groups.

IN-SERVICE TRAINING

In-service training deals with the specific requirements of the particular jobs, whereas basic training deals with skills and knowledge which are generic to all of the jobs. As such, an in-service training program would follow in time the basic training period. In our experience, in-service training overlapped the basic training program. This was partly due to the fact that the host agencies and the project were not ready to integrate all of the new workers at the same time. For example, the Police Community Relations Aides were the first to be assigned to their jobs because the Police Department was able to initiate the program quickly in contrast to the schools where several administrative levels had to be oriented to the program before it could begin. In addition, the basic training period began to approach the logical transition point just before the summer recess so that the SCW program could not begin at that time.

In addition to the time factor, basic training continued through the in-service training period because project staff was able to develop an appreciation of some of the general needs of the four new worker staff groups out of their intensive experience with the new workers during basic training, and because some of these needs persisted even after they began working in the agencies. Finally, the fact that funds and com-

mitment for training efforts of various types emanated from the project tended to maintain and prolong unitary project involvement in on-going training. This is not to suggest that such training, peripheral to the host agency, is desirable. On the contrary, based on our experience, it would be more desirable to develop all levels of training in relation to and in conjunction with the host agency. Unfortunately, this is not always possible.

In-service training at the two prime host agencies, the Police Department and the School Department, included orientation to the physical facilities of the agency, agency administrative structure and agency functions. While in-service training covered these broad areas, each agency also developed training focused specifically on the function to which the worker would be assigned -- the Juvenile Bureau in the Police Department and the counseling program in the schools. This was accomplished by combining elements of the agencys' traditional training programs with training especially designed for the new workers.

The Police Community Relations Aides (PCRAs) participated in part of the traditional training program for rookie police. This included classroom sessions on note-taking, interviewing and interrogation, Rules of Evidence, jail procedures, use of the K-9 Corps, Police-Community relations, handling of demonstrations, and team arrests. In like manner, the School-Community Workers participated in the orientation sessions for new employees conducted at the beginning of each school year. These training sessions included meetings with the school administrators, discussions of the history, structure, and size of the school district, and review of the structure of the various school departments.

Specific in-service training for the new workers was developed jointly by project and agency personnel. The PCRAs rode with patrol, studied

laws and codes, read police reports, studied police and juvenile procedures and the juvenile court and probation system, and accompanied juvenile officers as non-participant observers. While the SCWs were working in Operation Head Start, they had eight hours per week of training under the direction of the school supervisor during the month preceding placement on their permanent assignments. This training included discussions of the administrative structure of the school district with special emphasis on the position of the new worker, review of the Education Code, orientation to the school neighborhoods, testing procedures, curriculum, special services, and school problems.

In developing the in-service training program it should be noted that in our experience in-service training of most agencies is not completely sufficient or functional to meet the needs of workers in these new career lines. For example, Police Department training is based on an apprenticeship model in which the new officer is assigned to a veteran officer in working patrol during a specified probation period. The patrol experience constitutes the real in-service training program for rookies with classroom material used in supplement.

The Schools, on the other hand, make less use of in-service training methods with new employees. School personnel are usually professionally trained and it is assumed that they come to the job with the knowledge and required skills. Thus, a brief, general orientation of new school personnel to the district and the particular school is usually sufficient to meet the needs of most of their new staff. Further, school personnel usually acquire their continued training in university based post-graduate courses and seminars so that in-service training for the new careerists in the schools, as we have discussed it, constitutes a departure from the norm.

Both of these approaches to in-service training are predicated on the existence of a tested and well defined job line. However, the new career lines are new job roles which are just being established and they begin without social or institutional sanction or definition. Further, the new job role is not clearly identified with any one body of knowledge. Therefore, training tends to be broad and to touch the functions of several worker categories in the host agency. In our experience to date, the approach used by the Police Department, the apprenticeship model, appears to be better suited for adaptation to the in-service training for new careers than is the "pre-training" model of the schools. This is the case because in police training there is an agency tradition of on-the-job training; each worker in the department is called upon to perform to some extent the full range of department functions. The traditional job lines in the schools tend to be parallel to and somewhat independent of each other rather than sequential.

In-service training while requiring the investment of differential amounts of time by agency and project staff proved to be helpful in working with the host agency to prepare for the arrival of the new careerist. This planning required some review of agency training procedures to determine their appropriateness for the new worker and this resulted in some changes and adjustments.

Planning for in-service training must involve the professional staff of the agency in dealing with new workers. In this phase of project development we feel that insufficient attention was given to training the professionals in the agencies to help them make appropriate use of the new workers. There were, of course, some inter-staff discussions but these were not well focussed to deal with the attitudes of professional staff and some of the problems created for them by the advent of the new workers. Some

of this training will take place in the seminars, which are discussed below, but we believe the involvement and preparation of those professionals not directly related to the new career job should occur earlier than has been the case in this project.

Staff Meeting

During the period of in-service training the project staff conducted structured, weekly staff meetings with the entire group of new workers. By this means the workers were kept informed of new developments in project policy and the unfolding of project program. The staff meeting provided a framework for continuing group training and for maintaining the effectiveness and benefits of group unity. Now on the job, the new workers seemed to need a chance to continue to meet "off-base", to exchange information and to assess the new experiences they were having. Changes in training direction, new jobs and new relationships can be trying and demanding for new workers and the staff meeting was one way to provide a transitional step as well as to deal with some of these problems.

Staff meeting content has been varied and includes training in leading discussions, public speaking, analyzing their problems on the job and developing principles of job performance. A rotating steering committee was established so that the new workers could share responsibility for planning these meetings. Responsibility for chairing, arranging, recording and reporting at meetings is rotated among the new workers in order to maximize use of the staff meeting itself as a training experience.

Seminars

The focus of orientation and training has been to prepare workers to deal with immediate tasks. Theoretical material is intentionally

kept to a minimum. The new workers do not have the self-starting and self-propelling ability one expects of professional workers. They need specificity and direction to do their jobs. They tend to be concerned with doing something immediate and concrete about problems rather than gaining understanding as to why problems exist.

However, these characteristics of the new workers should not rule out the development of the potential which they have for using abstract concepts and theoretical material. Theory can provide practitioners -- sub-professionals and professionals -- with a framework which gives direction and purpose to their practice. Professionals, by definition have been trained to use processes and practices which are embedded in a network of concepts and theories. This theoretical framework is supported by both agencies and professional schools. The development of a practice which is based on systematic knowledge will not only increase the ability of the new workers to perform, but it is a necessity if these positions are to become institutionalized.

As a first step in the development of systematic learning procedures and content for the jobs of the new workers, the University of California Social Welfare Extension is developing a series of on-site seminars, conferences, and institutes for each of the groups of new workers. Seminars will include the new workers, project staff, and host agency professional staff. In the case of the community workers, it is expected that the leaders of the indigenous community organizations will be seminar participants.

The goal of the seminar is to develop a body of training materials related to the jobs of the new careerists in each host agency. These teaching materials will be developed with specific reference to the needs of both new careerists and professional personnel serving low-income communities. The involvement of the new

workers, project staff and agency staff in these seminars will be helpful in developing content which takes present institutional approaches into account and which gives proper consideration to any changes which might be recommended to the project or the agency.

Seminars are planned for approximately ten sessions of two hours each. University faculty will be used as seminar leaders and resource persons. Curicula are being planned jointly by project, agency, and University staff members. In planning, staff has attempted to generalize the problems of the new workers, and to select theoretical material which can be useful in understanding and dealing with these problems. For example, the proposed Police Department Seminar will present theoretical material dealing with various problems of the low-income community. This material will, in discussion by the seminar participants, be immediately related to Police Department perceptions and functions as well as the implications for job performance of the various job categories in the Department. Issues which have special relevance to the potential conflicting demands placed on a Police Department and the effect of these conflicts on provision of service to the low-income community will also be discussed in an effort to open up communication and understanding around job problems.

Institutes

In addition to the seminars, the University of California School of Criminology is developing a series of institutes for new workers who are involved in several projects operating in the Bay Area. These institutes will provide another source of knowledge and theory useful in the training of the new workers.

Conferences

New workers are encouraged to attend conferences and meetings which contribute to their knowledge and experience base. For example, some of the new workers attended a meeting at which Saul Alinsky spoke about his organizing experiences; others attended an Urban League conference on "The Negro Woman and the Great Society". Workers have also attended many local meetings. They sometimes serve as speakers, describing their jobs and the new careers program. Two of the new workers will participate in a panel discussion on the new careers program at the forthcoming State Conference of Health and Welfare.

TECHNIQUES OF TRAINING

Although we have made some references in the previous chapter to techniques used in the basic training and in-service training, we shall outline briefly those which were particularly useful.

Role Playing

Role playing is a particularly helpful technique to use with poorly educated and inexperienced workers. It is the "learning-by-doing" technique par excellence. Briefly, a situation is presented to the group and participants are assigned specific roles to enact. When the role assigned has qualities which are unlike those of the actor he is forced to project himself into the role of "the other". Followed by discussion, the role play provides a basis for discussing the actual problems workers experience in fulfilling a role. The technique is not new and has been used extensively as a therapeutic device in dealing with both psychological and social problems. Of course, it is used here as a training device, and the focus of the role play is always on how to use oneself to do the job.

Various situations were role played to illustrate and gain skill in initiating conversations with strangers at work, at home or on the street

as well as ways of involving "quiet" people in conversation at group meetings. Role plays were used to discuss ways of dealing with problems such as tension in contacts between police and poor people. Role playing was particularly helpful in preparing workers for specific job tasks such as those involved in the short-term assignments described above.

There are several ideas that can be useful in using role playing as a training technique. The problem to be role played should be simply and clearly defined. This minimizes worker self-consciousness because he is more likely to understand what is expected of him. Each worker should have the experience of filling as many roles as possible in each type of situation so that he can experience "both" ends of a relationship. Situational types should be repeated at different points so that workers can apply newly acquired skill to these familiar situations. Repetition helps the worker to integrate the new skills.

Each role play should be discussed and evaluated upon completion to highlight and reenforce sound approaches and to eliminate unsound approaches. Role playing should have an audience of peers. This provides an opportunity for discussion between actors and audience and an exchange of perceptions between the actors and the observers.

Role playing should precede a real assignment. This enhances the value of the role play because the worker can compare the role play with actual job requirements and performance. Such comparison serves to sharpen both role play skill and job performance skill.

Audio-Visual Materials

Audio-Visual materials used in training included films, books, and records. Materials were employed to prepare for a specific task, to

teach a specific skill or to complement a specific experience. For example, one film was used as a follow-up to the field observations. This film depicted an incident and the varying perceptions of observers and provided an opportunity for workers to compare their own experience with that depicted in the film.

The television film, ***TAKE THIS HAMMER,*** dealing with James Baldwin's tour of San Francisco's Negro ghetto was used for a discussion on the problems of angry youths and angry communities. The film helped the new workers talk about anger and to think about how controlled and directed anger can be useful in achieving social movement and change.

Books and articles were used in training only very gradually although some early training sessions were devoted to "How to Read a Newspaper" in order to help the workers use the newspaper to learn about community needs, problems and issues. After the first few months some of the workers expressed an interest in books like ***THE OTHER AMERICA,*** and ***CRISIS IN BLACK AND WHITE*** which had been used by project staff in training sessions. These and other books became part of a staff library. Later on, books like ***IN THE MIDST OF PLENTY, THE COOL WORLD, BEYOND THE MELTING POT, NIGGER, EDUCATION AND INCOME,*** and ***ISLAND IN THE CITY*** were used for reading assignments related to specific training needs.

Other sources of training materials are available in the community. For example, workers were assigned to see the movie ***NOTHING BUT A MAN*** and the play ***IN WHITE AMERICA*** at local theaters. Both works were discussed at staff meeting from the point of view of the kinds of community problems they described and the implications for the workers' jobs. Gradually, the workers began to report on television programs, films, and plays which came to their attention and which they felt were relevant to their work.

Written and Oral Reports

The new workers had to prepare written and oral reports on agency visits, field observations, and individual and group contacts. These reports were a method of sharing experiences and gaining skill in reporting.

These reporting skills are a necessity in any sub-professional job. The academic skills which the workers brought to their jobs were limited and using the training experience as a laboratory for developing reporting skills helped to overcome some of the "academic" insecurity manifested by the new workers.

One of the expectations of the project had been that many of the new workers would have poor grammatical usage and colloquial patterns of speech reflecting their general level of education and the rural origins of many of the adults in the low-income community. In helping new workers prepare records, emphasis was given to ways by which they could prepare reports accurately, and follow correct procedures, communicating the necessary information clearly and meaningfully. Problems of grammar and idiomatic usage were considered a secondary concern and handled only as it inhibited communication.

Individual Supervision

After the completion of the basic training period, supervisors scheduled individual supervisory conferences with the new workers. In these conferences worker reports were reviewed and analyzed in detail, and problems and progress of each worker discussed. In addition, workers had the opportunity to discuss their own anxieties, concerns, uncertainties, and questions.

This supervisory pattern is similar to that used in most social agencies. Job related problems and not personal problems are the major fo-

cus. The experience of receiving individual attention on his job is generally a unique one for the new worker. It is often the first time that they have been asked to allow their defenses to drop and to look at their job performance critically. This experience may also be the first in which the worker has a one-to-one relationship in an agency where he is not the client. For these reasons it is of special importance that the conference be carefully planned and developed to avoid the potential disabling effects.

SUMMARY

We have attempted to describe some of the experiences and observations of a training program for sub-professionals. Most of all, we are convinced that training is vital for sub-professionals. There is a mystique which has developed about the poor which attributes latent powers, strengths and resourcefulness to them. This romantic view tends to obscure some of the debilitating effects that result from poverty. The fact is that the poor are poorly educated; they are occupationally poor; they have a dependent and stigmatized relationship to the larger society; for the most part they are neither radical nor change oriented (except that they do not want to be poor). The poor need more help, assistance, and training to perform new jobs than do the non-poor.

On the balance side of the ledger, the poor have some strengths and resources which are of value and importance. When offered real and meaningful jobs they respond with warm commitment, dedication, and a desire to learn; they are interested in helping their community; they have a resourcefulness born of coping with overwhelming problems, hostility and social isolation; and they are, at times, painfully fair in their attitude toward "The Establishment".

The professional needs the poor to help him provide effective services and the poor need the

professional to help in defining their new job roles and in performing these jobs. Training is the key channel for accomplishing this.

Training is expensive. In addition to professional time and cash outlay for consultants, materials and other expenses, adequate time must be set aside in the new worker program for training. The social benefit of this expenditure in terms of added skills, caretaking roles, and resources in the low-income community, as well as more effective service by public agencies and the reduction of dependency more than justifies this investment in training.

Training should be related to doing the job. This is not to say that there is no room for theory or abstractions but rather, they should come later, after the worker has had some chance to actually do something concrete and can relate theory to real job problems.

It is important to have at least an initial job definition before training begins. These definitions can be altered or changed during, and as a result of training. (The second appendix is an example of how the original job description was expanded and changed.) Without the direction which a job description provides, training will be an aimless exercise.

Training should be carefully paced. Wherever possible, jobs should be phased in to allow for learning in stages and for transitions from stage to stage. The training program should build to a series of climaxes. A curriculum which is logical and connected in its sequence and which helps the trainee grow in his skills and capacity should be developed in advance.

Real work situations with limited responsibility should be used. Real situations and experiences where the worker can make an active contribution are more useful in training than artificial ones. Experiences which require limited time commitments and limited responsibility for planning and execution are most desirable.

Training should reflect a careful diagnosis of worker needs and job situations. There should be frank discussion of the suspicion of host agencies, the reactions of the low-income community, and "The Establishment". Training should provide experiences whereby all the elements of community life are examined. Such frankness and openness will require that the trainer support the worker and help him to understand reactions and attitudes which people will have toward him.

The worker role as distinct from the client role should be clearly maintained. The thin line separating the indigenous worker from the client can be easily confused, particularly because of the many problems poor people have to deal with, problems which may be intensified when they become new workers. The new job is not a treatment device. Personal problems should be handled individually and by referral. To accomplish this separation requires administrative clarity of purpose relative to job development and training.

Training should reflect commitment to and support for change. The development of new careers for the poor recognizes gaps in professional practice and represents a move toward change. Change can be threatening to existing agencies. The worker needs to know that he will not be left out on a limb in time of stress, and that there will be support for him and for those with whom he works.

Training is not an end in itself. Training that does not lead anywhere in terms of real, meaningful job performance is of little value to the trainee or his community. Training is of significance and value only as a necessary function of the job to be done.

APPENDIX A*

Job Description

TITLE: School New Careerist

Job Requirements

A High School diploma and/or paid or volunteer experience in a direct person to person relationship in the schools or social service related work such as the PTA, scouts, church work, neighborhood councils, etc., personal knowledge of the community where assigned with some understanding of the concerns and problems of the residents; capable of being trained for the job to be done; mature, motivated and able to relate to school personnel, students and parents; able to conduct home interviews and write records and make reports; capable of leading parent discussion groups and an ability to represent the school and discuss their programs and plans with community groups.

Age

Twenty-one years old and over.

Residence

The School Careerist must have lived in Richmond at least one year and must presently be a resident in the low-income area which includes

* The Police Community Relations-Aide Job Description appears as Illustration D in "The Development of 'New Careerist' Positions in the Richmond Police Department" by Gordon E. Misner, Publication No. 103.

North Richmond and Parchester areas and the elementary school districts of Coronado, Cortez, Lincoln, Nystrom, Peres and Stege Schools.

Supervisor

The School Careerist will be located in one elementary school in the low-income community and will be supervised by the school supervisor assigned to the project in all matters primarily related to the performance of school responsibilities. He will operate within the normal administrative function of the school in which he is located.

The Project New Careers Supervisor will be primarily responsible for administrative and community related responsibilities and training.

Job Responsibilities

a) Participate in the training program established by the Richmond Community Development Demonstration and Youth Projects, as well as appropriate training programs established by the school department.

b) Will be located in a school and will work with the school counseling staff, teachers and other related personnel. Assignment may include participation in such responsibilities as: Conducting home visits to discuss and interpret school problems and programs; development of parent discussion groups dealing with problems of discipline, curriculum and educational planning; participation in compensatory education programs for parents and children; and representation and interpretation of school programs to community groups.

c) Maintain appropriate and required written records and reports.

d) Participate in gathering, developing, interpreting and evaluating appropriate data concerning the school neighborhood.

e) Permanent employment and assignment of the School New Careerist will begin in September, 1965. On or about April, 1965, he will be assigned to the research interview program; on or about May 15, 1965, he will be assigned as a recruiter with the Richmond Youth Project; on or about July 1, 1965, he may be assigned as teacher aide in the pre-kindergarten program. This assignment may include such responsibilities as: interviewing parents to explain the program and register participants; meeting with parent groups; assisting a family in securing a special service in the larger community; and assisting the teacher in the Richmond School District's pre-kindergarten summer program.

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APPENDIX B

ADDENDUM TO JOB RESPONSIBILITIES SECTION OF SCHOOL-NEW CAREERISTS JOB DESCRIPTION

1. The School-New Careerists shall be officially known as School-Community Worker.

2. The School-Community Worker (SCW) shall, with the approval of the School Department Supervisor and the School Administrator, conduct home visits to the students home:

   - to determine feelings and attitudes of parents toward the school and about problems the child is having at school;

   - to interpret the events or occurrences about which the School is concerned;

   - to offer and provide whatever assistance the family may need to have in order to become fully involved in attempting to deal with the problems or conditions affecting their child, including social, health and academic;

   - to help the family participate actively in all phases of school life;

   - to help the family visit the school and participate actively in discussion and planning with school personnel relative to their child.

3. The School-Community Worker will seek out and meet with community groups and leaders in the school neighborhood (neighborhood council, block clubs, churches, ministers, etc.) and will interpret and explain school programs,

and policies from the school perspective. They will also attempt to involve these groups in thinking through and developing ways and means for them to become positively related to the schools and school programs. The SCW will relate to the appropriate personnel in the schools, the attitudes and concerns of these citizens and groups as they are expressed and have bearing on school programs.

4. The SCW may provide an added resource to the schools in dealing with in-school behavior problems. This might be accomplished by teachers referring youngsters to the "counseling office" with the approval of the school administrator, as an isolation technique and where the youngster may be able to relate to the SCW as a "friendly adult" who can provide atmosphere for "cooling off" as well as a willing ear.

5. The SCW may take special note of frequent problem categories for which appropriate service resources (in the school or community) are either inadequate or non-existent. Such problem identification could be used by the schools and other groups and institutions in the community for planning and expanding services. This might include absence of facilities for emotionally disturbed children or developing effective alternatives to suspension.

6. The SCW, upon assignment by the school supervisor or school administrator will work with other agencies in the community that might be concerned with a particular family or problem.

7. Assignment of the SCW to all cases will be made with the approval of the school supervisor and the school administrator.

8. The SCW will work forty hours per week. The daily work schedule will be 8:00 a.m. to 4:00 p.m. with adjustments of daily schedule being made to meet the requirements of the specific situation. The SCW will have a sign-in book at the office of the respective schools and will keep the school office, the school supervisor or the school administrator informed of their whereabouts during the course of the day and of any schedule change. The SCW will be covered by the provisions of the personnel code of the Contra Costa Council of Community Services.

9. The SCW is in a particularly sensitive position in the community relative to the receipt of information. It is just such a position, which should enable the attainment of one of the primary goals of the program--bridging communication gaps. The SCW will have to be sure to clearly identify himself and his relationship to the schools in his contacts with clients. He should be sure to inform the client that all information will be treated confidentially but that it is his responsibility to share this information with his supervisor and school administrator in order to best provide any help that may be indicated.

   The presence of the SCW in this sensitive position should enable the schools to develop increasing use of informal procedures in dealing with problems and increasing reliance in intra-school and community referral resources.

10. The SCW may be used to provide whatever aids, supports, or help to the family that are indicated and planned with the supervisor. Flexible use of the SCW is desirable in this regard.

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