

New Careers for the Disadvantaged



Regional
Economic
Expansion

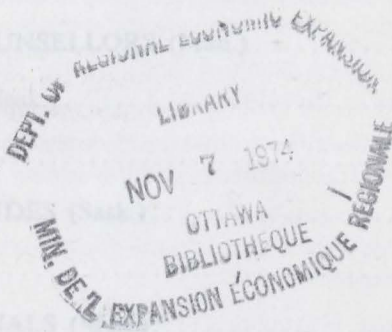
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Information Canada
Ottawa, 1974

Catalogue No. : RE22-1773/3

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PART I

Introduction¹

A. BACKGROUND TO THE CANADA NEWSTART PROGRAM

In 1963 the federal government announced a program of assistance to 35 areas in Canada characterized by high chronic unemployment and slow growth. It was assumed that unemployment and slow growth in these areas resulted from economic deficiencies ; assistance was therefore economic, in the form of the promotion of capital investment. By 1965 it had become evident that it was necessary not only to promote capital investment but to increase manpower utilization ; this was seen as an occupational training problem. Occupational training programs had already been initiated under the Technical and Vocational Training Act. In May 1965 the Cabinet agreed to co-operate with the provinces in setting up joint pilot training projects to attempt to solve the training needs of the high-unemployment slow-growth areas. The following month a committee was named, with Dr. W.R. Dymond, then Assistant Deputy Minister of Labour, as chairman, to prepare a detailed proposal. The committee included persons from the Technical and Vocational Training branch and the Economics and Research branch of the Department of Labour, and the Special Planning Secretariat of the Privy Council.

The committee proposed the establishment of a limited number of experimental pilot projects for the broad purpose of making individuals in the slow-growth areas, and hence the areas themselves, more productive. In the conduct of the pilot projects a number of programs and methods would be tried. The project areas would become, in effect, laboratories in which techniques and courses would be tested for later application in other slow-growth areas.

This proposal was put before the federal-provincial conference held in July 1965. When he presented it, Prime Minister Pearson said : "The federal

¹ Material for this Part from [12, 19, 48].

government believes that this kind of experiment is essential to developing the improvements in manpower policies which the Economic Council of Canada has emphasized are essential if we are to realize the potentialities of our economy." At that conference it was agreed to convene a meeting of provincial ministers of education and labour to consider the proposal. In the meantime the committee added to the proposal more detailed specifications of objectives and terms of reference, and suggestions regarding program components. Many of their ideas came from reports on training programs in the U.S. War on Poverty, but *three suggested features made the proposed program unique* :

1. A study of job opportunities and the characteristics of potential trainees *before* designing the training programs.
2. Management training for poverty-level owner-operators.
3. A research component which would make it possible to adapt, disregard, refine and adopt programs on the basis of experience.

Before the meeting of provincial ministers of education and of labour, which was postponed because of the election in the fall of 1965, the expanded proposal was presented to a meeting of members of the Canadian Association of Administrators of Labour Legislation and members of the Canadian Education Association who were also members of the National Technical and Vocational Training Advisory Council. Following discussion at this meeting, the proposal was further expanded (particularly in the areas of project establishment, financing and administration, and technical support), and in January 1966 it was presented to the provincial ministers at a meeting chaired by the Hon. Jean Marchand, then Minister of the newly-established Department of Manpower and Immigration. The ministers agreed with the concept.

The next step was to determine the form of organization and the powers to be given to it. It was agreed that the organization should be a non-profit company established jointly by the federal and provincial governments and funded by the federal government. This recommendation was conveyed to provincial departments of education and labour through a letter from Mr. Tom Kent, then Deputy Minister of Manpower and Immigration, dated March 23, 1966. The following are extracts from this letter : "The *primary tasks*¹ of the project will be to discover the economic, social and other obstacles to training and to develop effective means to surmount them . . . The projects will be concerned with the training and retraining of all adults in selected areas and, among other things, will develop programs for school dropouts, the unemployed, the underemployed, low income workers, workers displaced or threatened by technological change and persons whose productivity is affected by a decline in primary industries."

¹Our italics.

B. ESTABLISHMENT OF PILOT PROJECTS BRANCH AND NEWSTART CORPORATIONS

In October 1966 a Pilot Projects Branch was created in the Department of Manpower and Immigration to carry out the actual establishment of what was now referred to as the NewStart program. Following some preliminary work, all ten provinces were invited to submit proposals on NewStart areas for discussion. In June of 1967 the first NewStart company was incorporated in Nova Scotia, through agreement with the provincial Department of Education. The project area, selected by the province, was Yarmouth County. In August Saskatchewan NewStart (project area, Prince Albert), Alberta NewStart (project area centred in Lac la Biche), and Prince Edward Island NewStart (project area, Kings County) were incorporated. In May 1969 New Brunswick NewStart (project area, Kent County) was incorporated ; and in July 1969 Manitoba NewStart (project area centred in The Pas). For various reasons agreements were not concluded with the other provinces.

C. CHANGES IN FEDERAL ADMINISTRATION

In July 1968 the Pilot Projects Branch was transferred to the Department of Forestry and Rural Development, where it became the Experimental Projects Branch. The focus shifted somewhat from training of disadvantaged people to experimentation in the social and human aspects of development.

In July 1969 the Department of Regional Economic Expansion was formed, and the Experimental Projects Branch was transferred to this department, becoming part of the Social and Human Analysis Branch.

D. TERMINATION DATES

From the outset NewStart was regarded as a relatively short-term or limited life program. The experimental NewStart projects were limited to an operating life of three to four years with additional time for planning and preparation and for phase-out. Accordingly Prince Edward Island NewStart surrendered its charter in August 1971 ; Manitoba NewStart, established in 1969, surrendered its charter in December 1971 ; Saskatchewan NewStart and Alberta NewStart terminated their research, development, and experimental training activities in August 1972, but Saskatchewan NewStart continued to publish its course materials. In September 1972 the Department of Manpower and Immigration established a training research and development station with the facilities, equipment, programs and 24 key personnel from Saskatchewan NewStart. The station will continue the work of NewStart and conduct research in other areas of manpower training. Nova Scotia NewStart was extended to 31 December 1972 for the specific purposes of preparing consolidated reports and disseminating information on the DACUM system [48]. New Brunswick NewStart is expected to operate until 1974.

E. PROGRAMS

The above is no more than the bare structure of the Canada NewStart Program. The programs, studies, and findings which put meat on the bones are treated in this and other consolidated reports, as well as in the reports of the individual corporations.

Because of the autonomy granted to the individual corporations, and because they operated in different sections of the country among people with different problems and needs, there was great variation in NewStart programs. All, however, had some things in common. All corporations conducted adult basic education programs (although some gave this more emphasis than others), all had some form of *life skills* training, all included some form of occupational training and some counselling, and all gave some attention to community development. All were alike in recognizing that disadvantaged persons have many problems, and that much more than occupational training is needed for their rehabilitation. And all sought, to some extent, to reach the disadvantaged by training a few of their number to act as intermediaries or assistants to professional staff.

This report is a record of the training and employment of such persons, as well as of the training of groups of disadvantaged people for roles as aides or assistants to professionals in the fields of welfare, education, health, and social work. Such aides or assistants have been variously designated "non-professionals", "subprofessionals", and "paraprofessionals". Paraprofessional is the designation used in this report as most accurately describing persons trained and employed to work beside, or alongside of, as well as under the direction of, professionals.

PART II

Rationale

A. DEVELOPMENT OF THE "NEW CAREERS" MOVEMENT

The "New Careers" movement began in the United States in the early 1960's. Although this period did not see the beginning of employment of nonprofessional persons as assistants to professionals, it was the beginning of a movement which was given impetus by the appropriation of vast sums of money to antipoverty programs. A large part of the antipoverty money was going into training and a search for new occupational opportunities for the unemployed and underemployed. The search for new occupational opportunities led program developers and implementers to look to the human service field, in which more workers were needed. Services were traditionally provided by teachers, doctors, social workers, and other professionals who were in short supply, with routine work being performed by clerical staff. Workers in antipoverty programs saw a place in this field for a middle group variously referred to as nonprofessionals, subprofessionals, and paraprofessionals. Such persons could, it was suggested, assume some of the duties hitherto performed by professionals, alleviating to an extent the shortage of professionals and opening up a new field of job opportunities.

It is doubtful if anyone foresaw how fast this new movement would grow. By 1966 the U.S. Office of Economic Opportunity alone had created 76,000 nonprofessional or paraprofessional jobs [36]. By 1967 there were, in the United States, "probably more than 100,000 new nonprofessionals, most of their jobs having been created by the antipoverty legislation" [37]. It is not surprising that NewStart planners, who were familiar with the successes as well as the mistakes of the U.S. antipoverty programs, should incorporate in their plans what appeared to be one of the outstanding achievements of these programs.

B. THE NEW NONPROFESSIONALS

Undoubtedly one of the reasons for the rapid growth of the "New Careers" movement in the United States was the immense amount of money allocated to training and placement. At the same time new human service agencies were being created and old ones were expanding. There was a shortage of professionals, and the employment of nonprofessionals or paraprofessionals enabled the professionals to concentrate on more purely professional duties. The employment of nonprofessionals, therefore, answered two needs at the same time : it alleviated the shortage of professionals, and it opened up new job opportunities for nonprofessionals. In the opinion of many, it also demonstrated that nonprofessionals can perform a number of formerly professional duties *as well as or better than* the professionals. In 1967 Dr. Sidney A. Fine of the Upjohn Institute for Employment Research wrote : "... many of the poor and disadvantaged seem to have an adaptive skill base more suitable for dealing with people, particularly those people who have similar problems and aspirations" [17]. In 1969 the National Committee on Employment of Youth published a follow-up study [24] of 26 of the 118 paraprofessionals trained by them in 1965-66. The 26 graduates were employed by eight service agencies. A number of conclusions were drawn, the first of which was that "the graduates proved beyond doubt that they are more than capable of performing a wide variety of generalist tasks in the human services, performing them better in many cases than professionals." Frank Riessman, a pioneer in the training of disadvantaged persons for paraprofessional roles, writes : "They both literally and figuratively talk the language of the poor." [37]

C. PLACE IN NEWSTART PROGRAM

The NewStart corporations, though not primarily service agencies, had some features in common with service agencies. It was necessary, if they were to be effective, for them to contact the disadvantaged, to learn who they were, what their needs were, and how they could be motivated toward training and employment. Senior staff were professional people, often from outside the project area and, as outsiders, regarded with some suspicion. All corporations saw a place on staff for indigenous persons to establish and maintain contact between the corporation and the target population. Other duties performed by indigenous paraprofessionals on NewStart staff will be outlined in the following pages.

D. TRAINING FOR OTHER EMPLOYMENT

In addition to training them for NewStart staff roles, several corporations trained indigenous paraprofessionals for employment by other agencies or institutions. This was seen to fall within the NewStart mandate to develop

methods of qualifying disadvantaged persons for stable and rewarding employment. The concept of employing disadvantaged persons as para-professionals in human service agencies was at that time new enough, especially in Canada, to make it seem necessary to demonstrate that such persons could be trained to perform capably in specific roles. These demonstration projects are also described in the following pages.

PART III

The Training and Employment of Indigenous Guidance Workers¹

The first group of indigenous paraprofessionals trained and employed by a NewStart corporation was a group of 17 persons trained and employed by Nova Scotia NewStart as guidance workers. These persons were trained during the summer and fall of 1968 and employed by the corporation from January 1968 for varying periods of time.

A. DEVELOPMENT OF PROGRAM

The developers of the program drew upon experiences in the United States, both published reports and information obtained through contact with National Employment Service and university personnel involved with the "New Careers" movement. They also contacted personnel, both professional and paraprofessional, of other agencies, in particular the Canada Department of Manpower and Immigration and the Nova Scotia Department of Welfare, which were employing paraprofessionals on a small scale in special projects in the Halifax-Dartmouth area. Some early material relating to the Temple University community mental health centre in Philadelphia [20] served as a guide in design, selection and training procedures. Other sources, in particular the Development Career Guidance Project in Detroit and the Gottingen Street Canada Manpower Centre in Halifax, contacted after training began, reinforced the general approach adopted by the corporation.

B. RECRUITMENT AND SELECTION

The corporation had built up a file of persons seeking training. This file, together with names from the local Canada Manpower Centre and names received through word-of-mouth communication about the project, yielded

¹ Material for this Part from [13].

a total of 34 potential counsellor-aide candidates. It had been decided that 17 would be selected, and that these persons should not only be capable of the work but also representative of the target population with regard to age, sex, and ethnicity. A 3-man team of the corporation's professional counselling staff, who used a 10-item checklist which they had developed, interviewed 26 persons. Ratings on the checklist determined the persons to be selected, subject to the constraints of the desired distributions on age, sex, and ethnicity. Of the 17 selected, nine were male, eight female ; ages ranged from 20 to 50+ ; the group included five Acadians and one negro.

C. TRAINING STAFF

Two of the corporation's professional counselling staff were occupied almost full time with the guidance worker training program. A third professional counsellor and the corporation's community development consultant were involved approximately half time. Others in the corporation and the community were brought in to provide special expertise, as indicated under Training Procedures.

D. TRAINING FACILITIES

Initial training sessions were held in the corporation's conference room, a large room furnished with tables, chairs, blackboard, and video-tape equipment.

On-the-job training took place in four extension centres rented as locations from which the guidance workers would later operate as employees of the corporation. One of these centres was an old church mission building in a disadvantaged sector of Yarmouth town ; the other centres were rural : one had been a small village store, another was office space over a store, and the third was a mobile centre. As this shows, there was some variation in facilities offered in these locations, but all provided reception space and least one room in which private conversations could take place. All had sufficient space for small group meetings, and the centre in the town had a large room in which community meetings could be held. All were equipped with office furniture, conference tables and chairs, telephones, and information materials.

E. LEARNING MATERIALS

No special learning materials were prepared or purchased for this program, but an outline of 16 training sessions was prepared during the development phase of the program.

F. TRAINING PROCEDURES : GROUP TRAINING SESSIONS

This phase is referred to, in the corporation's report on the program, as the orientation phase. Training concentrated on the discovery, recognition, and development of existing capacities of the trainees more than on the development of new skills. The first objective of the training program was to help the trainees to develop confidence in the worth of the knowledge and skills they already possessed. It was regarded as important that each should operate in his own manner and not as an imitator of a professional model. Ease of communication was found to require continuous care.

The writer of the report on the project suggests that perhaps existing skills can more readily be drawn out by concentrating on the development of new ones, but adds that this would have been difficult under the circumstances because the staff had only a general idea of the nature of the skills that should be developed. Previous experience with training indigenous persons for similar roles had been in preparing them for work in urban settings, and it was suspected that somewhat different skills might be needed in a rural setting. Attempts were made to involve the trainees themselves in a functional analysis of the occupation for which they were being trained, but these were abandoned. After one and one-half years of experience in the field the analysis was completed, in the form of a DACUM chart¹. The means adopted to draw out and develop the skills of the trainees was to have them become individually involved with persons who needed help or guidance of the kind they might be expected to give as corporation employees. The problems of these persons determined, to some extent, the nature of the training program, and to this extent project staff worked totally *ad hoc*. The program was not, however, unstructured. The following syllabus was covered in 16 two-to-three-hour group-training sessions :

1. Discussion of the purpose and nature of the NewStart program and its interpretation to the community.
2. Assembly of facts about the project area : its economic situation relative to other parts of the country, its people, and the need for change.
3. Gathering of information about helping agencies in the project area, their structure and function, leading to a discussion of how NewStart might work with them.
4. Introduction and discussion of the change-agent concept : the potential of changing roles of men and women in society, the discovery and development of their strengths, and the encouragement of changes and traditions which can benefit the disadvantaged.

¹ Copies available from Analysis and Liaison Branch, Department of Regional Economic Expansion, Ottawa, K1A 0M4.

5. Discussion of basic ideas of motivation and counselling, interviewing techniques, communication skills, building positive relationships, seeking out the nonparticipant, accepting persons without judging them, making referrals, discovering key people (generators of action) in the community.
6. Introduction to techniques of data collection, recording, and reporting, and their place in an action-research organization.
7. Identification of strengths and weaknesses and development of interpersonal skills.
8. Discussion of the role of the paraprofessional counsellor.

To cover this syllabus, training staff followed several self-imposed guidelines. They treated members of the group as adults and even as experts with regard to the community and its needs. They avoided lecturing and professional jargon. While involving the trainees in development and evaluation of the program, they tried to maintain a balance of rational, affective, and field experiences. It was emphasized that, as guidance workers, the trainees would be working primarily for the disadvantaged people of the project area. The importance of the work was stressed, but at the same time staff tried to prepare the trainees for difficulties and set-backs. They encouraged group feeling and supportiveness, believing it important the trainees continue to identify with each other rather than with professional staff of the corporation. They called extensively on the expertise of other members of NewStart staff and on persons in the community, inviting them to participate in or conduct appropriate sessions. Two indigenous counsellors were brought in from outside the project area.

A number of learning techniques were employed, including T-group, small-group discussion, role-playing, closed-circuit television, and the use of a film¹ as a discussion starter.

There were no written or oral examinations, but trainees were required to complete four written assignments (an autobiography, a fictional case report, and two evaluations of the training program) and two measurement instruments (The Edwards Personal Preference Schedule, which is a personality test, and a 20-item self- and peer-evaluation). Because group-training sessions were held in the evening, permitting those who were employed to continue on their jobs, no training allowances were paid during this phase of training.

G. TRAINING PROCEDURES : ON-THE-JOB TRAINING

At the end of eight weeks, trainees moved into a four-month period of full-time training in what would become their work sites. As it was now

¹ "No Reason to Stay", a look at the school dropout; National Film Board of Canada.

necessary for them to give up their jobs, training allowances were paid during this phase of training.

Trainees were assigned to sites on the basis of several criteria : where they lived, age (both youthful and mature persons were placed in each site), and their identification with the predominant occupational and ethnic groups in the community.

One professional staff member was assigned full-time responsibility for the program. He visited each site at least once a week, meeting with the three to five guidance workers on the site to talk with them and advise them about the work they were doing. The meetings were something in the nature of case conferences. Occasionally the professional counsellor interviewed clients himself when the guidance workers handling their cases felt unable to handle them.

In addition to the weekly meetings with trainees on site, all trainees came together once a month to share ideas and experiences.

At the end of the month the trainees were handling an average caseload of ten. By the end of the four-month on-the-job training period they were handling an average caseload of 29. Services to clients and the corporation included the following :

1. gathering data about personal and community needs ;
2. helping individuals to meet personal needs through counselling or by referral to NewStart training projects and other helping services ;
3. helping the community meet its needs by bringing together members with common interests ;
4. reporting to the corporation on action taken.

Trainees were encouraged to seek out disadvantaged persons, not only in their homes, but in places where they were known to congregate, such as pool halls and fishing wharves.

During on-the-job training one trainee was released from the program at his request. Toward the end of the on-the-job training period, performance of the remaining trainees was reviewed by professional staff of the corporation's counselling and community development units, and two were released as unsuited for the work. Of the 17 selected originally, 14 became employees of the corporation.

H. EMPLOYMENT : DUTIES PERFORMED

Initially the newly-trained guidance workers remained in the sites on which they had received on-the-job training, performing the duties to which they had been introduced during training. From their own records, it

appears that most of the contacts made were initiated by themselves rather than by persons coming to the centres. The majority (58 per cent) of their contacts were with persons under 30, and the majority (62 per cent) with males.

Figure 1 illustrates the areas in which guidance workers gave assistance to their clients.

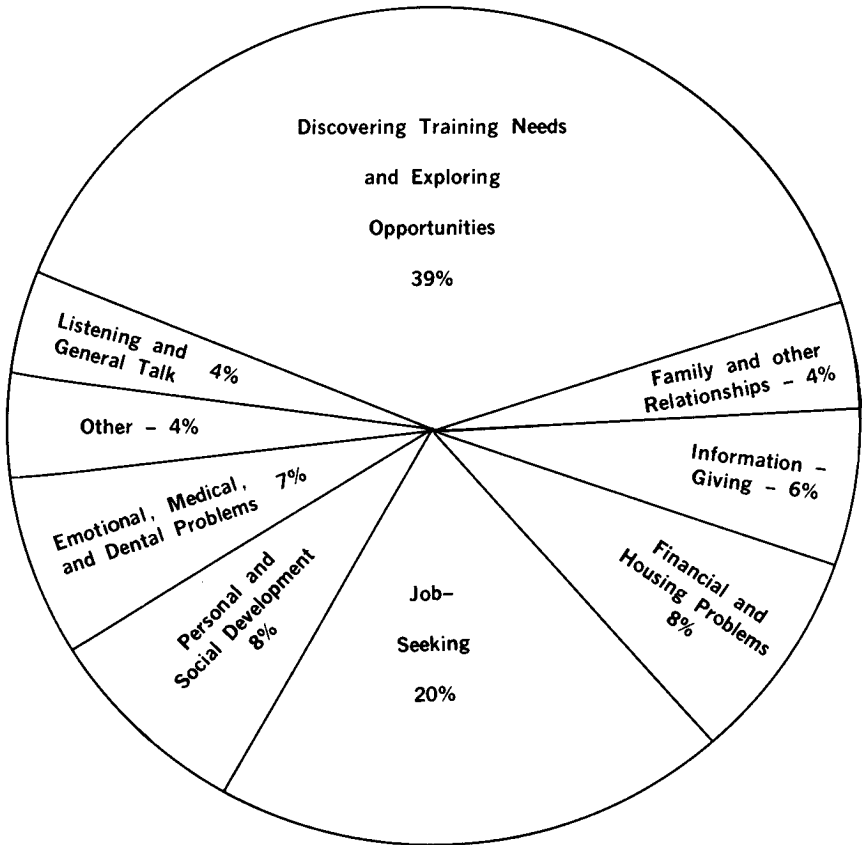


Figure 1. Proportional frequencies of various types of assistance offered by Guidance Workers in four Extension Counselling Centres.

Time devoted to discovering training needs and exploring opportunities and seeking jobs reflects the mandate of the corporation to find ways of moving unemployed and underemployed persons into more stable and rewarding employment. Much of this time was spent with agencies such as Canada Manpower, the guidance workers often acting as intermediaries between the agency and the client. The number of referrals to other agencies

almost equalled the number of clients (almost 1,000 in the 18-month operation of the centres). This does not mean that 1,000 were referred; many were referred to more than one agency.

The guidance workers also performed duties with community rather than individual objectives. They organized groups and placed the facilities of the centres at the disposal of the community. Table 1 summarizes their activities with groups.

Table 1. Community Groups Sponsored by Guidance Workers in the Four Extension Counselling Centres

<i>Objectives</i>	<i>Number of Groups</i>	<i>Number of Members</i>
Promotion of the interests of fishermen	3	70
Community Development	2	111
Social and personal development for youth	10	187
Home, child, and personal care for women	5	130
Total	20	498

After two months, five guidance workers were assigned to recruitment, selection, and supportive counselling for the corporation's occupational training projects, and three to training and employment as community development workers (Part IV). All continued to work out of the extension centres for another three months, after which some began to work out of the corporation's newly-established guidance and counselling centre.

When the phase-out of the corporation began late in 1970, there was less requirement for guidance workers, and during the early months of 1970 all but six were released. The six who remained were assigned to counselling and instructor-aide duties in the corporation's basic education, guidance and counselling, craft training, and occupational training and study centres.

I. TRAINEE SATISFACTION ON JOB

The corporation's project report indicates that there was some dissatisfaction because trainees felt they had not been adequately trained for their job. There were no resignations, however, during the period of employment with the corporation, a fact which could reflect either satisfaction or a lack of employment opportunities in the area.

Tests administered during training and employment measured, among other variables, counsellor satisfaction with progress made by clients. While this is not the same as satisfaction with the job, a relationship can be assumed. Satisfaction was measured on a five-point scale, one signifying no satisfaction at all and five signifying a great deal of satisfaction. It was found that :

1. Those whose clients returned more frequently experienced more satisfaction.
2. Educational level of the guidance workers was negatively correlated with their degree of personal satisfaction with their helping relationships.
3. The kind of casework done by the guidance workers does not satisfy those who have a high need for achievement. Apparently such persons must see change or concrete results attributable to their efforts.
4. Those who were interested in reasons for behaviour found counselling more satisfying than those who were not.

It is difficult to relate satisfaction with the work to remaining in this type of work after employment with the corporation ceased. Opportunities in this type of occupation in the project area are few. One became a counsellor with the Department of Manpower and Immigration. One who became a community worker is still employed in this capacity. Another has received a degree in psychology and intends to become a professional counsellor.

J. EMPLOYER SATISFACTION

Of the 17 original trainees, one was released during, and two at the end, of on-the-job training. The others remained with the corporation as long as there was work for them.

At the end of on-the-job training, the performance of all who had had this training was rated by four of the corporation's professional staff using a performance evaluation scale developed for the purpose. Since duties performed during employment were similar to those performed during on-the-job training and since there was no later performance rating, this rating after four months of on-the-job training is of some interest, indicating at least certain characteristics associated with successful performance :

1. The strongest relationship between any of a number of predictors and criteria rated at this time was that of age or maturity with the overall performance evaluation. Those who were older were judged to be doing more satisfactory work than those who were younger.
2. Those possessing greater endurance characteristics (ability to stick to a task until finished and refusal to admit defeat) maintained larger caseloads and received higher performance evaluations.
3. Those liking to attract attention to themselves through the exercise of their functions performed well in the intermediary role (determining the referral agency to which the client should go next and getting him there).

4. Although too high a level of education would be likely to detract from the qualities primarily sought in the indigenous worker, those with more secondary education achieved more job placements and maintained larger counselling caseloads.

The project report elaborates on the intermediary role of the guidance workers, suggesting that this is the region of greatest potential benefit in the use of indigenous paraprofessionals. Figure 2 shows the principal agencies to which Nova Scotia NewStart guidance workers made referrals and the proportions of these referrals which had positive results. The data on which these percentages were calculated were gathered during the first six months of the operation of the extension centres ; some positive results no doubt occurred after this period. It seems reasonable to suggest that referral assistance was effective for at least half of the individuals. The guidance workers themselves reported that, of those who were no longer part of their caseload, 51.4 per cent had received some satisfactory attention to their problems within the initial six-month period.

K. SERVICE RECIPIENT SATISFACTION

Although the performance of the guidance workers was rated by themselves and by their employers, giving some basic for assessment of satisfaction of the workers themselves and of those who employed them, their performance was not rated by the recipients of the services. Recipient satisfaction with performance can only be assessed on the extent to which they used the services and the degree to which they appear to have been helped.

Through the period during which the guidance workers were working in and out of the extension centres, roughly 1,000 contacts were made with service recipients. Of these contacts, 47 per cent were made on the initiative of the recipients ; in other words, roughly 470 people came in to the centres and asked for help.

Mention has been made of the role of the guidance workers as intermediaries between people in need and the agencies set up to help them. The project report suggest that such intermediaries are needed because many who need help are confused and made anxious by such agencies. To the extent that the services of the guidance workers reduced their confusion and anxiety it is reasonable to assume that such persons were satisfied with these services.

After two months, five of the guidance workers were assigned to recruitment, selection, and supportive counselling for the corporation's occupational training projects. Although here again there are no objective measures of service recipient satisfaction, the project report states that many of the corporation trainees were recruited, oriented to programs, helped to solve problems, and subsequently placed in jobs largely through the efforts of the guidance workers.

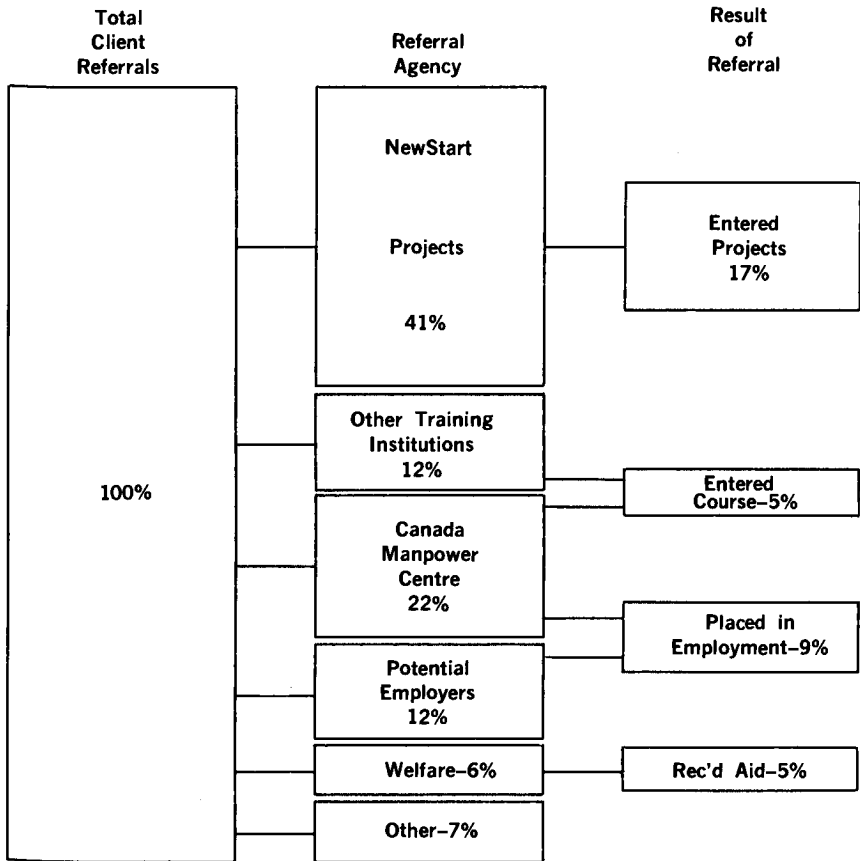


Figure 2. Proportional frequencies of referrals made and results reported by Guidance Workers in four Extension Counselling Centres.

L. DIFFICULTIES AND STRENGTHS IN THE EMPLOYMENT OF PARAPROFESSIONALS IN THIS FIELD

Difficulties arose out of the fact the guidance workers' role was not clearly defined. This was confusing to them, to the clients and trainees with whom they worked, and to other NewStart staff. As comparatively low men on the totem pole, they were asked to perform a number of chores, such as providing transportation and helping trainees obtain suitable clothing. They voiced no objection to these chores and were encouraged to look on them as opportunities to cement helping relationships with the trainees. Some confusion about the nature of their role was, however, evident.

The guidance workers' performance was only once reported to be unsatisfactory. In one project they were assigned by professional staff to conduct group counselling sessions, and the project manager felt quite strongly that they were not able to carry out this function adequately. In all other duties to which they were assigned by project staff, the guidance workers were seen by the project managers to perform more than satisfactorily. The following excerpts from operational reports give some idea of the duties performed and their effectiveness.

CRAFT TRAINING:

Guidance workers were constantly involved with counselling and guidance of trainees and frequently visited them in their homes. The weekly case conferences brought to the attention of the instructors and project manager any difficulties which were experienced [7].

OIL BURNER REPAIR AND SERVICE:

The counsellor kept in close touch with the trainees and their families. The trainees co-operated with her in both group and individual discussions, and it became apparent that she had earned their confidence. She was welcomed on each visit to the training site or the homes of the trainees. She was able to detect and avert many problems before they reached a critical stage [31].

FISHERIES TRAINING PHASE I:

The first counsellor on the project was assigned, part-time, two weeks after training started. His duties were largely concerned with encouraging and bolstering morale of trainees and helping them straighten out their problems, which were numerous. He helped trainees cope with troubles at home, financial problems, troubles with the police, personality problems, problems arising out of drinking, lack of judgment, and difficult relations with parents and wives. In addition, he saw that trainees were properly outfitted for sea trips. He made one trip with them, and this helped maintain the morale of the men while at sea.

PHASE II:

One of the guidance workers was assigned to the project. The duties of this person were as follows [33]:

To see that trainees were properly outfitted for the sea.

To encourage and bolster morale of trainees.

To help with personal, financial, legal, and family problems.

To help clear up misunderstandings regarding the conduct of the project.

To try to ensure regular attendance.

To keep records of contacts with trainees.

To handle payment of training allowances.

To conduct terminal interviews.

To seek advice and intervention of the corporation's professional counselling staff as required.

ON-THE-JOB TRAINING PHASE I:

Day-to-day counselling was done by a young man who had been hired by the corporation because he had been brought up in the area from which many NewStart trainees came, he knew most of them, and was familiar with their problems . . . Most of the problems handled by the paraprofessional counsellor were personal problems. In many cases the trainee just needed someone to talk to. At other times the problems were so acute as to seem almost unsurmountable — problems with alcoholic parents and other difficult home situations, financial problems, housing problems, transportation problems, problems of physical and mental ill-health.

PHASE II:

They located potential trainees and training sites and helped match one to the other . . . Gradually more of their time, both at and between meetings, was devoted to the problems of trainees already placed. At each meeting each trainee's situation was discussed: his progress, his problems, what had been done and what it was proposed to do. As a group, this committee was able to foresee and forestall problems, "beat out fires before they started" [32].

HOUSEKEEPER/HOMEMAKER TRAINING:

The guidance workers were in a position to investigate and deal with personal problems that were influencing the trainees' participation in the program [30].

It will be noted that a single guidance worker was assigned to some projects and several guidance workers to others. It was not so much the need of the project as the need of the guidance workers for experience that dictated the decision. The manager of the project to which one guidance worker was assigned during the first phase and several during the second phase felt that the one guidance worker had been able to perform the task adequately.

The oil burner repair and service project referred to above was managed by one of the guidance workers, with another assigned to the project as counsellor.

Two guidance workers assigned to the corporation's personalized adult basic education project also acted as instructor-aides.

Guidance workers had one function within the guidance and counselling unit which has not been discussed previously. They conducted follow-up interviews, to obtain data from which the effectiveness of the several training programs could be assessed. They were chosen for this work because [13] "It was felt that a relationship had been built up which would make it possible for the guidance worker to secure personal information (such as earnings) with less offense on the part of the interviewee and with somewhat greater reliability than would have been the case if a stranger had been sent out to do the interviewing."

PART IV

The Training and Employment of Indigenous Community Workers (N.S.)¹

In March 1969 three of the persons trained as guidance workers by Nova Scotia NewStart were assigned to the corporation's social development unit for training and employment as community workers.

A. DEVELOPMENT OF THE PROGRAM

The program of the corporation's social development unit was based on the concept of citizen participation. This puts the emphasis on group formation and the use of group processes to encourage disadvantaged persons to identify their problems and make decisions leading toward their solution. Important to the concept is the use of indigenous paraprofessionals to work directly with the groups. The rationale here is that indigenous persons will have interests in common with those with whom they are working ; they will have had similar experiences and be able to communicate sympathetically. At the same time the indigenous paraprofessionals, because of the aptitudes for which they were selected and because of their training, will be able to communicate with professional staff.

Nova Scotia NewStart's social development unit did some exploratory work in three areas : with inshore fishermen from seven small fishing communities ; with a group of farmers ; and with the residents of a disadvantaged section of Yarmouth town. After brief preliminary work in the other areas, efforts were concentrated on the urban area.

B. RECRUITMENT AND SELECTION

By the time community strategy was developed, the corporation had trained a group of indigenous persons for employment as guidance workers. Community workers were recruited from this group. Each was asked to

¹ Material for this Part from [29].

indicate a preference for : continuing in the counselling-information-giving-helping role in which they were presently performing in extension centres ; becoming a counsellor to trainees in corporation training projects ; and being trained and employed as a community worker. Although not all could be assigned to their first choice, as nearly as possible they were so assigned ; as a result of this self-selection process three indigenous persons became part of the social development unit. These were a young male (approximately 20) ; a more mature male (approximately 40) ; and a young female (approximately 30). Their education ranged from completion of Grade 9 to Grade 11, and all were English-speaking.

In June 1970 a fourth person, the chairman of the neighbourhood organization which was a component of the corporation's social development project, joined the community worker group. He was a resident of the target area, approximately 35 years old, also English-speaking.

C. TRAINING STAFF

The community workers were trained by the corporation's social development consultant, who held a Master of Social Work degree and had several years of experience in the field. Other social development staff (a project manager, a director of community studies, a community organizer, and a research assistant) made lesser contributions to training.

D. TRAINING FACILITIES

Community workers were trained on the job. One of them was located in an extension centre in a village which was the largest of several fishing villages located along the south shore of the county. The others were located in an extension centre in the disadvantaged sector of the town (the sector which became the focus of the corporation's social development activities).

These locations were, however, simply headquarters for the community workers, whose training grounds were in fact the communities in which they worked.

E. LEARNING MATERIALS

A curriculum was prepared using the DACUM method of curriculum development [1]. Six members of the staff were involved in the preparation of this curriculum : the corporation's occupational training consultant (the co-ordinator), two community organizers, two social workers, and a youth director. They specified the skills needed by community workers in ten areas of competence. However, learning materials for these skills were not assembled or prepared ; the only learning materials used were books and

journal articles recommended to the participants by the social development consultant, who has not indicated which, if any, materials were found valuable.

F. TRAINING PROCEDURES

Training was entirely on-the-job and consisted largely of informal supervision and advice, with assistance when requested. The learners were encouraged to contact individuals, form self-help groups, organize and attend meetings. The curriculum which had been prepared was used as a guide, but the learners did not work toward specific skill objectives and increased ratings as in a DACUM program. Emphasis was placed on training them to relate to the problems of the residents in their areas, to develop self-help activities, and to develop leadership abilities among those with whom they made contact.

After about two months it was decided to concentrate social development efforts on the urban project ; the project for fishermen was discontinued, and the young man assigned to it for his on-the-job training was transferred to another project. The informal training of the remaining two persons continued for another year. In May 1970 records began to be kept for evaluation. In June 1970 the chairman of the neighbourhood organization (Section B) became part of the community-worker-in-training group. Table 2 records specific training activities, from May 20, 1970, to March 31, 1971.

It will be noted that most training sessions, for both individuals and the group, were initiated by the paraprofessionals. They consulted their professional supervisor when they encountered specific problems. A few formal classes were held (seven in 10 months). Six of these were initiated by the supervisor (project director).

Table 2. Specific Training Activities [29]

<i>Initiating Source</i>	<i>Supervision of Sessions</i>				<i>Staff Meetings</i>		<i>Formal Classes</i>		<i>Workshop Conferences</i>	
	<i>Individual</i>		<i>Group</i>		<i>No.</i>	<i>Hours</i>	<i>No.</i>	<i>Hours</i>	<i>No.</i>	<i>Hours</i>
Paraprofessional staff.....	49	46.0	30	30.5	6	10	1	2.0	—	—
Project director.....	13	10.5	12	11.0	12	20	6	9.5	1	3 days
Total.....	62	56.5	42	41.5	18	30	7	11.5	1	June 1970

G. EMPLOYMENT : DUTIES PERFORMED

The three persons who originally entered community worker training were already employed by the corporation and continued to be employed while they were being trained. One of these transferred out of the training

program. Another person entered the program a year later ; he was not an employee of the corporation but received Manpower Occupational Training Allowance (O.T.A.) during his training which lasted for 10 months. His training was the same as, and his duties similar to, those of the other community workers.

The community-workers-in-training made most of the contacts which were made during the course of the social development project ("project" from here on refers to the urban project, the rural project being of short duration).

During the period through which activities were recorded (May 20, 1970, to March 31, 1971) 463 individual contacts were made with members of the disadvantaged group in the project area. These were mostly with 154 persons who were contacted an average of two or three times each. During the earlier months most contacts were initiated by the paraprofessionals, but increasingly they were initiated by persons seeking help. During the recording period most of the contacts were initiated by persons seeking advice or assistance, which shows that the project staff, and particularly the paraprofessional staff, were seen increasingly as a helping source. A small number of contacts, largely staff-initiated, were made with the personnel of community agencies and other resource persons.

At the same time the paraprofessionals carried the burden with respect to self-help groups. During the 10-month recording period they attended 47 self-help group meetings and took an active part in 45. Thirty-three of these were meetings of a welfare rights group. The remainder were meetings of a cooperative housing group, recreation groups, a prenatal group, and employment groups.

During the 10-month recording period the paraprofessionals also attended 8 meetings of a social agency group, 13 meetings of the board, and 5 general meetings of the neighbourhood organization which they were instrumental in forming and keeping alive.

H. TRAINEE SATISFACTION ON-THE-JOB

After two months of community-work training, one of the three original trainees was transferred to another project. There is some indication that he was dissatisfied with his brief experience as a community worker. That he was interested in the counselling function is apparent from the fact that he left the corporation to attend university with the goal of becoming a professional counsellor.

The other two original trainees, as well as the one who entered the community worker training program a year or so later, remained in the program until it ended with the termination of the project. All three remained as employees of the neighbourhood organization, which obtained

funds in the form of grants after the NewStart project ended. One remained with the neighbourhood organization until his death less than a year later ; a second is now its executive director ; the third remained with the organization until March 1972. The fact that all remained for some time in the work for which they were trained can indicate either satisfaction with the work or lack of employment opportunities in the area.

No attempt was made, however, to measure trainee satisfaction ; the above are the only indications available.

I. EMPLOYER SATISFACTION

From the beginning, indigenous paraprofessionals were seen as crucial to the success of the corporation's social development project. Professional staff in charge of the project felt that paraprofessionals were needed to make contact with the residents of the project area and assist them in entering into new activities and forming self-help groups. As has been noted, almost all contacts were made by the paraprofessionals. They were more successful at this than in forming and maintaining self-help groups. Many of the persons contacted wanted and needed individual help, and community workers were drawn into providing direct services for these persons, to the detriment of their organizational activities.

Another weakness observable early in the program was an inability to act quickly to take advantage of a sometimes dormant power structure, or to actuate group decision-making. This was largely due to lack of training and experience ; the ability was developed and demonstrated before the project ended.

Also, with experience, the paraprofessionals began to comprehend (and were able to pass on to their contacts their understanding of) the processes behind such services as welfare, housing, and employment.

The original assumption was that, by using paraprofessional community workers who were trained and supervised in the task of relating to problems of the disadvantaged, the disadvantaged could be encouraged to participate in self-help groups and to develop leadership skills. This was seen by the corporation to be justified within limits. The paraprofessional community workers did relate to the problems of the disadvantaged, perhaps at times to the impairment of their organizational objectives, but even so a substantial number (200-250 during the 10-month recording period) were drawn into participation in the neighbourhood organization and self-help groups. There are, unfortunately, no rigorously compiled research data to indicate what significant changes or positive gains were made by these groups. A number of their goals were achieved, but to what extent the achievement of these

goals was attributable to the group efforts, or to the efforts of the paraprofessionals, cannot be stated with certainty because other factors were at work.

The second employer of the community workers was the neighbourhood organization. One of the community workers was chairman of this organization until his death, after which another of the community workers was named executive director, in which capacity he is still functioning.

J. SERVICE RECIPIENT SATISFACTION

Service recipient satisfaction is indicated by the fact that during the recording period (the final 10 months of the project) most of the contacts (222 out of 395) were initiated by service recipients. This suggests quite strongly that the paraprofessional staff, with whom almost all contacts were made, were seen as a helping source and were indeed providing help.

Although help does not always result in recipient satisfaction, some of the help given can be assumed to have been satisfactory to the recipients :

As an outcome of a series of meetings arranged by one of the community workers, two co-operative housing groups were formed and *15 men built their own homes.*

As an outcome of meetings arranged by another community worker, an arrangement was made whereby disadvantaged children could be issued YMCA memberships on the basis of ability to pay. *Twenty-eight children immediately joined the YMCA at a cost of between one and five dollars.*

As an outcome of efforts of a group organized by a community worker, a sewing group was formed and sewing machines and the services of an instructor were obtained without cost. *Eight women learned to sew.* Community workers helped many persons obtain welfare assistance. In keeping with the plan for formation of self-help groups, a welfare rights group was formed. *Forty-eight membership cards were issued, and the group attained many of its goals.*

It was evident from their contributions at meetings and their private conversation that many persons came to have a better understanding of the social-political systems in the community. As a result, they were able to use them to better advantage. Relations with welfare officers improved. *They became less suspicious and more knowledgeable about what they were entitled to receive.*

Through practice and listening to others *many learned how to conduct and express themselves at meetings.*

This kind of result can hardly fail to give service recipient satisfaction.

K. DIFFICULTIES AND STRENGTHS IN THE EMPLOYMENT OF PARAPROFESSIONALS IN THIS FIELD

Two difficulties have been pointed out :

1. paraprofessionals, perhaps because of the way in which they relate to the service recipients and their problems and needs, may be drawn into spending most of their time on these individual problems and needs to the detriment of organizational or group goals ;
2. paraprofessionals may not have the ability to recognize the strategic time for action or to stimulate group decision-making.

These observations might seem to support Endicott's view, that the greatest potential in the use of indigenous paraprofessionals is in the area of mediation between people in need and the agencies set up to help them. This is the area in which the community workers worked a good part of the time and with good effect, and in which demands were made on them by the target population. This is, of course, the area in which all but one of the community workers had been working in the extension centres as guidance workers or paraprofessional counsellors. They had had previous training for it and no doubt felt more at home in this role than in other roles they were called on to fill as community workers.

PART V

The Training and Employment of Indigenous Community Workers (N.B.)

New Brunswick NewStart, which was incorporated two years after Nova Scotia NewStart, developed a training program based on the analysis of indigenous guidance counselling made by the Nova Scotia guidance workers (page 21).

A. DEVELOPMENT OF PROGRAM

Early in its planning the corporation recognized a place for indigenous guidance or community workers to contact potential service recipients. Planning staff were no doubt influenced by the fact that they had among them a psychologist who had helped train the guidance workers in Nova Scotia. He developed a training program similar to the Nova Scotia program.

B. RECRUITMENT AND SELECTION

Candidates were recruited through a newspaper advertisement. Applicants were required to be residents of the county (the project area), to have grade 10 or equivalent education, and be French-speaking (preferably bilingual).

From 36 applicants 14 were selected on the basis of : scores on Raven and Edwards tests ; a written statement of reasons for wanting to become community workers ; and ratings by three interviewers (two psychologists and an anthropologist) on motivation, personality, flexibility, maturity, confidence, and attitude.

Of the 14 selected, 10 were male, most were young (in their twenties), and all but one had at least grade 10 education (the one exception had grade 7).

C. TRAINING STAFF

The community workers were trained by two psychologists, one of whom had participated in the training of Nova Scotia guidance workers, with other corporation staff as resource persons.

D. TRAINING FACILITIES

The training program was carried on in Buctouche in an old convent building rented by the corporation.

E. LEARNING MATERIALS

The training program was based on the DACUM Chart for Indigenous Guidance Counselling prepared by Nova Scotia NewStart in April 1970. This was not used in the training of Nova Scotia guidance workers, but was prepared 18 months later on the basis of their experience. Learning activity batteries (packages of learning materials, one for each skill defined on the DACUM chart, normally used in the DACUM-based program) were not prepared for this program.

Audio-visual materials prepared by the New Brunswick corporation were used extensively.

F. TRAINING CONTENT AND PROCEDURES

The DACUM chart on which the training program was based defines approximately 150 skills in the following general areas of competence :

- Communicate effectively
- Establish liaison with disadvantaged
- Assist client in obtaining and interpreting information
- Assist client in using assets to create self-dependency
- Apply motivational techniques
- Provide assistance
- Evaluate behaviour and change
- Develop case profile
- Interact in work environment
- Participate with other agencies and officials
- Manage general guidance work

Procedures were similar to those followed in Nova Scotia : discussion, group techniques, role-playing, contact with disadvantaged individuals and with agencies set up to help them, informal talks by corporation staff and other resource people, use of audio-visual aids (details in Part III).

Part of the group received specific training in data collection and other functions of research-aides not included in other NewStart paraprofessional training programs.

The training program covered a two-month period (May and June 1970).

Two persons later employed as community workers received only on-the-job training ; their supervisor noted a difference in performance which indicated to him that the full training program was valuable.

G. EMPLOYMENT : DUTIES PERFORMED

Of the 14 persons trained, 10 were employed by the corporation (5 in the research and 5 in the projects division). These requirements were determined before implementing the training program, and all trainees were informed of them at the beginning. Actually, it was expected that there would be some dropouts, but there were not. Of the four who were not employed by the corporation, one became a retail sales clerk, one took a job in a bowling alley, and one joined the Department of Welfare. The fourth was later employed by the corporation as a receptionist.

The five employed in the corporation's research division are engaged in collecting and compiling data necessary to the division. They have had three major tasks :

1. *Obtaining and compiling census-type data.*

The data (which are demographic) were needed for the 12 communities in which the corporation is particularly interested. The community workers obtained the information by going to the parish priest and others acquainted with the population of the community. Each interviewer had to obtain and record data and compile a file for each of his assigned communities. The data, collected during the winter of 1970-71, provide basic information, which is not required to be updated annually ; but it is possible that it will be obtained again at the end of the corporation's mandate.

2. *Administering Quality of Life Questionnaire.*

This questionnaire is administered each spring to obtain social, economic and psycho-social data to attempt to measure the quality of life of the families in 12 communities. In this work, which comprises about 600 interviews, the community workers are assisted by five or six students engaged temporarily for this task. Each interviewer works in at least half the communities, in order to avoid bias which could affect results if only one were working in each community. The responsibility of the interviewer in this

is great ; the quality of the information obtained rests to a large degree on his comprehension of the questionnaire, his ability to explain the meaning of the questions to the heads of households, and his neutrality toward the questions and the responses. The community workers give an unbiased rendering and are, on the whole, a little superior in this respect to the student hired for this task. This is doubtless because they have had more experience in this work and better resist the monotony that follows the first 40 questionnaires. Also, even though the students are French-speaking and indigenous to the region, they have more difficulty in communicating with the heads of households.

3. *Community inventory.*

The community inventory covers the whole county: 22 communities in each of which the corporation seeks to measure the level of fluidity, linkage, and differentiation. These three variables are measured by indices (e.g. number of commuters, number of industrial enterprises, number of voluntary associations), and are described in an earlier volume in this series, *The Human Resources* (page 12). The community workers are charged with finding information related to these indices. Each community worker is responsible for about five communities, three of which he already knows from having obtained the demographic data. The work consists of consulting key informants to obtain the necessary information for each index, in each of the 22 communities.

The community workers also perform other tasks in response to demands for information from within and from outside the corporation. These demands may involve data already possessed or the obtaining of new information.

The five community workers employed in the projects division perform functions described by a supervisor as "largely information-giving"; indeed, three of them work directly in information centres. The work, particularly of the two not in the centres, is similar to that of the guidance workers of the extension centres in Nova Scotia, the counsellors and community workers of the community service centres in Prince Edward Island, and the counsellors and field workers of the centres established on Indian Reserves and in Métis settlements in the prairies.

It is difficult to draw a line between information-giving and paraprofessional counselling. Information-givers often give counsel, and counsellors give information. Even the function of those working in the information centres, often referred to by New Brunswick NewStart as information officers, was described by one member of the supervisory staff as "helping with problems". It is clear that the New Brunswick community workers or

information officers perform a number of helping functions, varying according to the community to which they were assigned, the nature and purpose of the corporation's over-all intervention in that community [47], and abilities and interests of immediate supervisory staff and the community workers themselves. Duties performed include :

Provision of requested information. To date information has been requested in such areas as : family allowance, fisheries, housing, youth, municipal park, tourist attractions, industry, agriculture, health, education, taxes, recreation.

Publication of an information bulletin.

Assistance to clients in making necessary contacts. To date community workers or information officers have served as intermediaries between clients and organizations set up to help them in the following areas : welfare, unemployment, insurance, taxation, manpower, fishermen's loans, compensation, youth, public health.

Organization of a library.

Organization of citizen groups for participation in courses, provision of recreational and cultural activities for children, young people, and adults.

Organization of fishermen's association, co-operative, courses in navigation.

Organization of joint participation of service recipients and NewStart professional staff in formulating projects.

Assistance in inaugurating a work activity project for welfare recipients.

Assistance to citizen groups in submitting requests to government.

Recruitment of participants for group information sessions on unemployment insurance and services provided by other government agencies, study sessions on bookkeeping and credit collection, social animation.

Assistance with organization of a travel program for young people.

Organization of a home beautification project.

Organization of citizen's tour of Fundy National Park, the handicrafts branch of the provincial Department of Tourism, and a co-operative restaurant in Prince Edward Island as part of exploration of feasible projects in connection with anticipated increase in tourism in the region of the new national park in the project area.

Organization of baby-sitting program for mothers working in fish-processing plants.

Assistance to farmers : attention to production and marketing problems, meetings to discuss organization of co-operative, negotiation of provincial assistance for study sessions, courses, consultative services.

H. TRAINEE SATISFACTION

There has been no formal attempt to measure trainee satisfaction. In an area where there is a choice of employment, such satisfaction may be assessed from persistence in an occupation ; but where the choice is limited, people may persist in work which gives them little satisfaction. However, for what it is worth, six of the original ten community workers hired are still with the division to which they were assigned (three to each division).

There has been some dissatisfaction here because, as in some of the other corporations, the indigenous paraprofessional workers feel that they are, to quote a New Brunswick NewStart staff member, "down in the basement of the organization".¹ This source of dissatisfaction appeared to be dispelled by discussions with professional staff, but was not entirely eliminated. It is a source of dissatisfaction which may persist among paraprofessionals until they see some means by which they may, if they wish, attain professional status.

I. EMPLOYER SATISFACTION

Most of the community workers employed by the projects division perform their duties satisfactorily, although there is an almost continuous need for identification with and guidance from professional staff members. This is attributed by the head of projects to their limited training. Inservice training programs to teach matters such as leadership and community development techniques are essential to develop capabilities to the point where greater responsibility for decision-making can be taken by the community workers and other citizens of the community.

The community workers employed by the research division are working satisfactorily, considering their limited training for these duties : a few hours of general instruction on interviewing and recording techniques. Initially they were assigned to a task for which this limited training had not prepared them, but subsequent tasks have been completed with reasonable satisfaction. More highly educated or trained interviewers might, in some instances, have obtained a better quality of response. On the other hand the community workers appear better able to communicate with the respondents and less impatient with a task which more highly educated persons might find monotonous.

J. SERVICE RECIPIENT SATISFACTION

Again, service recipient satisfaction must be judged from response to the services offered. Some may be coerced into participating in group activities, or take courses because training allowances are paid. But those

¹ Dominique Arseneault, Supervisor of Community Workers, in conversation October 1971.

who go to a service centre for information go voluntarily, frequently because someone they know has been there previously and received satisfactory service.

In its first three months of operation the Richibucto information centre received 180 enquiries. During another three-month period less than a year later there were 290 enquiries. During this same period 275 requests for information were received at *Le Centre Public* in Buctouche. In a year during which enquiries were recorded in Buctouche, 605 requests for information were received, not counting enquiries directed to a part-time representative of the Department of Welfare in the Buctouche centre. The other centres are younger, and data on use are still being compiled, but after three months' operation of the Acadieville information centre citizens expressed appreciation of the service and asked that it be continued.

The 95 per cent participation of the disadvantaged sector of Buctouche in the activities of the centre there was correctly assessed by the head of projects as "an unusual phenomenon" [46]. These citizens were involved in activities which they helped plan and carry out.

The citizens of St. Louis responded immediately and in large numbers to the library service offered. During the first three months of operation 1,613 visits and 2,544 loans were recorded.

The community workers employed in the research division are not, of course, offered a service. Those whom they contact in the course of their data-collecting activities are felt to relate to them at least as well as, and probably better than, they would relate to professional workers.

K. DIFFICULTIES AND STRENGTHS IN THE EMPLOYMENT OF PARAPROFESSIONALS IN THIS FIELD

Again it is found that the great strength of the indigenous paraprofessionals is in their knowledge of the problems of service recipients and their ability to communicate about these problems.

As in the Indian Reserves and Métis settlements of the west, indigenous paraprofessionals in Kent County, New Brunswick, have a particularly valuable role to play. This county is largely French-speaking, and the first language of many of the professional staff of the corporation is English. The indigenous paraprofessionals trained and employed by the corporation are all bilingual, and French is the first language of most of them.

Some difficulties have been encountered. The paraprofessionals in this group find it hard to express themselves in writing. Some are unfamiliar with or have not mastered the techniques of interviewing and organization. These

difficulties have perhaps been more apparent among those assigned to research tasks. The fact that indigenous paraprofessionals have been used for these tasks at all is a matter of interest to researchers elsewhere. If such persons can be used for such tasks, social science research need not be so severely hampered by lack of highly and expensively trained personnel.

PART VI

The Training and Employment of Indigenous Community Workers and Counsellors (P.E.I.)¹

In May 1969 four indigenous persons were hired as community worker-counsellors by Prince Edward Island NewStart. Two were later designated as community workers and two as counsellors, but recruitment, selection, and training were the same for all four.

A. DEVELOPMENT OF PROGRAM

The Prince Edward Island NewStart community workers and counsellors operated out of community service centres which were similar in some respects to Nova Scotia's extension centres and New Brunswick's information centres. All the centres had their own unique characteristics, in both objectives and methods of operation.

The Prince Edward Island community service centres were set up to fill some of the needs of two communities in the project area in which the standard of living was very low. Originally it was proposed to open centres in three such communities, but because of limitations of staff and the proximity of one of the proposed sites to corporation headquarters it was decided to establish only two centres.

The first need of the communities in which centres were established, as seen by the corporation, was to acquire knowledge of available services and support in securing these services. Other needs were to mobilize other resources, to develop local leadership, to identify problems, and to put in motion problem-solving behaviours.

In deciding to set up community service centres, Prince Edward Island NewStart also considered their own need to get closer to some of the most disadvantaged persons in the project area.

¹ Material for this Part from [8, 35].

The services provided by the community service centres were : counselling, family assistance and child care, and community-action services. Indigenous workers were involved in providing all these services.

B. RECRUITMENT AND SELECTION

Recruitment was carried out by the public relations officers through personal contact in the two communities in which service centres were established. Criteria were : acceptance by the community and non-alliance with any faction which might lead to rejection by members of other factions ; ability to motivate others to action ; and persistence in the pursuit of goals.

The four persons selected were not among the most disadvantaged persons in the communities, but their backgrounds and life styles suggested that they would have understanding if not experience of the problems of the most disadvantaged. It was felt that they would be able to bridge the gap between professional staff and service recipients.

C. TRAINING STAFF

Training began on the job, under close supervision of the project manager, a man with experience in social development. After a month of on-the-job training the project manager conducted a three-week training session assisted by a vocational guidance specialist and a social work counsellor. A psychologist, a research worker, and a counselling consultant each conducted one session. A community development consultant later conducted a four-day workshop, followed by close supervision and monthly one-day meetings.

D. TRAINING FACILITIES

There were no special training facilities. The workers received training on the job, in the communities in which they were working, in the corporation's headquarters in Montague, and in the community service centres. In both communities large existing buildings were remodeled to serve as service centres.

E. LEARNING MATERIALS

There is no record of learning materials having been specially purchased or prepared.

F. TRAINING PROCEDURES

Although not conceived and planned as a training procedure, a preliminary activity in which all community service centre staff participated might well have been designed as part of a training program. This activity

was the development of charts describing the communities in which the service centres were located.

Apart from this, initial training took the form of close supervision. In the first month of activity the project manager worked almost full time with the four persons being trained as community workers and as counsellors, talking with them about problems they encountered and occasionally going with them to visit a home. Following this, the project manager conducted a three-week training course devoted largely to basic training in interviewing and counselling techniques. Other objectives of the course were self-examination (of attitudes, behaviour, and needs), basic training in administration, familiarization with organizations and agencies, and training in referral procedures. Time was equally divided between field and classroom. A vocational guidance specialist and a social work counsellor assisted the project manager throughout the course. A corporation psychologist conducted a session on the use of tests, a research worker conducted a session on research responsibilities, and a counselling consultant from the Experimental Projects Branch of the Department of Forestry and Rural Development (at this time the funding agency) conducted a session on counselling.

The Experimental Projects Branch also conducted a one-week training program in Ottawa which was attended by community workers from all NewStart corporations, including three of the Prince Edward Island NewStart community worker-counsellors.

A month later a community development consultant was employed ; he conducted a four-day workshop devoted primarily to community development techniques. Following this, he, too, supervised the community worker-counsellors in training and held monthly one-day meetings with them.

G. EMPLOYMENT : DUTIES PERFORMED

The persons who entered community worker-counsellor training were employed by the corporation from the time they entered training. At the outset all performed duties of data gathering, counselling, and public relations. The two who proved to be good observers of the community scene and who demonstrated particular skill in working with groups were selected to be community workers, one to work from each of the two community service centres.

Partly because of differences in the communities and partly, no doubt, because of differences in the workers themselves, the duties performed by the two community workers were somewhat dissimilar.

In Souris the community worker worked with organizations that already existed there and after two months was instrumental in the formation of a higher level group : actually an executive committee which co-ordinated the

activities of nine subcommittees. One month after it was formed this group called a meeting which drew 600 of "the largest cross section of people possible — farmers, fishermen, businessmen, clergy, teachers, elected representatives from the town, provincial and federal governments, the elderly, the working men and women, and the young"¹ to hear an explanation of the Prince Edward Island Development Plan. These people put forward a number of proposals, most of them in the area of social development. The community worker, as a member of the executive committee, continued to work with other committee and sub-committee members in actively pursuing seven of these issues. At the same time she organized fishermen's and youth groups. During the five and one-half month period from September 15, 1969, to March 1, 1970, she took part in 32 group meetings, visited 116 homes, met 153 individuals in the community service centre, and made 82 other individual contacts.

In Morell activity was first concentrated in a satellite community which had no existing organizations ; it was necessary to build an organization, train leadership, and institute processes new to the community. It took three months to form an organization. When attention was turned to the larger community, a fishermen's organization was formed very quickly. Both groups were more interested in economic development than (as in Souris) social development. In addition to organizing and working with groups, the Morell community worker helped to recruit staff for the centre and to establish the program operated by the home economist. He was responsible for the maintenance and general functioning of the centre, as well as for some counselling. While working in the satellite community, he visited 20 to 25 homes a week. During the seven-month period from May to December, 1969, he took part in nine community meetings and six group meetings. There is no record of individual contacts during this period, but during the next two-month period 60 meetings between residents of the area and the community worker at the centre are recorded.

The two who became counsellors performed three functions :

1. they helped community residents with problems ;
2. they recruited trainees for corporation training projects ;
3. they obtained from the communities, and passed on to the corporation, suggestions for projects which should be undertaken.

The second and third functions required that the counsellors obtain information about the corporation's requirements and the service recipient's needs and pass this information along. Some career counselling was involved, but by and large these functions could readily be performed by intelligent and articulate persons. The counselling function sometimes requires professional skill ; for this reason the paraprofessional counsellors were to confine

¹ Newspaper account.

their counselling to problems of a minor nature. Problems of an intense or long-range nature were to be referred to another agency as soon as possible. In spite of this restriction, counsellors had a large measure of personal responsibility and room for growth. They made a large number of home visits, and an increasing number of persons came to the centres for counselling. There was also an increasing amount of information-giving, and perhaps some counselling, to persons encountered elsewhere than in their homes or at the centre.

During the first eight months in Morell (including the training period) the counsellor made 95 home visits, met 58 persons at the centre, and talked with 45 persons in other locations. Two community worker-counsellors were available in Souris from July to September, after which one was transferred to other work. The other was designated a community worker, and gave only limited attention to counselling. From July to the end of November the counsellor and community worker made 42 home visits, met 24 persons at the centre, and made 71 other contacts (this apart from the community-action function). During the next period during which counselling activities were recorded a counsellor was again on staff. In 2½ months he made 15 home visits, met 19 persons at the centre, and made 34 other contacts. The evaluator's report notes that many of these were interviews with key people, not counselling sessions [8].

Types of problems presented to the counsellors, assistance requested, and disposition of cases by the counsellors are listed in Tables 3 and 4.

Table 3. Type of Problem Presented, Specified Assistance Requested by Client, and Disposition of Case by the Counsellor, Morell ¹

<i>Problem</i>	<i>Assistance Requested</i>	<i>Disposition</i>
1. Parents unemployed	Wanted child admitted to Day Care	Child admitted
2. Complex family and marital discord	Wanted child admitted to Day Care	Counselled by NewStart Social Worker
3. Socially withdrawn	Wanted children admitted to Day Care	Child admitted
4.	Wanted child admitted to Day Care	Child admitted
5. Financial Need	Loan	Taken to bank
6. Poor health, financial need	Assistance	Referred to Dept. of Welfare
7. Financial need, socially withdrawn	Wanted child admitted to Day Care	Child admitted, parents counselled

¹ Material from [8].

Table 3. (cont'd) Type of Problem Presented, Specified Assistance Requested by Client, and Disposition of Case by the Counsellor, Morell

<i>Problem</i>	<i>Assistance Requested</i>	<i>Disposition</i>
8. Problem drinker, marital discord	Assistance	Referred to Div. Child Welfare
9. Problem drinker, lack of salable skill	Training	Referred to NewStart, Montague
10. Marital discord	Counselling	Family re-united
11. Family illness	Wanted child admitted to Day Care	Request refused
12. Complex family and marital discord		NewStart workers interceded; children admitted to Day Care; parents separated
13. Fire destroyed home	Clothes and money	Referred to Red Cross and Dept. of Welfare
14. Problem drinker	Wish to dry out	Referred to Alcoholism Treatment Centre

Table 4. Type of Problem Presented, Specific Assistance Requested by Client and Disposition of Case by the Counsellor, Souris ¹

<i>Problem</i>	<i>Assistance Requested</i>	<i>Disposition</i>
1. Financial help	Training	Taking night course for upgrading; being visited by Visiting
2. Financial need, marital discord	Assistance	Referred to Dept. of Welfare; RCMP notified; children in Day Care
3. Adult mental retardate	Training	Referred to Sheltered Workshop in Charlottetown, assistance pending
4. Financial need, bureaucratic entanglement	Mobility assistance	Referred to Canada Manpower Centre, assistance granted
5. and 6. Problem drinker	Counsellor's help	Recent referral — no action
7. Illiteracy	Training	Referred to NewStart Montague; will be accepted
8. Lack of skill	Training in care of infant	Referred to Homemaker; child care training and assistance scheduled
9. Socially withdrawn	Counselling	Needs psychiatric help; disposition not reported

¹ Material from [8].

H. TRAINEE SATISFACTION ON THE JOB

An appendix to a report on the community service centres [35] includes narrative reports written by the two indigenous community workers. Although these reports are mainly factual descriptions of the nature of contacts made, meetings organized or attended, problems encountered, and results obtained, they give an indication of the extent of trainee satisfaction on the job. It is apparent that the community workers found their work frustrating at times, confusing at times (like the other indigenous para-professionals whose work is described in this volume, they were pioneers), and at other times rewarding.

It is evident that they considered their work important. There is little subjective assessment of the job, but a few sentences are revealing.

FROM ONE COMMUNITY WORKER:

"I believe a person who is going into this type of community must be sincere, truthful, and honest. He must know as much about the people as he possibly can, and he must try to communicate with them on a level that they will understand . . . It may seem discouraging going into such a community alone, but if I had to do the job over again, I would go in myself."

"We shouldn't get discouraged because we can't measure this progress; after about six months of work you may think you haven't progressed, but eventually you will see a little ray of hope. Something will evolve."

AND FROM THE OTHER:

"It was rewarding to watch the group work together; it is not nearly as exciting to read about it on paper but it is really something to see the people working together."

The second writer makes it clear that not all group experiences were as rewarding as the above.

There are no narrative reports from the indigenous counsellors to provide an insight into their satisfaction on the job. There is, however, a narrative report written by the counselling supervisor tracing the development of one of the counsellors. The supervisor noted that during the first two or three months the trainee felt insecure and directionless; but as he began to define his role as a helping person, and to understand the community and the needs of the people, this feeling wore off. His activities then increased and he gained the entrée to several homes [35].

It can perhaps be assumed that the individuals who remained in the counselling function received satisfaction from their *helping* role, from being welcomed into homes and being sought out at the community service centres and elsewhere.

I. EMPLOYER SATISFACTION

The employer was the corporation, and the corporation set three community-action objectives. Success in achieving these goals was evaluated¹ and summarized by the corporation's research director as follows [8] :

"Community Action : Immediate Objective

To bring about co-operative action among individuals, and present groups and segments of the population of the communities to work toward social and economic development goals which they decide are important.

"New groups were formed in each community and new instances of co-ordinated effort between present groups were also noted. In Morell and Dundee the disadvantaged very definitely participated and in fact led the groups. In Souris it is not so clear that the disadvantaged participated to any great extent. The Morell groups were most interested in economic development, the Souris groups in social development.

"Community Action : Intermediate Objective

To bring about and to provide assistance in economic development studies and activities by the community action groups.

"A great many ideas for economic development did emanate from the citizens' groups, many of them based on untapped resources in the regions. Unfortunately, very few of them were actively and carefully investigated by the people. Rather than conduct a thorough investigation, the first move was usually a turn to the provincial government for assistance and investment. Very few other investors were approached. Actually, no approach was made to any investor other than some level of government. In only one instance did an investor respond to proposals in a concrete manner. Several verbal commitments and favourable comments were received but were not followed up with cash or action.

"Community Action : Ultimate Objective

To bring about some economic or social development which will increase the employment of community members, particularly the unemployed and underemployed.

"There is no evidence to indicate that any new employers or expansion of employment has resulted from the action of these community action groups. No new jobs were recorded, and while increases in incomes were reported this appeared to be a general development throughout the region, probably related to the open winter which allows boats to carry pulp and unload fish through the season, which also accounts for the increase in duration of time worked."

¹ This program continued for more than a year after data for this evaluation were collected. Some of the conclusions may therefore be assumed to be somewhat premature.

The writer of this report questions the validity of a basic assumption underlying the ultimate objective: that any group which investigates problems in the community will be able to discover some untapped resource and will take action to use it. But:

there may, in fact, be no resource, too little investigative ability, and consequently no reason to take action. Also not to be overlooked is the possibility that even if these things are present they must be of sufficient magnitude to arouse the interest of some other investor. Insofar as effort, performance and adequacy, therefore, our evaluation must stop at the intermediate level in Dundee.

The report labels the community-action component of the community service centres "partially successful". The writer recognizes the difficulty of identifying the actual contribution of the community workers. Other community service centre staff were active in the communities, and others were working in organizations and committees. The community workers did organize several new groups and infused new life into others. They also helped achieve objectives which were group rather than corporation objectives and which were, therefore, not taken into consideration in evaluating success in achieving objectives.

At first, supervisory staff felt, community workers were too ready to respond to pressures to do things for people or to allow themselves to be captured by a group; but with experience they learned to redirect pressure back into the groups "in such a way that the groups learned to sustain themselves". The report of the supervisory staff also comments on the flexibility of the community workers in being able to deal with problems in a variety of ways and to switch easily from community development to individual counselling. The professional supervisory staff conjecture that this flexibility may be caused by lack of specialized training in one of the disciplines [35].

The corporation also set three counselling objectives. Success in achieving these objectives was evaluated¹ and summarized by the corporation's research director as follows [8]:

"Counselling: Immediate Objective #1

To demonstrate that outreach will result in identifying and assisting more cases of need for social welfare services among the disadvantaged population than are being served through present means.

"Several needy individuals who were deserving of welfare support and assistance were discovered. In two cases NewStart intervention resulted in assistance being given by the Department of Welfare. Many other cases were discovered and referred, but it is not possible to know whether they would have received help without NewStart. A very few cases were referred by

¹ This program continued for more than a year after data for this evaluation were collected. Some of the conclusions may therefore be assumed to be somewhat premature.

other agencies to NewStart counsellors, but in Souris the counsellor reported an increase in this matter. Approximately 50 families and individuals were counselled in some way or quickly referred to another agency. It is inferred that this amounts to assistance and improvement in a situation.

“Counselling : Immediate Objective #2

To increase the rate of recruitment of hard core unemployed from these communities to NewStart training programs, and to increase the overall contribution NewStart makes in these communities.

“Very few serious applications were made through the centres for admission to NewStart courses and almost none were followed up. Two people from Souris were enrolled in NewStart courses who had made their first contact with the service centre, rather than some other NewStart agent. Four requests for NewStart to conduct specific courses were made, but not by the disadvantaged. Measures of grade level and skill certification improvements showed no significant results. Almost no effort was made to achieve this objective, and the results accurately reflect that input.

“Counselling : Intermediate Objective

To create a greater awareness of methods of improving the delivery of social welfare services, particularly greater coordination and the use of non-professionals in the helping careers among area helping agencies.

“A directory of helping agencies was successfully compiled and distributed and after too long a period an advisory board was formed, composed of representatives from eight of the more important area helping agencies. The number of inquiries and visits to the project was not great, though several people did do so. Most were more interested in the day care service than the counselling service. There is no evidence that representatives of these agencies considered the use of non-professionals, or outreach, or greater coordination as a method of improving their own services, or even that they evaluated their own services. Therefore, they were aware of NewStart and its methods, but awareness led nowhere.

“Counselling : Ultimate Objective

To improve the quality and quantity of services provided to the needy of the communities by area helping agencies.

“No helping agencies used the NewStart centres or practiced outreach. The extent to which agencies may have increased cross referrals is not known. Coordination had not been felt by them to be a problem that required immediate action. The question regarding improved social services yielded evidence that improvement was noted, but analysis of the evidence indicated that improvement should probably be attributed to NewStart instead of the established agencies.”

As noted, very little effort went into recruitment. Perhaps the corporation's objectives for the community service centres changed. When objectives were established, the corporation had not yet made effective contact with the most disadvantaged persons in the project area, and the community service centres were seen as a means of making such contact. By the time the centres were established and staffed the corporation had made contact in a number of ways with persons throughout the project area, and there may no longer have been an urgent need for trainee recruits.

The evaluator reports limited success in achieving the ultimate objective of improving the quality and quantity of services provided by the helping agencies. The supervisor's report [35], written almost a year later, states that the community service centres developed a close working relationship with a number of agencies, notably the Department of Welfare, the Rural Development Council, the Regional Agricultural Office, the P.E.I. Housing Authority, and the Canadian Food and Allied Workers Union. At the same time it deplores the fact that "many agencies work in isolation, often unaware of other agencies". It does not, however, express dissatisfaction with the efforts of the counsellors, who tried to overcome the problem of "piecemeal" effort "by informing disadvantaged people of the various health and welfare services that were established to aid them."

J. SERVICE RECIPIENT SATISFACTION

After 10 months, an evaluation survey was conducted among the disadvantaged population in the two communities in which community service centres were located, as well as in two control communities. Of the sample interviewed, fewer had participated in community development activities in the service centre communities than in the control communities. Also, service recipients had received no economic benefits attributable to the community-action program. This, however, does not tell the whole story. In one satellite community persons participated in community development activities where there had never been such activities or organization before. True, their goals were economic, and after 10 months no economic benefits had accrued; but perhaps they got some satisfaction out of learning to identify their problems and take some steps toward solution. The evaluators suggest that the economic problems of this community may not be capable of solution.

In the other community, where goals were largely social development, several were reached. A tourist information booth, funded by the province, was established. Construction was started on a nursing home, also funded by the province. An open-air market was created. Teenage groups were co-ordinated, and the co-ordinated group received an OFY grant. A workshop for the retarded was created, with continuing provincial funds.

Arrangements were made for university extension courses to be given in the local high school. A number of persons were helped to take advantage of home improvement assistance. These satisfactory conclusions to efforts can hardly have failed to give satisfaction to many service recipients. To what extent the community-action program was responsible cannot be measured, but it is apparent that a number of residents saw the program as one which could help them achieve their goals.

The number of persons calling at the centres to see community workers is significant. Community workers could visit them in their homes (and were well received) and could buttonhole them in the streets and other places ; but they could not force them to come to the centres. Between May 1969 and May 1971 206 persons called at the community service centre in Morell to see the community worker. The program did not get under way in Souris until later, but between August 1969 and May 1971 839 persons called at the community service centre in Souris to see the community worker. (Souris is a much larger community than Morell.) Not all these calls were related to community action ; community workers were called on frequently to give assistance in personal emergencies, which in itself indicates at least acceptance among service recipients. In fact, there appears to have been much more than acceptance. Community workers were welcomed into the homes of service recipients, and service recipients did not hesitate to visit them in their offices.

There are also a number of indications that the disadvantaged people accepted the counsellors in their communities. People requiring services called their homes and came to the community service centres. As with the community workers, service recipient acceptance and satisfaction are better indicated by visits to the centre than by visits to homes and street-corner and other encounters from which the service recipient perhaps cannot escape. Between May 1969 and May 1971 106 persons called at the community service centre in Morell to see the counsellor. As noted previously, the program did not get under way in Souris until a little later, but between August 1969 and May 1971 438 persons called at the service centre for this much larger community to see the counsellor. Many of the visits to homes were unscheduled, and thus obviously counsellor-initiated, but counsellor reports frequently indicate that clients were glad they dropped in and that they were invited to call again.

It will have been noted that, even in the small number of cases outlined in the tables in Section G, several might have been expected to go directly to the agencies to whom they were referred. This was true of a large proportion of the hundreds of persons who called at the centres. This probably suggests that these people felt more comfortable talking to the indigenous paraprofessionals at the centres, which shows one way in which the paraprofessionals satisfied the needs of service recipients. On the other hand, it

may mean that more people know about the centres because of their outreach or other activities, or because the other agencies had been there so long they were seen but not noticed. It may be that some called out of curiosity. However, as we have noted, there were other indicators of service recipient satisfaction.

K. DIFFICULTIES AND STRENGTHS IN THE EMPLOYMENT PARAPROFESSIONALS IN THIS FIELD

Two difficulties were encountered in the employment of paraprofessionals as community workers in Nova Scotia :

1. they were drawn into spending much of their time on individual problems and needs to the detriment of organizational or group goals ;
2. they were sometimes unable to recognize the strategic time for action or to stimulate group decision-making.

Prince Edward Island NewStart community workers also spent time on individual problems, and initially this was felt to be to the detriment of their community goals. However, as their community development skills grew, this ceased to be a problem. In one community the worker appears to have spent much time with middle-class people and groups working toward middle-class goals. The achievement of some of these goals no doubt benefited some of the more disadvantaged, but they were not the economic goals of the disadvantaged group in the other community.

Like the Nova Scotia paraprofessionals, the Prince Edward Island community workers seemed sometimes unable to stimulate groups to take the final steps which might have brought their efforts to a satisfactory conclusion. They did not approach all possible sources for funds ; and with one exception they were unsuccessful in obtaining funds from the sources they did approach.

However, the above criticisms were based on data gathered after less than a year of operation. Community development techniques were almost as new to the community workers as they were to the service recipients. Professionals might well have been better at stimulating group decision-making and obtaining funds ; on the other hand they might not have been accepted as readily as were the paraprofessionals.

The employment of paraprofessionals to give counselling services was also comparatively new. It was hoped that experience with paraprofessional counsellors in the community service centre project would add to the still scanty knowledge in this field and perhaps provide a model which would be adopted by the provincial government. Professional personnel are not readily available in Prince Edward Island, and the employment of para-

professionals is a way of stretching the time and skills of the professionals. If this can be done, an agency can function more effectively with limited professional staff or other resources available.

The paraprofessional counsellors in the community service centre project undoubtedly saw a large number of people. They counselled many and assisted some, either directly or through referral.

It had been feared that professional staff in the agencies to which people were referred might not accept referrals from non-professionals. They not only accepted referrals, on occasion they referred their clients to the paraprofessionals.

The evaluator observes that sometimes the paraprofessionals did not refer clients soon enough, either because they did not realize the full nature of the problem or because they did not realize their own limitations.

The supervisors mention two other limitations of indigenous paraprofessional counsellors [35] :

“It appears as if indigenous personnels’ *abilities lie in dealing with specific problems rather than in the assessment of potential problem areas*. This is the crucial point for co-operation between indigenous and professional personnel.

“... it is also this writer’s observation that the *indigenous, virtually untrained person works best under some form of structure with specific tasks*. Whether the task is assigned by a supervisor or dictated by circumstances could be an area of study that would add additional knowledge to the field of indigenous personnel.”

In spite of these limitations, the supervisors believe that, given the indispensable attributes of empathy and a willingness to grow, “there is a definite place in the social services for the indigenous counsellor. Identification in life-styles with his community gives him an easy entry into the lives and homes of many disadvantaged persons who feel a sense of isolation from the mainstream of society with its complex network of services. Such a counsellor can therefore act as a link between services and recipients. Not only does this help to lessen the case loads of professionals, but it provides a more informal type of client-worker relationship.”

The experience of Prince Edward Island NewStart with community information centres appears to have influenced the Prince Edward Island government in implementing the Prince Edward Island Development Plan. Part of the plan, it is understood, includes community centres with paraprofessional staff for a number of rural communities.

PART VII

The Training and Employment of Indigenous Counsellors (Alta.)

Alberta NewStart also trained and employed indigenous persons to make contact and establish helping relationships with disadvantaged persons in the field. In Alberta these persons were called counsellors: community counsellors, family counsellors, dormitory counsellors.

A. DEVELOPMENT OF PROGRAM

In July 1968 the corporation employed a man with wide experience in Indian and Métis communities as director of community counselling. Initially he worked with another man already on staff as liaison between disadvantaged persons in the four communities on which the corporation had decided to focus attention and the corporation headquarters and training centre in Lac la Biche. The two men were able to establish meaningful communication with only two of the widely-separated communities. Additional staff were added, and a community counsellor training program initiated.

B. RECRUITMENT AND SELECTION

Prospective counsellors were recommended by people in the native communities and interviewed by the director of community counselling and the director of personnel. There are no recorded selection criteria, but all those selected were native, bilingual (English and Cree or Chipewyan); it was probably thought that they had the qualities which would enable them to communicate well with disadvantaged persons in the communities in which they were to work. They themselves were disadvantaged at least to the extent of being largely unemployed or underemployed. All community counsellors were male; all family counsellors were female; and dormitory counsellors included both male and female. Age ranged between 21 and 60, with an average of 35. Some had graduated from high school, others had not gone beyond grade two.

C. TRAINING STAFF

The community counsellors were trained by the director of community counselling (a social animator who had lived and worked with native people in the Canadian north), and an Indian who had been a community development counsellor with the Indian Association of Alberta.

The dormitory and family counsellors were trained by a home economist. Some of them received in-service training by a psychologist and a social worker.

D. TRAINING FACILITIES

Basically, counsellor training in Alberta was on-the-job training. Some use was made of training facilities in Lac la Biche, which included classroom and dormitory facilities. In-service training in Fort McMurray took place largely in a trailer-and-motel complex rented by the corporation as a training centre for single girls. It included offices, classrooms, and training equipment and materials.

E. LEARNING MATERIALS

A basic life skills curriculum guide was prepared and used, but there is no record of other materials having been prepared or purchased.

F. TRAINING CONTENT AND PROCEDURES

The first counsellors were sent directly to the communities on which the corporation had decided to focus attention. After they had been in these communities for a time, it became apparent that some training was desirable, and they were brought in to Lac la Biche for six weeks of training as a team. Training was informal, incorporating discussion-group techniques, sensitivity training, and field trips. The course outline for community counsellors [3] follows :

1. *Awareness of Community*
 - population
 - transportation
 - education
 - health services
 - church organizations
 - local business
 - government services
 - law enforcement
 - local government body
 - business and volunteer organizations
 - recreation facilities

2. *Organization*

work as a group to satisfy needs within the community
recognize accepted pattern of behaviour in the community
recognize channels through which to co-ordinate needs
be aware of all levels of policy pertaining to the community

3. *Know economic potentials*

job opportunities
actual and potential resources

4. *Know human resources potential*

employment picture
recognize leadership qualities
develop art, music, etc.

5. *Know geographic location*

advantages, disadvantages

6. *Understand governmental process*

procedure of voting
ways and means of obtaining monies for individual advancement
know and utilize all political representatives
financial structure of government, e.g. taxation
bureaucratic system of government

7. *Know and understand culture of community*

ethnic groups
abilities of groups
change to modern times
highlights and functions of groups

The counsellors were then moved back into their communities for further on-the-job training. Training continued, with diminishing supervision, as long as they were on the job. As opportunities arose, they took part in seminars and meetings. They took part in a one-week seminar with members of the Human Resources Development Authority, the Indian-Eskimo Association, and the Native Women of Alberta, and in other educational seminars including a refresher course in community development and a course in conflict and social change sponsored by the Extension Department of the University of Alberta. They also took part in discussions with provincial cabinet ministers in an attempt to co-ordinate government agencies in the community of Janvier.

The training of dormitory and family counsellors was similar to that of the community counsellors, with the emphasis on family and human relationships.

In all, nine community counsellors, four family counsellors, and ten dormitory counsellors were trained and employed (employment began with training). Dormitory and family counsellor in-service training in Fort McMurray consisted of weekly meetings to review cases and techniques and four-to-seven day training sessions at approximately four-month intervals. Emphasis was on counselling techniques. Organized in-service training in other centres was limited.

G. EMPLOYMENT : DUTIES PERFORMED

All trainees were employed by the corporation. Of the first six, two were assigned to Fort McMurray, two to Lac la Biche, one to Janvier, and one to Kikino. They were given specific responsibility for recruitment and follow-up of corporation trainees, in addition to responsibilities relating to community development. In community development, they tried to apply the philosophy and techniques used in their own training to effect changes in behaviour among individuals and groups in their communities [4]. Their specific community counselling goals were :

1. To protect and maintain, or to assist in developing :
 - a) psychological independence of the individual ;
 - b) self-acceptance, acceptance of others, and recognition of reality ;
 - c) problem solving and decision making abilities in individuals and communities ;
 - d) self-benefiting behaviour.
2. To work towards decreasing self-defeating emotions and habit patterns.
3. To help the target population acquire motivation and preparation for stable and rewarding employment, and to sustain those already employed.
4.
 - a) to constantly evaluate and feed back to Head Office the impact of Alberta NewStart Inc. programs on the developmental processes in the communities ;
 - b) to provide information to potential clients and to NewStart staff on positive and negative aspects of Alberta NewStart Inc. programs ;
 - c) to help maintain the sensitivity of Alberta NewStart staff to people in the community.
5. To constantly interpret to staff and community people the effects of discrimination, whether it be by the larger society, by government, by industry, or by community members towards each other (2).

The community counsellors performed some unscheduled duties. In January 1970, approximately six months after most of them had been recruited, a group of natives staged a sit-in at the Lac la Biche training centre, which had been closed for financial reasons. During the following three-week period of tension and negotiations, the counsellors acted as intermediaries. They filled this role in a manner which elicited the respect of both sides and demonstrated, as had been demonstrated in other project areas but less dramatically, the value of the indigenous paraprofessional as an intermediary. Later they were asked to provide assistance during a sit-in at an Indian school.

In their more normal intermediary role, they acted as liaison between native peoples in remote communities and such agencies as the Department of Social Development, Attorney General's Department, the Métis Association of Alberta, Alberta Native Communication Society, and the Indian Association of Alberta.

When the corporation training staff resigned in Janvier, a community in which social and operational factors combined to make retention of staff extremely difficult, the community counselling group helped to develop an approach which was acceptable to the community and which enabled the corporation to re-enter the community.

Dormitory counsellors had specific duties related to the programs for single men and women in Lac la Biche and for single women in Fort McMurray, for whom dormitory accommodation was provided. These duties included counselling, supervision, discipline, and development of a leisure-time program.

Family counsellors had specific duties related to the adjustment problems of families moving from isolated native communities to Fort McMurray for advanced training. These duties included family counselling, and child care and homemaking programs.

H. TRAINEE SATISFACTION

Again, no formal attempt was made to assess trainee satisfaction on the job. However, it is noted that all completed their training and remained with the corporation. When the corporation was phasing out its activities, most of the community counsellors sought employment related to their NewStart training and experience. At the time of writing four were working for native organizations or in their communities at tasks similar to those performed for the corporation. A fifth was still employed by the corporation.

During the Lac la Biche sit-in the counsellors felt their value to their people and to the corporation and knew they had the trust and respect of both sides during the negotiations.

There was some evidence that observed problems with alcohol tended to disappear during the first few months of training. Dependence on alcohol might have declined because the men found their work meaningful and satisfying, or possibly because they now had economic security and status.

I. EMPLOYER SATISFACTION

Although the corporation evaluated the program in which the counsellors were employed [6], and the effectiveness of the leadership of the several centres [5], it did not evaluate the effectiveness of the counsellors.

In fact, reports do not list counsellors as staff members. A supplementary report submitted by two University of Alberta graduate student instructors who worked at all corporation training centres during the summer of 1969 states that counselling at one centre was "non-existent". A second supplemental report, by a senior research assistant who interviewed staff at all the centres, includes the statement that :

"A lot of mention was given to the need for a guidance counsellor. Here the staff were not too specific on what qualifications were needed. My opinion is that a person with all the qualifications or degrees on paper would be fine, but what about the communication problem?"¹

Staff seem to have felt the need for a professional counsellor, but the writer questions whether such a person would be able to bridge the communication gap. For the record, there were paraprofessional counsellors in the communities whose performance is not mentioned by the researcher.

A senior administrative staff member suggests that the counsellors were working in a protective situation: with a great deal of supervision and direction. On the other hand, they made contacts that probably could not have been made in any other way. Program staff considered them an important liaison between the corporation and the people of the communities in which they worked. In fact, to a large extent, program staff felt that they communicated with these communities through the counsellors and that counsellors motivated persons to enter and continue training.

During the Lac la Biche sit-in, the counsellors were given major credit for the fact that communication never broke down and there was no violence.

When corporation training staff in Janvier resigned *en masse*, the counsellors established communication between the corporation and the trainees.

The counsellors also worked for the realization of community-defined goals not related to corporation goals except as they were part of the community-development goal. In the opinion of the corporation's program director, their most significant contribution was in helping native people in raising their aspirations. They formed self-help organizations and helped the members of these organizations define goals, isolate the areas in which they needed help, and find needed resource people.²

J. SERVICE RECIPIENT SATISFACTION

Alberta NewStart had training centres in five communities: Lac la Biche, Fort Chipewyan, and Fort McMurray, which are towns; Janvier, an Indian-Métis community; and Kikino, a Métis settlement. The training centre staff in Kikino designed and administered a 26-item questionnaire for

¹ Peter Erasmus. Mobile staff interviews, in [6].

² Gordon Stangier, Program Director, Alberta NewStart Inc., in conversation October 1971.

the purpose of assessing the impact of the corporation in 28 months in the community. Of 70 questionnaires described, 34 were returned. Questions were designed in an effort to obtain opinions as to whether the program should be maintained, altered, or phased out. Questions concerned the corporation's academic upgrading, vocational training, day care, and follow-up training and employment programs as well as the community development program. There is limited information specific to the work of the community counsellors but since it was the only attempt to assess service recipient satisfaction in any of the communities served, the findings related to the community development program are of interest.

Table 5 [34] What has the Alberta Newstart Program Meant to You? ¹

	<i>N</i>	%
Great Help.....	3	8.82
Helped.....	27	79.38
No Help.....	3	8.82
Blank.....	1	2.94
Total.....	34	99.96

Table 6 [34] Have You Perceived Changes in the Community Since Alberta Newstart Entered?

	<i>N</i>	%
Yes.....	25	73.50 ²
No.....	4	11.76
Some.....	5	14.70
Total.....	34	99.96

Table 7 [34] Should there be Change in the Alberta Newstart Program?

	<i>N</i>	%
Yes.....	27	79.38 ³
No.....	4	11.76
No Comment.....	3	8.82
Total.....	34	99.96

Table 8 [34] Should the Alberta Newstart Program Change from Academic and Vocational Training to Community Development?

	<i>N</i>	%
Yes.....	18	52.92
No.....	6	17.64
Don't Know.....	3	9.82
Have all 3 (volunteered by a respondent).....	1	2.94
Blank.....	6	17.64
Total.....	34	99.96

¹ This question does not isolate training centre and community development components.

² 7/34 or 21% saw changes related to a greater awareness of what was going on in the community.

³ 10 of 27, or 37%, said that the Métis people of Kikino should be more involved in designing and running their own program.

Table 9 [34] What Type of Development Programs are Needed in Kikino?

	<i>N</i>	<i>%</i>
Agriculture	9	26.46
Small Industry or Businesses	6	17.64
Road Construction & Housing	3	8.82
Other (includes Recreation and Trades Training)	6	17.64
Blank	10	29.40
Total	34	99.96

The corporation's research division evaluated the impact of the program on the trainees or service recipients in all the centres, using data obtained from staff, administrative records, and trainee sample. The most extensive data pertained to the trainee group and included standardized tests of academic ability, supervisory ratings, and experimental measures of attitudes, values, self-concepts, and social perceptions. The effect of the counselling component might be expected to be reflected in changes in attitudes, etc., among the trainees or service recipients. The researchers report that very few such changes occurred and these varied from positive to negative. Programs for single trainees were found to have a generally detrimental effect, whereas programs for married couples were found to produce effects that ranged between negative and no change. Based on supervisors' ratings, the men showed more detrimental effects than the women. Based on self-ratings, the reverse was true. No effects were noted for the total trainee sample in terms of subsequent socio-economic level (6). In view of these findings, it is likely that service recipient satisfaction was, at best, limited.

K. DIFFICULTIES AND STRENGTHS IN THE EMPLOYMENT OF PARAPROFESSIONALS IN THIS FIELD

The researchers' evaluation does not measure the contribution of the paraprofessionals specifically ; it simply notes the limited positive effects in areas in which they might have been expected to produce results.

Program staff felt that a rapport with the disadvantaged communities enabled the paraprofessionals to act effectively as intermediaries between these communities and professional staff. They felt that their contribution was particularly significant in that many persons in the communities in which they worked had little command of English, and professional staff had even less command of Cree or Chipewyan. But it was not only in the matter of language that there was a gap to bridge: the paraprofessionals, knowing something of both worlds, understood the cultural gap well enough to bring something of each to the other. As an example, program staff felt that they taught the service recipients (or a few of them, which was a start) how to

use the social mechanism of the local committee employed so generally in the white world to deal with needs and to carry joint and continuing responsibility for the fulfilling of those needs.

The greatest difficulty in the employment of indigenous paraprofessionals in this program, as seen by professional program staff, was that they did not fully understand and appreciate the goals of the corporation, particularly as related to research.

PART VIII

The Training & Employment of Indigenous Community Counsellors (Man.)¹

Manitoba NewStart, the last of the NewStart corporations to be formed, also trained and employed indigenous persons to work in the field. As in Alberta NewStart, the indigenous field workers were called community counsellors.

A. DEVELOPMENT OF PROGRAM

The Manitoba NewStart community counsellor program was developed by the social animator who developed the Alberta NewStart counsellor program ; it reflects the same unique approach to training and community development. There were, however, differences. All Manitoba NewStart counsellors were community counsellors ; two were female. There were also some innovations in training, and differences in duties performed.

B. RECRUITMENT AND SELECTION

The initial difference between this and the Alberta counsellor program was in selection criteria, which were much more rigorous in Manitoba. Participants in the Manitoba program were required to be able to speak a native language ; be free of major problems related to alcoholism, home situation, etc. ; be interested in community affairs and social change ; display initiative, ability to relate well to others, and self-discipline ; have intimate knowledge of some part of the project area, its background, customs, and ethos ; and have a satisfactory work record. In addition, an attempt was made to recruit people with the widest possible range of skills.

As in other project areas, some persons came to the corporation seeking training and employment. Those meeting the above criteria were accepted for community counsellor training and employment. Other people were

¹ Material for this part from conversation with Manitoba NewStart staff, including participants in the program, October 1971.

sought out by a selection committee which, in practice, included not only the two men in charge of the project but also all those already selected ; in other words those selected for participation helped find others with similar interest and qualifications.

Sixteen men and two women were selected. Their average age was 30, and their average education grade seven.

C. TRAINING STAFF

The project director conducted the training program. As mentioned earlier, he was a social animator who had worked for a number of years in native communities. The programs which he developed in both Alberta and Manitoba were the product of these years of experience rather than of professional training, and his methods were often unorthodox. In training Manitoba community counsellors, he had two assistants, one of them a native with teacher training and experience.

D. TRAINING FACILITIES

Training was largely on the job, in native communities. Group training took place in corporation headquarters in The Pas.

E. LEARNING MATERIALS

Textbooks and articles on community development and pertinent clippings from newspapers were made available to the trainees.

"Challenge for Change"¹ films were borrowed from the National Film Board and used as discussion starters.

Tape recordings, flip charts, and blackboards were used, but no expensive or sophisticated equipment ; the project director did not want to run the risk of the medium being more interesting to the trainees than his message.

F. TRAINING PROCEDURES

Training began with a two-week orientation period, during which the trainees studied in detail the communities in which they would be working. They visited these communities and discussed with the group the circumstances which they found. After all had visited and studied the communities in which they would be working, they visited the other communities.

¹ "Challenge for Change" films, produced in co-operation with government departments and agencies, provide a focus for study of the problems of poverty and discrimination.

After two weeks the trainees started on-the-job training, coming back to corporation headquarters every four to six weeks for group training sessions. These were group discussion sessions at which they related and discussed their experiences. They were sometimes timed to coincide with visits to the area of persons who could be used as resource persons, including the premier of the province, the leader of the opposition, cabinet ministers, Alberta NewStart staff, and members of the Alberta Métis Association. Many of these sessions with outside persons were arranged not so much for their informational input as for the opportunity they gave the trainees to meet and talk with such people and thus begin to overcome the unease which hinders disadvantaged people when they negotiate with people in power. For the same reason public speaking was included as a component of the training program.

A device which worked well to help build up needed confidence was the making up of a chart defining each person's areas of competence. Carpentry, military service, all types of experience and skill, were listed to show that each person had something to contribute. This appeared to have a favourable psychological impact. Everybody had some skill or competence that could be listed ; and after making up the list, they felt, according to one trainee, as if they "could tackle the world".

One unique component of the Manitoba community counsellor training program was the involvement of the spouses of the trainees. Wives and husbands were invited in and the work of the trainees and the necessity for their being away from home discussed, as well as the realities and potential of native communities.

Another unique feature of this training program was that while the trainees were being trained for one job they were taught how to apply for another. All were told that NewStart was a short-term program, and were made very conscious that they would in time have to find other employment. They were told what employers would be looking for, how to qualify themselves for possible available positions, and how to apply for them.

Training continued through the lifetime of the corporation.

G. EMPLOYMENT : DUTIES PERFORMED

Training and employment with the corporation were concurrent. The first task assigned to community counsellors was interviewing residents of native communities and filling out interview forms. This was valuable to the counsellors in helping them become acquainted with the person interviewed, but was not the community development work for which they were being trained. In some communities the counsellors, as interviewers,

encountered some hostility, the result of years of surveying followed by little apparent result. In these communities counsellors did not meet the residents of their working areas under circumstances most conducive to future community development. As it turned out, owing to a number of factors, the work of Manitoba NewStart ended before many of the community workers had an opportunity to become involved in what they saw as their real task of trying to effect change in native communities.

H. TRAINEE SATISFACTION

Not all trainees found the interviewing task satisfying ; and not all were able to get actual experience in community counselling while with the corporation. However, on leaving the corporation, most obtained employment in this field. This may indicate genuine interest, or may reflect an employment situation in which positions in community development and counselling with native associations were among the few rewarding jobs open to native people.

I. EMPLOYER SATISFACTION

The corporation, as employer, assigned the community-counsellors-in-training the task of gathering data for an in-depth study of native communities in the project area. They gathered some data, but met some resentment on the part of persons who were tired of being interviewed, and to a large extent abandoned the interview forms and techniques with which they had been armed in favour of more informal interviewing and reporting. This was found less than satisfactory by some corporation staff. Like indigenous paraprofessionals in other areas, these paraprofessionals tended to lose sight of research objectives and become service-oriented.

While they were gathering data, the community counsellors identified some areas in which they felt they could work effectively ; in fact, some service and counselling were given, but these efforts were sporadic and not evaluated.

Again, the paraprofessionals acted as intermediaries between the professionals in the employing organization and the service recipient. At least some of this group felt that they represented the service recipients to the corporation better than they represented the corporation to the service recipients. This may have been because they did not fully understand the research goals of the corporation ; because they went to the service recipients with interview forms rather than with service ; because they reported back too infrequently to the corporation ; or because there was lack of communication between those to whom they reported and other professionals in the corporation.

J. SERVICE RECIPIENT SATISFACTION

In spite of difficulties attributed to going into communities as interviewers, most of the community counsellors were well accepted there. Because of their acceptance by service recipients, other agencies in the province soon became interested in training and employing indigenous paraprofessionals (Part XIII).

K. DIFFICULTIES AND STRENGTHS IN THE EMPLOYMENT OF PARAPROFESSIONALS IN THIS FIELD

Although the paraprofessional counsellors in this program had limited opportunity for counselling, they did make initial contacts, obtain information, and identify problem areas. If such work can be done by paraprofessionals, it can save the time of the professionals and should reduce costs, itself an argument for using them.

Participants in this program pointed out, however, that paraprofessionals should be given opportunity for on-the-job study which might in time lead to professional status. In other words, there should be a ladder up which the paraprofessional can climb if he has aptitude, ability, and ambition.

Experience in this program supported the findings of other programs : that paraprofessionals tend to be service-oriented and can most usefully be employed in service rather than research functions.

An advantage of employing indigenous paraprofessionals which has not been specifically mentioned previously, but which was seen as an objective by participants in this program, is that it puts indigenous persons in a position where they can have some influence on policy.

PART IX

The Training and Placement of School Aides

The programs discussed thus far were inspired by the corporation and staff requirements as well as by interest in developing new careers for the disadvantaged. A training program for teacher or school aides developed and tested by Saskatchewan NewStart was the first of a number of programs to train disadvantaged persons for roles as aides or assistants in the field of welfare, education, health, and social work.

A. DEVELOPMENT OF PROGRAM

Saskatchewan NewStart's first annual report and proposed program for 1968 put forward a plan for the training of "service assistants to professions". The hypothesis was that, by providing occupational opportunities not otherwise available in the province, unemployed and underemployed persons could be prepared for stable and rewarding employment as service assistants in day care centres, schools, libraries, social welfare agencies, and guidance and counselling programs [40]. A program to provide the basic skills required in all these areas of service assistance was later developed, but in the mean time two programs designed to prepare persons for specific service assistance roles were developed and operated. The first was a school aide program, which first appeared as a 6-week course for teacher aides held in the summer of 1968. Following this 6-week course, a written course was developed. Participants in the new course were called school aides.

B. RECRUITMENT AND SELECTION

The first group of 12 persons to be trained or partially trained as teacher aides was recruited through agencies such as Canada Manpower, the local welfare office, and the Indian and Métis Friendship Centre. Candidates were interviewed by project staff who told them about the program, assessed their interest and aptitude, and placed them in the program on the basis of personal judgment. One dropped out.

The 21 persons in the second group (again there was one dropout) were selected from participants in the corporation's basic education and life skills programs. They had all ended their formal education early, either through choice or necessity. They were selected by the persons who would be conducting the course, using the following criteria : grade level between five and ten, age 18-45, minimum Raven Progressive Matrices Test score set by psychologist based on a set of norms developed by the corporation, no physical handicap which would prevent participation in the occupation, empathy with children and parents, satisfactory scores on tests to determine flexibility and warmth of personality.

In all 33 persons entered and 31 (29 females, 2 males) completed the teacher or school aide program which originated as a 6-week course for teacher aides held in the summer of 1968. Following this, a written course was developed. Those who took part in the new course were called school aides.

C. TRAINING STAFF

The course was taught by two teachers on the staff of the corporation's project division.

D. TRAINING FACILITIES

The first group was trained in rented temporary facilities, the second group in the training centre which, since February 1969, has been the site of all the corporation's training activities. The training space comprises four large rooms, any of which can be divided with folding doors to accommodate a number of groups. Three of the rooms are equipped with one-way mirrors which allow observation by supervisory staff. Videotape recording and playback equipment is available to all rooms. The rooms are furnished with chairs and trapezoidal tables.

E. LEARNING MATERIALS

No learning materials were prepared for the teacher aide course. For the school aide course a training outline was developed and printed in two versions, one for the trainee and one for the coach [42, 43]. Although the title identifies this learning material as a curriculum, the introduction makes it clear that this is not a curriculum in the usual sense of a required course content, but an outline of a process. The material provides a starting point, a guide which can be followed, questions and statements which can be used to stimulate discussion, and, for the trainees, reference materials and worksheets.

F. TRAINING CONTENT AND PROCEDURES

Although there was no rigid curriculum and a great deal of leeway in the manner and order in which material could be covered, the purpose was to prepare paraprofessionals to handle the non-professional tasks of professional teachers. These include :

Operation of audio-visual equipment :

The aides received approximately 60 hours of audio-visual training focusing on the basic principles, limitations, operation and maintenance of audio-visual equipment and preparation of visual training aids.

Library work :

The aides were taught how to record and distribute information coming into the school library.

Clerical work :

The aides learned basic clerical skills such as filing, filling out forms, registers, etc.

Extra-curricular activities :

The aides learned how to assist with the physical education program and extracurricular activities of the school.

First aid :

The St. John's Ambulance course was given.

Fire prevention :

The aides learned the basic principles of fire fighting, fire equipment and fire drills.

The aides also learned how to assist in the classroom by handling drill work, story telling, etc. They learned something about educational psychology, and provincial and local education systems. They also spent some time on grooming (suitable clothing, posture, etc.) and how it could help them obtain and hold employment and set an example to the children [39].

These things were learned informally, using discussion and other group techniques. The trainees were encouraged to accept maximum responsibility for their own learning, using the instructor or coach as a resource person.

After six weeks of instruction for the first group, and 20 weeks for the second, the trainees were given four weeks of in-service experience in the Prince Albert schools. Here they were able to apply earlier learning in the work situation.

G. PLACEMENT

Placement preceded training. A number of meetings were held and negotiations conducted with local and provincial educational authorities to discuss the benefits and implications of the employment of paraprofessionals. The Prince Albert school boards agreed to place trainees in classrooms for in-service training ; and as a result of this in-service training principals and teachers in the school in which they were placed were convinced that they were a valuable and needed addition to staff [39].

Of the first group, 10 were placed in Prince Albert schools and one in Sandy Bay in the northern area. Of the second group, 10 were placed in Prince Albert, three in adjacent rural schools, and one in Saskatoon.

The corporation reimbursed the school boards for the salaries of the first group during their first year of employment on the understanding that before the next school year began the Department of Education would make grants available. This they did, agreeing to pay, subject to approval of a proposal stating the manner of using and qualifications of the persons employed, up to \$150 a month toward the salary of each teacher aide employed. This was supplemented by local school boards to bring monthly salaries to between \$225 and \$300.

H. DUTIES PERFORMED

The only data on duties actually performed by the teacher or school aides are contained in a survey conducted by the Department of Education in 1971, when data were collected on the 218 teacher aides in the province, including those trained by Saskatchewan NewStart and a large number without formal training who were employed when grants became available in 1969. Table 10 shows the duties performed by teacher aides and the percentage of time spent on each.

I. TRAINEE SATISFACTION

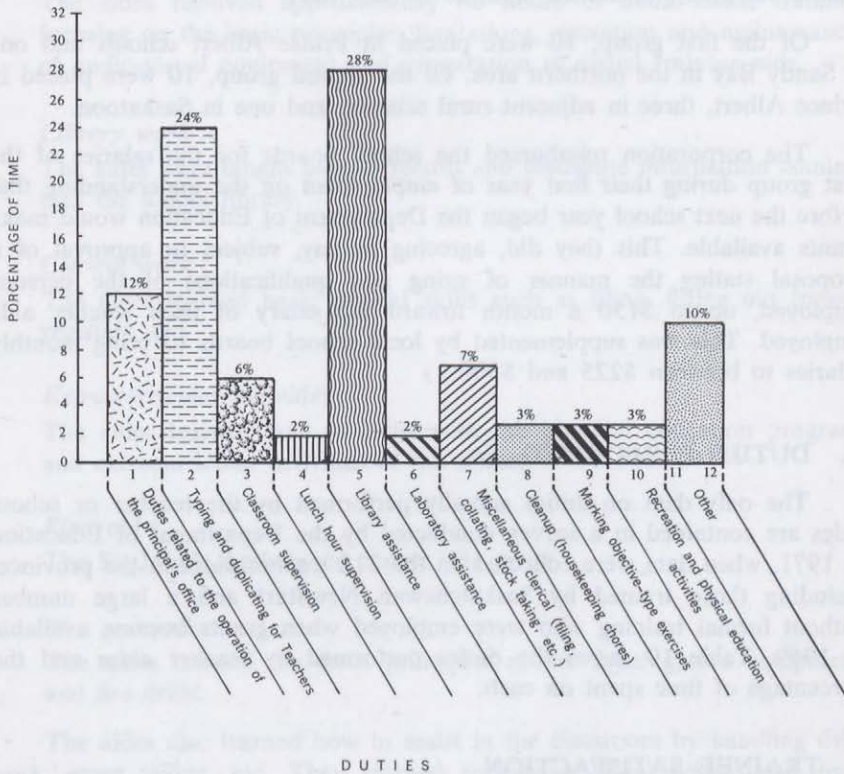
Of the first group of 31 teacher/school aides trained by Saskatchewan NewStart, in the summer of 1968, 18 were still employed as teacher aides in the fall of 1971. This seems to indicate a high degree of satisfaction. On the other hand, it may reflect the scarcity of even minimally satisfying jobs for persons with limited formal education or for native people. The fact that 29 of the 31 trainees were women may also be relevant to the matter : some may have left to assume or devote more time to household responsibilities.

There is some indication of dissatisfaction with salaries, which ranged between \$225 and \$300 a month in 1971.

TABLE 10 (51)

Duties Performed by Teacher Aides

TOTAL PROVINCE



J. EMPLOYER SATISFACTION

The Saskatchewan Department of Education survey sought the opinions of superintendents about teacher aides. In some cases questions were responded to by the supervising principal rather than by the superintendent, but all returns were submitted by the superintendent. The following questions and responses have been selected as indicative of satisfaction with teacher aide performance. Unfortunately, the data do not permit us to compare performance of those trained by Saskatchewan NewStart with those who did not have this training.

Table 11 [50] Does the teacher aide enjoy a good working relationship with the person under whose direction she works?

	PROVINCE		URBAN		RURAL	
	Response	%	Response	%	Response	%
1. Yes	208	95	102	98	106	93
2. Fairly good	4	2	1	2	3	2
3. No response	4	2	0	0	4	4

TABLE 12 (51)

Question: How has the employment of the teacher aide affected the
Teacher's utilisation of the subsequent additional time?

TOTAL PROVINCE

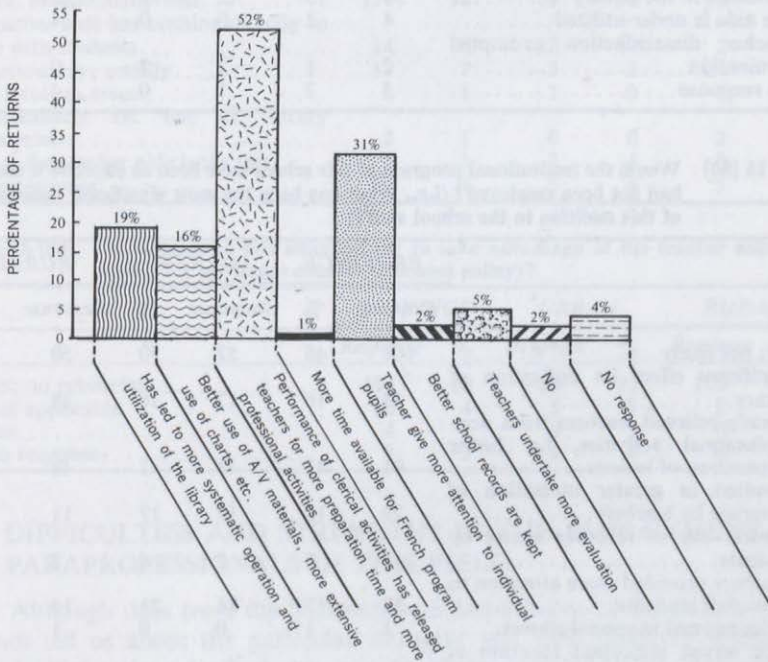


Table 13 [50] Has there been favourable public support or any adverse reaction concerning the employment of the teacher aide in this School?

	PROVINCE		URBAN		RURAL	
	Response	%	Response	%	Response	%
1. Neither; not aware of any; no.	112	51	63	60	49	42
2. Yes; favourable support.....	94	43	34	32	60	52
3. No response.....	11	5	5	4	6	5

Table 14 [50] How do the principal and teacher(s) assess the services provided by the aide? Have they identified any particular areas of strengths or weaknesses?

	PROVINCE		URBAN		RURAL	
	Response	%	Response	%	Response	%
1. The aide is extremely valuable; outstanding; excellent; a definite asset.....	70	32	40	33	30	26
2. Satisfactory.....	126	57	56	53	70	61
3. Low quality clerical skills; typing still needs improving.....	12	5	3	3	9	9
4. Teachers especially appreciate the clerical duties performed and the assistance in the library.....	34	15	12	11	22	19
5. The aide is under-utilized.....	4	2	0	0	4	3
6. Teacher dissatisfaction prompted termination.....	2	1	2	2	0	0
7. No response.....	5	2	1	0	4	3

Table 15 [50] Would the institutional program of this school have been as effective if the aide had not been employed? (i.e., What has been the most significant contribution of this addition to the school staff?)

	PROVINCE		URBAN		RURAL	
	Response	%	Response	%	Response	%
1. No; not likely.....	102	46	52	50	50	43
2. Significant effect on utilization of library.....	35	16	17	16	18	15
3. Greatly relieved teachers from non-professional activities, i.e. better preparation of lessons.....	91	41	43	41	48	42
4. Resulted in greater utilization of materials by teachers.....	29	13	18	17	11	9
5. Greater use of resource centre by students.....	15	6	7	6	8	7
6. Teachers provided more attention to individual students.....	38	17	24	23	14	12
7. Aides assisted in special classes.....	1	1	0	0	1	0
8. Aide served important function of communication between the school and community.....	7	3	0	0	7	6
9. No response.....	6	2	0	0	6	5

Table 16 [50] What has been the general response of the employing school board concerning the effectiveness of the teacher aide in this school?

	<i>PROVINCE</i>		<i>URBAN</i>		<i>RURAL</i>	
	<i>Response</i>	<i>%</i>	<i>Response</i>	<i>%</i>	<i>Response</i>	<i>%</i>
1. Good; satisfactory.....	138	63	63	60	75	65
2. Very enthusiastic.....	24	11	4	3	20	17
3. No reaction; reaction not known...	25	11	18	17	7	6
4. No response.....	27	12	16	15	11	9

K. SERVICE RECIPIENT SATISFACTION

Although the school aide assists, or in a sense services, the teacher, the ultimate recipient of both teacher and aide service is, of course, the student. The Department of Education survey asked two questions designed to assess student satisfaction or reaction to teacher aides.

Table 17 [50] Do the residents relate to the teacher aide well (i.e., do they appreciate the services provided by the aide)?

	<i>PROVINCE</i>		<i>URBAN</i>		<i>RURAL</i>	
	<i>Response</i>	<i>%</i>	<i>Response</i>	<i>%</i>	<i>Response</i>	<i>%</i>
1. Yes; exceptionally well.....	171	78	79	75	92	80
2. Teacher aide has nothing directly to do with students.....	14	6	12	11	2	1
3. Reasonably; usually.....	17	7	3	2	14	12
4. Difficult to assess.....	2	1	1	0	1	6
5. Particularly on use of library materials.....	2	1	0	0	2	0
6. No; the teacher aide lacks tact.....	2	1	2	1	0	0
7. No response.....	10	4	5	4	5	4

Table 18 [50] Do students in this situation try to take advantage of the teacher aide (i.e., asking for privileges counter to school policy)?

	<i>PROVINCE</i>		<i>URBAN</i>		<i>RURAL</i>	
	<i>Response</i>	<i>%</i>	<i>Response</i>	<i>%</i>	<i>Response</i>	<i>%</i>
1. No; no problems.....	194	88	89	85	105	92
2. Not applicable.....	10	4	8	7	2	1
3. Yes.....	4	1	4	3	0	0
4. No response.....	7	3	1	0	6	5

L. DIFFICULTIES AND STRENGTHS IN THE EMPLOYMENT OF PARAPROFESSIONALS IN THIS FIELD

Although data from the Saskatchewan Department of Education survey do not tell us about the particular strengths and weaknesses of teacher or school aides trained by Saskatchewan NewStart, they do tell us a good deal about the difficulties and strengths in the employment of paraprofessionals in this field.

The results of the survey indicate that there is a place in the school system for paraprofessionals. Their greatest contribution seems to be in relieving professionals of clerical duties, giving them more time for lesson preparation and other professional activities. The paraprofessionals appear to be well accepted by professional teachers and supervisory staff, students, and the general public.

Some of the difficulties and limitations encountered initially were lack of role definition, lack of special (particularly clerical) skills, and lack of familiarity with forms and procedures pertaining to school administration, but these difficulties and limitations were largely overcome as the paraprofessionals adjusted to their positions [50].

The contribution of Saskatchewan NewStart was not so much in the training of a handful of disadvantaged persons as it was in the development of a job in which more than 200 are now employed. The teacher aide role might have been created by the Department of Education without NewStart intervention, but the corporation developed a training program, got its trainees into the schools in a role which had previously not existed, and negotiated with the Department of Education and school boards to assume financial responsibility.

PART X

The Training and Employment of Coaches

The second group of persons employed to fill a paraprofessional role in a NewStart corporation was a group of eight employed and briefly trained in January 1969 as coaches. They were the first of a number of coaches trained by Saskatchewan NewStart for employment both in their own training centre and by other institutions and agencies. Some of those in later intakes were professional teachers, but the initial intake was made up entirely of non-professionals, most of them members of the disadvantaged sector of the population. It is with the training and employment of the non-professionals, that this part is concerned.

A. DEVELOPMENT OF PROGRAM

After conducting the teacher aide course in 1968, Saskatchewan NewStart decided to employ persons whose backgrounds were similar to that of those who would be participating in its courses to act as coaches for its trainees.

The first group of eight received one week of training in group techniques, followed by a week and a half of preparation for coaching either life skills or basic education. After six months on the job, they had a one-week refresher course. Later a four-month coach training course was developed, tested, and revised. Finally, it was decided that the life skills coach course could be taught in eight weeks, the length of the current course. Much of the material in this part is from the second edition of the handbook for this course [41].

B. RECRUITMENT AND SELECTION

At present most coach trainees are selected for training by employers or prospective employers or from among graduates of the corporation's life

skills course. In the earlier days of the program they were recruited with the co-operation of a number of referral agencies. Major criteria were :

1. willingness to undergo a number of pencil and paper tests, the results of which would determine in part their entry to the program ;
2. willingness to undergo a two-day intensive pre-course experience, after which a decision would be made on their admittance to the program ;
3. minimum age of 23 years ¹ and maximum age of about 55 years ;
4. some characteristics demonstrating above-average intelligence ; e.g. formal education or some kind of equivalent, self-education, curiosity, fluency in language, broad interests, interest in job advancement, writing ability ;
5. interest in working with people as indicated by type of employment or expression of interest ;
6. need to have male and female candidates, Indian, Métis, and white, with socio-economic background similar to that of students they would be coaching.

Candidates were tested before selection. The variables measured, tests used, and criteria for selection are indicated in Table 19.

Test scores were examined for a pre-determined pattern analysis ; on the basis of this analysis, some were selected to participate in a two-day precourse experience designed to give them an opportunity to become acquainted with the program and with those with whom they would be working, at the same time giving NewStart staff an opportunity to observe and assess them. During these two days the candidates viewed and discussed video-tapes showing intensive group interactions and took part in a number of structured verbal and non-verbal experiences used in human relations training, examining the interpersonal and group problems which emerged. The object of the entire experience was not to sell candidates on the job but rather to present its most difficult aspects so that dropouts would occur at this time rather than after employment.

To date 63 coaches have completed training in intakes comprised largely of nonprofessionals. These include 22 natives and 41 whites (36 male, 27 female). Among the graduates are ex-convicts, unwed mothers, and people whose lives had been seriously affected by addiction to alcohol : their life experiences are similar to those of the trainees whom they are coaching. Educationally, they are superior, ranging from grade 7 to some university, with an average of grade 11. Their ages at time of training ranged from 19 to 49, with an average of 26.

In addition, two experienced life skills coaches have received instruction in training coaches.

¹ The age requirement was lowered in practise if not in policy. Ages ranged between 19 and 49.

Table 19. Selection Criteria for Candidates of the Pre-Course Experience

<i>Variable Measured</i>	<i>Instrument/Scale</i>	<i>Score and Direction Criterion</i>
Reading comprehension	<i>General reading for understanding (RFU)</i>	grade 11 or better
Preference for working situations	<i>Kuder personal preference record (KP)</i> Preference for: group situations stable (familiar) situations dealing with ideas avoidance of conflict directing others	(high = 70 +, low = 40, A 70) high low average or high average or low average or low (if low, see leadership behaviour, below)
Personality	<i>16 personality factor questionnaire (16PF)</i> warmth maturity dominance enthusiasm conscientiousness adventurous sensitivity suspicion eccentricity sophistication insecurity experimenting self-sufficiency controlled tenseness	(high = 7 - 10, low = 1 - 4 average = 5 and 6) high high average high average or high average or high high low average average low average or high average average average or low
Intelligence — Ability to solve novel problems	<i>Raven progressive matrices</i>	70 percentile or better
Vocational aptitudes	<i>General aptitude test battery (GATB)</i>	general — 110+ verbal — 110+ numerical — Average or better
Rigidity and dogmatism	<i>Scale of self-assertiveness and rigor (SSAR)</i>	average or low
Spontaneous flexibility	<i>Alternate uses (AU)</i>	average or high
Leadership behaviour	<i>Guilford Holley L Inventory (GHI)</i>	no extreme deviations
Leadership ability	<i>Leadership ability evaluation (LAE)</i>	score of 10 or less: Look for ability to influence in a democratic manner
Vocational interests	<i>Geist picture inventory</i>	Look for high social service, average or less on persuasiveness, average or higher on literary.

C. TRAINING STAFF

The first group of coaches received two weeks of training in group techniques from three professional trainers (one week on entering the program and the second some six months later). Those who were to enter life skills coaching received further training from corporation life skills staff, an educational psychologist and a social worker ; those who were to become basic education coaches were introduced to materials and methods by the corporation's manager of basic education. The professional trainers took no part in the training of later groups. These are trained by members of corporation staff (professional teachers working with course developers and assisted by previously-trained coaches).

D. TRAINING FACILITIES

Except for the first group, who received their initial training in facilities provided by a local hotel, coaches were trained in the centre described in the previous Part.

E. LEARNING MATERIALS

A large quantity of learning materials was developed, and some materials were purchased for use in coach training. The list of course materials from the handbook for life skills coaches follows :

1. *Handbook for Life Skills Coaches in Training*; Saskatchewan NewStart Inc., 1972;
2. Himsl, R., et al; *Life Skills: A Course in Applied Problem Solving*; Saskatchewan NewStart Inc., 1972;
3. *Life Skills Coaching Manual*; Saskatchewan NewStart Inc., 1972;
4. Manufacturers' operating manuals for video and other audio-visual equipment;
5. Warren, V. B.; *How Adults Can Learn More — Faster*; National Association for Public School Adult Education, 1961;
6. Parnes, S. J.; *Creative Behaviour Workbook*; Charles Scribner's Sons, 1967;
7. Warren, P. W.; *Problems and Needed Life Skills of Adolescents*; Saskatchewan NewStart Inc., 1971;
8. Gryba, E., and Kyba, A.; *A Plan for a Life Skills Course for Northern Adolescents*; Saskatchewan NewStart Inc., 1972;
9. Mardell, E.; *Life Skills for Corrections*; Saskatchewan NewStart Inc., 1971.

Materials prepared for Basic Education instructors include:

- 4 instructors' books for the 5-10 LINC (Learning Individualized for Canadians) program;
- Instructors' book for the BLADE (basic literacy) program;
- Instructors' manual for the Fluency First (Oral English) program.

F. COURSE CONTENT

The first group all had a total of two weeks of training in group techniques. After the first week, the prospective life skills coaches had a further week and a half of similar training. Those who were to become basic education instructors were given training on how to use materials ; how to select materials for individual students ; how to deal with students as individuals ; and how to understand their problems, fears, physical disabilities, and other circumstances contributing to their lack of education. Since then training courses have been developed specifically for life skills and basic education coaches, although eight persons have received combined basic education/life skills coach training. Most of those participating in basic education coach training have been professional teachers, but most trained as life skills coaches have been non-professionals. The basic course for life skills coaches has been revised as the result of experience.

The draft of the new handbook describes a course of 22 units :

1. Overview of the life skills course and the life skills coach training course.
2. Discussion of handouts, centered on the booklet *How Adults Learn More — Faster* (see list of course materials).
3. Relaxation training. Symptoms of tension build-up, stress situations, tension reduction methods.
4. Using video equipment.
5. Attending behaviours. Eye contact, verbal and non-verbal communication, body movement, the art of listening.
6. Communication and human relations problem-solving skills. Non-verbal communication, perception, distortion, and the transmission of information, expressing and responding to feeling, levelling, openness, and responsible feedback.
7. Development of the problem-solving group. The contact laboratory, helpful/harmful behaviours, group behavioural counselling, training in balanced self-determined behaviour.
8. Role-playing. The use of role-playing as a problem-solving skill.
9. Trainee continuance evaluation exercise. A test situation to evaluate level of usable skills attainment and determine who will continue and who will terminate training.
10. Behaviour modification. Use of rewards and punishments to control behaviour.
11. Individual behavioural counselling. Concepts and methods of behavioural (performance-centered) counselling.
- 12a. Creative behaviour. Use of the creative behaviour method to solve personal problems.
 - b. Orientation to the life skills problem-solving system. Recognizing and defining a problem, choosing and implementing a solution, and evaluating the results.
13. Understanding life skills theory. Fundamental concepts involved in life skills.

- 14a. Public relations. Presenting life skills to outside groups.
 - b. Staff relations. Appropriate interaction skills, organizational structure, roles, and positions, good employee behaviour.
15. Presenting life skills. Communicating the process, theory, value usefulness, and basic techniques of life skills.
16. Questioning, discussion-leading, and the case method.
17. Lesson modification and development.
18. Continuous intake. Process and requirements of the continuous intake format, modifying life skills course for this format.
19. Creating and collecting resources. Resource people and materials.
20. Evaluating student progress.
21. Practicum phase. Planning, preparation, and presentation of Life Skills lessons.
22. Field work. Trips, tours, working and living in the field.

G. TRAINING PROCEDURES

The coach training course, as developed through repeated testing and revision, represents an attempt "to wed behaviour skill training methods with human potential and group development" [41].

The course is designed to equip the participants with the life skills in which they are to coach their future students. That is to say, coaches-in-training must themselves acquire these skills first. Their manual emphasizes that they are to be models of the skills to be learned by the students. Thus each unit has two sets of objectives: personal development and coach development. The personal development objectives are, in most cases, to learn to apply life skills in daily living and through this application to teach by example. The coach development objectives are to use life skills in coaching or practice-coaching and not only to use them but be able to explain, illustrate, and demonstrate them.

From the beginning the coach-in-training is an active participant in discussion and illustrative exercises. He has, perhaps for the first time, to put his knowledge and feelings into words for a group. Each explanation and discussion of theory is followed by application. Trainees are encouraged to teach what they have learned to others in their daily lives, as well as to students at the training centre. They learn to be aware of others, of their effect on others, and are given plenty of chances to practice group methods and techniques. They learn how to use, and teach others to use, role-playing as a problem-solving skill; how to modify behaviour through contingency management; how to help others through counselling; and how to use the creative behaviour method. They must understand the fundamental concepts of life skills so thoroughly that they can explain them to individuals, to groups, and through mass media. They develop and use case studies, prepare detailed lesson outlines and a detailed plan for modifying the life skills course for a continuous intake format. They learn how to use persons and

materials in the environment as resources and start collecting libraries of resource materials. They learn to use, and not to react defensively to, evaluative feedback. The course takes them into the community and encourages them to explore situations which broaden their understanding of students' problems and life styles.

Audio-visual media and materials are used extensively throughout. As they are used, the trainees are taught how to assemble and operate them.

H. EMPLOYMENT : DUTIES PERFORMED

To date the corporation has trained 64 non-professional persons as coaches. This figure includes 12 without professional qualifications who took part in coach training courses made up largely of professional teachers.

The initial group were employed by the corporation. Four of the second group and two of the third were employed by the corporation. Several from the latter groups replaced others who had left, two or three of whom were reassigned to other roles in the corporation. Most, however, became and remained either life skills coaches or basic education coaches or instructors. The half dozen non-professionals who at different times became basic education instructors were all given specific training on how to use materials, etc., before they were put into classrooms under professional supervision.

The nature of the duties performed by the coaches is implicit in the nature of the skills in which they were trained. The precise activities to which they apply these skills are :

1. assembling of materials, equipment, and other supplies ;
2. sequencing of lessons ;
3. selecting and application of teaching techniques ;
4. arrangement of setting for maximum learning ;
5. locating and contracting of resource persons ;
6. using audio-visual and reference materials ;
7. using right group formation (full group, working group, triad, dyad, group-on-group) for maximum learning ;
8. guiding group development ;
9. adjusting course materials ;
10. evaluating student progress ;
11. coaching the course.

There were no placement efforts on behalf of the others who received coach training, beyond making sure that they were registered with Canada Manpower and giving them all possible leads to help them in finding employment related to their training. Most were able to find such employment. Corporation-trained paraprofessional coaches are now employed as

counsellors with Canada Manpower and at an Indian residential school, at the Rousseau Indian Reserve, by the Federation of Saskatchewan Indians, with the provincial Department of Welfare (in the probation field), at the Alberta Vocational Centre and Mental Health Association Rehabilitation Centre, in community colleges, with the Department of Education of the Northwest Territories, and with Prince Albert City Social Services on a fee-for-service basis. It is not possible to list specific duties performed by coaches in all these positions, but all make use of at least some of the skills acquired in coach training.

With the decision to demonstrate Saskatchewan NewStart courses in other provinces came the requirement to train staff for these projects. Most project staff (selected outside the corporation) were professional teachers. Six-week programs for basic education and life skills coaches were developed. Although the programs were designed for professionals, a number of persons without professional qualifications have been enrolled in them. There have doubtless also been several persons without professional qualifications among the 60-70 instructors trained, in their own institutions, in how to use the corporation's adult 5-10 LINC (Learning Individualized for Canadians) program.

Practically all the participants in these latter courses are still employed as coaches or instructors in demonstration projects and educational institutions.

I. TRAINEE SATISFACTION ON THE JOB

No attempt has been made to measure job satisfaction, but the fact that most remain in work related to their training indicates some degree of satisfaction. Observations made by corporation supervisory personnel lead them to believe that coaches employed by the corporation obtain a high degree of satisfaction from their work. Conversation with the coaches themselves supports this. They find working with people rewarding; those who have been with the corporation for some time mention also the satisfaction obtained from being in on something new from the beginning, "starting out with very little and helping to develop and implement programs".¹ Supervisory staff confirm that coaches have recommended changes which have been helpful in the revision and development of courses.

Some who have not found the work satisfying have returned to former employment (or unemployment).

Several have left the work at least temporarily to obtain further formal education.

¹ Saskatchewan NewStart coach, in conversation July 1972

J. EMPLOYER SATISFACTION

Because no formal measurement or rating of performance is available, employer satisfaction must be assessed from observations of supervisory personnel in the corporation and feedback from other employers.

Corporation supervisory staff indicate a high degree of satisfaction. Life skills staff give their coaches much of the credit for the success of the life skills program. They are seen to be committed and enthusiastic, and mention is made of their "intuitive expertise" in relating to the trainees. The manager of basic education, which employs both coaches and trained teachers as instructors, states that there is "no real difference except that professional teachers are better able to diagnose and explain". Offsetting this, "the students have less fear of the paraprofessional, they don't feel threatened . . . don't feel the distance . . . are more willing to talk to or ask assistance of the paraprofessional".¹

The feedback from other employers has largely been good. As a direct result of satisfactory performance by coaches previously employed by themselves or others, some employers in Saskatchewan now give extra consideration to people who have had coach training. Some who were rejected before, at least in part because of their lack of ability to communicate, are now employed. Increased facility in communication and awareness of other people, acquired during coach training, are major assets in getting and keeping a job.

K. SERVICE RECIPIENT SATISFACTION

Again, satisfaction must be assessed on the basis of observations of supervisory personnel. Some corporation supervisory personnel have been able to observe the interaction of coaches and students over several years. They seem to be unanimous that, in almost every case, the student (or service recipients) react well to their coaches, whose backgrounds are similar to their own. They can communicate with them, call them by their first names, use them as models, even aspire to similar positions. Native trainees feel encouraged when they see natives in coaching positions. It makes it possible for them to see themselves in coaching or similar helping roles. In short, they feel no great gulf between themselves and the teacher. They are not afraid to talk to or ask help from their coaches, who are available to spend as much time with them as they need.

L. DIFFICULTIES AND STRENGTHS IN THE EMPLOYMENT OF PARAPROFESSIONALS IN THIS FIELD

As pointed out in Part III, one of the difficulties to be expected when employing disadvantaged persons as paraprofessionals is that they will lose some of their identification with service recipients. There is no indication

¹ V. Mullen, Manager of basic education, Saskatchewan NewStart Inc., in conversation July 1972.

that this happened among the group of people trained by Saskatchewan NewStart as coaches. They are able to communicate with both service recipients and professional staff.

Those still employed by the corporation perform well in the work for which they have been trained. The students respond well to them both as instructors and as counsellors. It is true that counselling by non-professionals is not always approved by professional counsellors, but most supervisory staff who have seen the coaches and students together recognize that the coaches can reach people who could not be reached by professionals. The coaches are also able to communicate with supervisory staff (both in the corporation and in other employment). This is a distinct asset for disadvantaged persons, many of whom will leave a job rather than try to talk out problems with their supervisor or employer.

There are, however, difficulties in the employment of paraprofessionals as coaches. Both coaches and supervisory staff note that more than an elementary school education is desirable. Both note that the vocabulary of the paraprofessional is more limited. This can be a handicap, for instance, in explaining to students the steps necessary to overcome problems.

A characteristic of persons who have had life skills training is an awareness of their right to have a voice in deciding their own fate. This is sometimes seen as a disadvantage by administrative and professional staff.

A difficulty arises in classifying coaches for employment. Paraprofessional coaches cannot be classified as teachers; neither should they be classified as teacher aides. If more are to be employed to fill the role for which they have been trained, there must be an adjustment in the system to make room for them. This applies not only to paraprofessional coaches but to paraprofessionals generally. It is not enough simply to push an individual into a slot; there must be a legitimate place for him if his job is to be meaningful. He must not be blocked from upward mobility, and his pay must be commensurate with the services he can render. If the paraprofessional is given an opportunity, the professional will also have an opportunity to do more of the work for which he was specifically and expensively trained, and the student or client should receive better service.

PART XI

The Training and Placement of Social Work Aides

The second program developed by Saskatchewan NewStart to prepare participants for a specific service assistance role was a social work aide program.

A. DEVELOPMENT OF PROGRAM

Reporting in May 1969, Saskatchewan NewStart noted that social service and welfare agencies have extreme difficulty in recruiting and retaining competent professional staff. Social workers are in short supply and competition for their services is keen. In many cases they carry heavy caseloads and no more than skim the surface of service recipient needs. Service recipients become disenchanted or bitter, and the professionals become frustrated and fatigued. Since many of the duties performed by the professionals are not professional duties, the answer to better service and satisfaction seemed to Saskatchewan NewStart to lie in the selection and training of non-professional persons to perform non-professional duties. The social work aide program was therefore undertaken [39].

B. RECRUITMENT AND SELECTION

Participants for this program were selected from participants in the corporation's basic education and life skills program. They were all persons with limited formal education. Criteria were: grade five to ten education; 18 to 45 years of age; minimum Raven Progressive Matrices Test score set by psychologist based on a set of norms developed by the corporation; no physical handicap which would prevent participation in the occupation; empathy with under-privileged; and satisfactory scores on tests to determine flexibility and warmth of personality. Many of those selected had themselves received social work services.

Twenty-two persons were trained as social work aides (only two of those who entered training dropped out). Fourteen of those completing the training were male, eight female. Their ages ranged from 19 to 49 (again the criterion was changed in practice, if not in theory). The average age of the graduates was 36. Their education ranged from grade 5 to grade 11, with an average of grade 9.

C. TRAINING STAFF

The program was supervised and taught by two professional social workers.

D. TRAINING FACILITIES

Social work aides were trained in the corporation's training centre, described on page 65.

E. LEARNING MATERIALS

A training outline was developed and printed in two versions: trainee and coach. As was noted in connection with the learning material for school aides, the curriculum is actually an outline of a process, with guidelines and questions and statements designed to stimulate discussion. The outline for social work aide trainees exploits the social-work-service-recipient background common to many of them.

F. TRAINING CONTENT AND PROCEDURES

The trainees learned by the discovery method, investigating and discussing the various aspects of their prospective role and the skills which they would need, and sharing life experiences, particularly their experiences with social welfare. They identified areas in which they needed more knowledge and helped seek out resource people (welfare workers, specialists in child care and mental illness, public health workers, law enforcement officers, etc.) to supply them with this knowledge. They used films as a source of information and discussion material. They took field trips, and found, duplicated, and distributed pertinent printed material. Other techniques described in Part X were employed. Using these procedures, they covered the following content during 15 weeks of training [39]:

Relational skills:

Improvement and refinement of relational skills learned in their life skills course. By participation in discussion groups, committee work, case studies, public speaking, interviewing fellow trainees, role playing, video-tape-playback-and-group-critique technique for self-appraisal and personal growth.

Operation of audio-visual equipment:

Approximately 10 hours of instruction in the construction, use, and care of audio-visual equipment, including overhead projector, opaque projector, television camera and video-recorder, 16 mm and 8 mm film projector, slide projector, film strip projector.

Clerical Work:

Basic office procedures: filing, typing, completing forms, duplicating, operating switchboard and handling telephone calls, operating dictaphone, and cassette recorder.

First Aid:

St. John's Ambulance course.

Library training:

Ten hours of training in: requisitioning of materials, processing of books, indexing, shelving, circulation of pamphlets and periodicals, preparation of displays, repairing books.

Grooming:

Essentials of good grooming and personal hygiene.

G. PLACEMENT

Considerable difficulty was encountered in developing job opportunities for social work aides. Local personnel in social work agencies showed interest in employing paraprofessionals but did not have the support of their funding bodies, without which they could not modify job categories to include a job definition for social work aides. Eventually two of the social work aides obtained employment in the local office of the provincial Department of Welfare, five were employed in hospitals and two in other institutions, five others secured employment related to their training, six secured employment unrelated to their training, and one entered another training course.

H. DUTIES PERFORMED, SATISFACTION

There was no follow-up to determine precisely what duties were being performed by the social work aides or how satisfactorily these were being performed, although it was learned that native clients were happy to be served by Cree-speaking social work aides.

I. DIFFICULTIES AND STRENGTHS IN THE EMPLOYMENT OF PARAPROFESSIONALS IN THIS FIELD

The first difficulty lies in obtaining acceptance of paraprofessionals in this field. The first step which seems necessary is an analysis of job functions. According to those who attempted to develop job opportunities for the social work aides, many agencies have never analyzed job functions to determine

how many of the tasks of professional personnel are non-professional tasks which could be performed by paraprofessionals. Until they do this, they will not know how much the paraprofessional can do or how much more professional work could be performed by professional staff if they were relieved of non-professional tasks.

Although this was the major difficulty, another difficulty was the attitude of a few administrators and supervisors toward lay people taking over tasks now performed by professionals, even though these tasks now include such things as helping clients shop and finding boarding houses and employment.

Though few persons have yet been employed as social work aides, their strength in this field is seen in their understanding of the service recipients and their neighbourhoods. Cities such as Prince Albert, with an influx of native people from the north, are seen as having a special need for Cree-speaking social work aides at the bus depot, certain hotels, hospitals, and other locations to help newcomers adjust to the city, its problems and opportunities [39].

PART XII

The Training and Placement of Socanics

It has been noted that as early as 1968 Saskatchewan NewStart put forward a plan for the training of "service assistants to professionals" in day care centres, schools, libraries, social welfare agencies, guidance and counselling programs [40]. In 1968 and 1969 the corporation trained persons for specific service assistance roles in schools and social welfare agencies. In March 1970 the corporation began testing a program designed to provide basic grounding for service at the paraprofessional level in a wide range of human service occupations.

A. DEVELOPMENT OF PROGRAM

The corporation became increasingly aware that there was a core of skills and knowledge common to the needs of service assistants or paraprofessionals in all human service agencies. They set out to identify these skills and knowledge areas and to develop a course by means of which these could be acquired. A new term, Socanic (derived from "social mechanic" and meaning a skilled worker in social institutions) was coined, to be applied to the new course and its graduate-practitioners.

The course as first developed was tested March-to-July 1970. Since that time it has been extensively revised to change the focus from social change to the original goal of "service assistance to professionals". The revised course gives very strong emphasis to the skills of communication.

B. RECRUITMENT AND SELECTION

Participants were selected from students in the corporation's basic education and life skills programs. Criteria were : grade five to 10 education ; 18 to 45 years of age ; minimum Raven Progressive Matrices Test score set by psychologist based on a set of norms developed by the corporation ; no

physical handicap which would prevent participation in the occupation ; empathy with under-privileged ; and satisfactory scores on tests to determine flexibility and warmth of personality.

Twelve persons (five men and seven women) started and ten (four men and six women) completed the Socanic training course. Five of the ten were white, three Indian, and two Métis. Their education ranged from grade 8 to 10 and their age from 18 to 46, with an average of 25.

The revised course requires that its participants have grade 10 or the equivalent in English and mathematics, and that they be able to operate a car.

C. TRAINING STAFF

The Socanic course was supervised by a qualified teacher and an anthropologist and taught by a teacher and a social worker.

D. TRAINING FACILITIES

Socanics were trained in the corporation's training centre (see page 65).

E. LEARNING MATERIALS

The Socanic course was based on material in a Socanic course manual prepared by corporation staff.

The MIND¹ typing course was included as part of the course.

Office and audio-visual equipment (duplicating machines, projectors, tape recorders, etc.) were extensively used, and students learned to operate this equipment.

Since the course was initially designed, it has been revised twice. The third edition of the Socanic course manual lists printed materials and a number of films and filmstrips recommended for use in teaching the course.

F. TRAINING CONTENT AND PROCEDURES

The discovery method described in detail in Part X was the basic training procedure in the Socanic course. Much of the course content was learned through role playing, video-taped and played back, then discussed and evaluated. Operation of equipment and assignments in the community were tied in with course lessons.

The students themselves identified gaps in knowledge or communication patterns and proposed solutions.

¹ MIND Inc., Stamford, Connecticut. Not included in the revised course.

This four-month course included on-the-job training in a primary school, in a welfare agency, and in a native Friendship Centre.

The revised course is a six-month course, not including on-the-job training. Approximately one-third of the time will be given to upgrading basic education to the Adult XII level, the balance to the following :

Communication Processes:	Speaking skills Writing skills Listening skills Case studies
Clerical:	Record keeping Use of a duplicator Use of a tape recorder
Human Relations:	Interpersonal skills Leadership skills Interviewing skills Socanic relationships
Human Growth and Development:	Physical, mental, emotional, and social growth from birth to old age
Personal:	Human needs Budgeting money Budgeting time Why save?
Organizational:	Organizational finance Interpersonal relations at work Ethical behaviour Referral.

G. PLACEMENT, PERFORMANCE

As with others trained by Saskatchewan NewStart, staff did not take initiatives in job placement, feeling that the training should equip participants for the job search.

Participants in this course met with only limited success in their job search. The emphasis of the course has since been changed ; or rather the course has been revised to bring it back from the emphasis on social change which it had acquired to its original goal of assistance to professionals. In their role of aides, who can perform a number of non-professional tasks which professionals are now performing because there is nobody else to do them, it is hoped that Socanics will be not only accepted but welcomed by professionals in a number of fields. In revising the course, a number of these professionals, as well as both native and white service recipients, were consulted and literature reviewed to identify skills required for the performance of non-professional tasks in health, education, law enforcement, behavioural science, and civic fields. The following are all seen as potential employers of the new Socanics : Indian and Métis associations, the Depart-

ment of Northern Development and Indian Affairs, Departments of Welfare, Health, and Manpower, School Boards, penal institutions, the John Howard Society, mental hospitals, geriatric care centres, park and recreation boards, Police Departments and RCMP detachments, and private businesses.

H. DIFFICULTIES AND STRENGTHS IN THE EMPLOYMENT OF PARAPROFESSIONALS IN THIS FIELD

As the preceding implies, the greatest difficulty in the employment of paraprofessionals is in gaining initial acceptance, respect, and support from the professionals in the field.

The introduction to the new Socanic course material points out advantages which should accrue both to the professional and his employer with employment of Socanics :

- professionals would no longer be required to spend a considerable amount of their working time doing tasks of a non-professional nature ;
- they would therefore be freed to perform more tasks of a more professional nature ;
- present services to clients could be extended and enhanced ;
- more preventative and rehabilitative work could be undertaken.

The course developers are not, however, solely interested in advantages to the professional and the service recipient ; they are interested in the potential advantages to a large group of people presently excluded from meaningful employment because of their lack of academic qualifications. They see the Socanic course as training for work which the poor can do here and now ; but more than that : as a step on a ladder on which they can progress upward. This new careers ladder is an alternative to the present predominant ladder on which the would-be professional progresses through elementary and high school and university to employment. The career model which Saskatchewan NewStart has sought to implement by creating paraprofessional jobs at two levels (Socanic and coach) takes the person who is typically an unemployed high school dropout and gives him academic upgrading and initial occupational training. This is followed by work experience at the Socanic or aide level, which in turn can be followed by further training to bring him to coach level and eventually to professional certification.

The Socanic is seen as being particularly needed in northern communities and especially in the medical and legal fields. In these communities and in these fields professionals are not only scarce : they are hampered by a problem in communication with Cree- or Chipewyan-speaking clients which could be overcome or at least greatly alleviated by the employment of indigenous paraprofessionals.

PART XIII

The Training and Placement of Indigenous Paraprofessionals¹

Like Saskatchewan NewStart, Manitoba NewStart sought to equip indigenous people with core skills and knowledge which would be useful to them in the human and social development field generally. They did not use the word "Socanics"; in fact, two early courses are identified simply as training programs. Third and fourth courses, longer and more structured and applying learnings from the earlier courses, are identified as paraprofessional training.

A. DEVELOPMENT OF PROGRAM

The program was developed when other plans fell through. The corporation then proposed that it collaborate with other agencies to seek a method of training men and women of Indian ancestry in social skills which would make them valuable to any of a number of agencies, including:

The Pas Indian and Métis Friendship Centre	— as court workers
Department of Northern Affairs	— as community education officers
Manitoba Indian Brotherhood } Manitoba Métis Federation }	— as social animators
Keewatin Community College	— as dormitory counsellors
Band Staff	— as community counsellors
Manitoba NewStart	

B. RECRUITMENT AND SELECTION

Plans were to train three groups of 20 each. Actually 102 persons were trained in four groups, so there would appear to have been no difficulty in recruiting a sufficient number of persons. Potential employing agencies told

¹ Material for this Part from [21, 22, 23].

their clients about the program, and NewStart community counsellors publicized it among their contacts. After the first course, we are told, "people were . . . competing to be accepted". The number of applicants was greater than the number who could be accommodated. It is not known how large a part the payment of occupational training allowances played in the competition for training.

Potential employing agencies assisted in the selection of trainees, apparently on subjective judgment ; no criteria appear to have been laid down except that the trainees had to be of Indian ancestry, have basic reading and communication skills, and be eligible for Occupational Training Allowance. In the recommendations for future programs, the report on the third and fourth courses [23] reads :

"With adult experience, a grade 8 reading level would appear sufficient. We recognize that others doing similar studies have recommended grade 10. Many variables affect this judgment. These include :

- (1) type of work involvement anticipated for the trainees,
- (2) level of maturity in interpersonal relations,
- (3) previous practical experience,
- (4) anticipated follow-up training.

"The areas of evaluation which seem most important in trainee selection are :

- (1) agency recommendation. This implies an evaluation by professionals with contact over a period of time and support for the trainee before, during and following the course.
- (2) motivation. Interviews by the training agency should be held with each applicant prior to selection for the purpose of exploring motivational factors. It would seem inappropriate to suppose that this kind of training will provide motivation. The intent of this training is to build and enlarge on motivational factors already present. To select trainees on the basis of written application only would appear inadequate."

C. TRAINING STAFF

Training staff consisted of a trainer from the staff of the Extension Division, University of Alberta, a trainer from the staff of the Ontario Department of Youth and Education, a corporation project director, and corporation community counsellors (three for the first, third, and fourth courses, four for the second), with a number of resource people contributing for limited periods.

D. TRAINING FACILITIES

The first, second, and fourth courses were held in the corporation's training centre in Camperville. This is a large, old, three-story stone building formerly used as a residential school, about two miles from the centre of the village. It has facilities for eating and sleeping as well as classroom space.

The third course was held in the corporation's headquarters on The Pas Reserve. Housing was provided in hotels and private homes in The Pas. The seventh and final week was spent in Camperville.

E. LEARNING MATERIALS

There is no record of any materials having been prepared for the first and second courses. Flip charts and blackboards were used, and much use was made of illustrative games. Films were used during the second, third, and fourth courses. During the third and fourth courses, at least, a number of books, pamphlets, and papers relating to work in human relations were available to the students while at the training centre. Other materials were prepared and distributed :

Copies of papers by professionals in the field

Instructional outlines on care and use of audio-visual equipment, leadership training techniques, report writing, problem-solving techniques, etc.

Course evaluation forms

A service information manual which included information on :

1. Health services
2. Income maintenance services
3. Information services
4. Mobility grants
5. Training programs
6. Social and economic orientation
7. Welfare services.

F. TRAINING COURSE CONTENT AND PROCEDURES

The first course lasted 10 days and involved 18 trainees. On the first day the trainees were divided into two groups of nine, each of which became a T-group or sensitivity group led by a qualified trainer. Illustrative games and exercises and other encounter techniques were employed. The initial reaction to these techniques seems to have been surprise, confusion, and resentment. Trainees felt they had been recruited for a leadership course

and did not see how talking about themselves could make them leaders : they had expected classroom training. No doubt racial traits and language difficulties also contributed to confusion and resentment. As one of the native participants expressed it, it is "very difficult for the Indian and Métis people to discuss feelings toward one another". On the fourth day the members of both groups were asked if they wished to remain in T-groups or switch to classroom learning. Interestingly, after four days only six opted for classroom learning, and these six formed a classroom group for the remaining six days. The others formed a new T-group. There is no way of assessing the comparative learnings of the two groups from information available. Observers reported that some individuals did become able, through the T-group sessions, to express their feelings and fears, which increased their self-confidence and improved their relationships. The only criticism of the classroom experience referred to the instructor's use of "50¢ words".

The only resource people brought in to speak to the first group were members of corporation staff who spoke about the corporation and about social animation.

Most of the course was directed toward finding answers to the following questions :

What is this course all about ?

What is action ?

How do you help a group function ?

How are group decisions made ?

What is expected from this course ?

What is wanted from NewStart and others ?

What characteristics are most important in those selected as discussion leaders ?

The second course lasted nine days and involved 58 trainees. Before the course began, a steering committee (three persons from each of the three native communities from which trainees were drawn, a Manitoba Indian Brotherhood community development worker, and a social service community development officer) told the trainers that they felt a specific technique should be learned and practiced in each session and that some trainees would not understand even simple English. Encounter techniques were still used, but interspersed with these were group discussion sessions. There were three discussion groups of 18 or 20 each, which were split for sensitivity sessions. As there were only 2 trainers present, most of the sensitivity sessions were led by the 11 discussion leaders, 9 of them graduates of the first course employed by the corporation. Frequent staff meetings gave these discussion leaders direction and reinforcement.

The corporation's social animator was brought in to speak to the group on "How to Get Money from Government". As a result of his talk another member of the corporation's staff and a social development worker were brought in to give further information on an issue he raised.

Discussion group sessions were devoted very largely to identification and discussion of community problems. Trainees listed what they saw as the main problems of their home communities and ranked these in order of importance. They were then asked to select those problems which were common to two or three of the communities represented or with which one community could help another. These problems were presented to the entire group for discussion. After considerable discussion, both as a whole and in groups, one problem was selected as one on which they could all co-operate in planning a course of action. They held a meeting on this issue and elected a representative to invite officials from the three communities to meet with them to discuss the problem. The students conducted this meeting and presented their agreed-upon plan of action to the officials. They asked that the officials call meetings in their communities and said they would make sure this was done. In other words, they had moved from a general awareness of problems to identification of problems, then to planning a course of action, and finally, to carrying out the plan as far as possible, within the limits of time and locale.

Training content and procedures for the third and fourth courses were similar. These were seven-week courses involving a total of 26 trainees two of whom did not complete the course). The curriculum for these courses was developed following a review of the work in paraprofessional training by Prince Edward Island and Saskatchewan NewStart Corporations and consultation with Indian and Métis federations, departments of government working in native communities, and Canada Manpower. The curriculum guide lists learning activities and behaviours leading to the achievement of the following :

- Ability to speak and read aloud in public
- Ability to translate English into Cree or Sauteaux
- Confidence and skill in interpersonal relationships
- Ability to lead group discussion
- Ability to conduct a meeting
- Ability to apply for a job
- Ability to move in an urban setting
- Ability to operate a 16mm movie projector, a polaroid camera, a slide projector, different types of tape recorders
- Ability to lead a constructive working life
- Basic knowledge of government and how it operates
- Basic knowledge of factors governing human behaviour

Knowledge of Indian/Métis history

Basic knowledge of communities (leadership patterns, factions, power structures, social groups, residence patterns)

Knowledge of the nature and functioning of organizations, with special emphasis on the Manitoba Indian Brotherhood and Manitoba Métis Federation

Knowledge of health and social development programs

Basic knowledge of process of community development

Knowledge of Canada Manpower programs

Knowledge of role of Indian/Métis Friendship Centres

Knowledge of role of court worker

Knowledge of Department of Indian Affairs

Knowledge of common characteristics of Indian reserves and Métis communities

Knowledge of and experience in problem-solving

Understanding of problems of mobility

Understanding of problems in communication

Understanding of roles of professionals and paraprofessionals

Knowledge of and experience in basic counselling methods

As far as possible, the trainees learned through experience and practice. Discussion techniques, films, role playing, guest speakers, and field trips were used as aids to learning.

Trainees had two weeks of field trip experience. Field trips were set up in co-operation with interested agencies to help trainees determine their occupational preferences by giving them an opportunity to observe working conditions and meet personnel in these agencies. Additional benefits were that the trainees gained experience in budgeting, scheduling, and coping with problems of travelling, and broadened their experience and outlook.

One week was given to a human relations laboratory experience. Sensitivity and encounter techniques were used. Exercises and illustrative games were related to communication, courage, conflict, and identifying and solving problems in interpersonal relations. A problem-solving guide was used at the end of the workshop to show how increased sensitivity in interpersonal relationships can be used to help define community problems [23].

G. ON-JOB TRAINING

Plans called for selected trainees from each of the three intended courses to be placed on the corporation's payroll until the end of the fiscal year to continue their training, specifically in the area of community

development. The first course ran between October 19th and 28th, 1970. Apparently participants in this course understood that nine persons were to be employed by the corporation as social animators, because they immediately began inquiring about these positions. Some appeared to have come specifically to obtain such a position, which distracted the whole group from the purpose of the training course. Again and again the group and subgroups returned to discussion of who would be chosen and on what basis.

On the final full day of the course the trainees were asked to list the qualities which they thought should determine selection, and then they were asked to rate their fellow trainees on the basis of these qualities. This was a "secret ballot". The group picked three persons to tabulate the results. The nine persons who received the most points were chosen for on-the-job training or employment, and were almost immediately involved in planning the second course, which began two weeks after the first course finished. During the three days immediately before the second course began they took part in a pre-course training program. They were designated discussion leaders and led both discussion and sensitivity groups. Throughout the course they met with the trainers several times a day for purposes of evaluation and planning.

There is no mention of on-the-job training for trainees in the second, third, and fourth courses.

H. PLACEMENT

Nine (50 per cent) of the trainees in the first course were placed with the corporation until at least the end of the fiscal year (five months). This was referred to in the planning stage as on-the-job training, and in the operational stage as employment.

There is no record of placement of the remaining participants in the first course or of the participants in the second course.

Placement efforts on behalf of participants in the third and fourth groups began before course development. Potential employers were contacted and indicated interest in employing paraprofessionals. The required level of skill was discussed with potential employers, who were encouraged to contribute to the curriculum. An attempt was made to obtain some commitment to employ graduates of the program. During the courses representatives of human development agencies explained their function to the trainees and answered questions. During the field trips some had job interviews. Job opportunities were posted and trainees encouraged to apply.

Trainees and instructors contacted potential employers about opportunities. After the courses ended, one of the staff continued to assist those who had not located employment. Letters were sent to 21 potential employers.

The response to these letters was negligible, but some opportunities were located through personal contact, and unemployed trainees were informed of these opportunities. Approximately 10 weeks after the fourth course ended a questionnaire was sent to the 24 graduates of the third and fourth courses. Of the twelve who responded, six were employed. Eventually 19 of the graduates were known to have obtained employment.

I. DUTIES PERFORMED

The only record of duties performed by the graduates of the first course who were taken onto the payroll of the corporation is in the report on the second course [22]. During the second course the graduates of the first course led groups, including sensitivity groups, and helped evaluate each day's program and prepare for the following day.

There is no record of placement of the remaining participants in the first course or of the participants in the second course.

Of 12 graduates of the third and fourth courses who responded to a questionnaire 10 weeks after the fourth course ended, six were employed: one by the Frontier School Division, two by the Department of Indian Affairs, one by Canada Manpower, one by Statistics Canada, and one by the Manitoba Indian Brotherhood. The nature of their duties is not recorded, but corporation program staff report that they were employed as aides to professionals.

J. SATISFACTION : TRAINEE, EMPLOYER, SERVICE RECIPIENT

It was the intention of the corporation to contact both trainees and employers three months after the completion of the fourth course to determine how the job placements were working out, how well the training had prepared trainees for paraprofessional employment and how they were progressing as employees. Unfortunately, by this time the future of the corporation was uncertain, staff had been dismissed or resigned, and there is no record of such a follow-up. There is an indication that employers were well satisfied, in that they asked the corporation to provide more of this type of training. Unfortunately, the corporation was unable to comply.

K. DIFFICULTIES AND STRENGTHS IN THE EMPLOYMENT OF PARAPROFESSIONALS IN THIS FIELD

In spite of the interest shown by a number of agencies in the training and employment of paraprofessionals, it was difficult to place graduates except with agencies that had definitely committed themselves. It is probable that local interest was sincere but that in some cases paraprofessionals could

not be hired without adjustment of hiring policies or job classifications at a higher level. (This was found to be the case in Saskatchewan.) Also, in some cases placement was difficult because of personal characteristics or reputations of individual trainees.

There was no follow-up to obtain information as to what specific difficulties may have been encountered with trainees who were employed. Employers seem to have been, generally, well satisfied. Professionals in the human service field in this area seemed to feel there was a genuine need for people to work on a paraprofessional level.

PART XIV

The Training and Placement of Indigenous Teacher Aides¹

New Brunswick NewStart was the second corporation to conduct a training program for teacher aides. Although in Saskatchewan NewStart the revised program was known as a school aide program, both school and teacher aides were trained to work as paraprofessional aides to professional teachers.

A. DEVELOPMENT OF PROGRAM

This project was one of the first to be undertaken by New Brunswick NewStart, and began in the fall of 1969. By February 1970, the development group had a proposal ready for submission to the provincial Department of Education, the New Brunswick Teachers' Association, the local school boards, and other educational agencies who could be presumed to be interested. The project was approved and co-operative working relations were established. Representative members of the teaching staffs of schools in the project area were met and the objectives of the project explained. Ten schools were selected for the employment of teacher aides.² Documentary material was supplied to these schools, and the teachers with whom teacher aides would be placed studied the possible tasks which could be assigned to them. The role of the research team who would be working with administrators and teachers was explained. Teachers were involved in development of curriculum.

B. RECRUITMENT AND SELECTION

The criteria for participation in the training program were : grade 10 or equivalent ; keen interest in education ; residency in district ; and eligibility for Department of Manpower Occupational Training Allowance.

¹ Material for this Part from [25, 27, 28, 46] and from conversations with Sr. Noella Saulnier, Project Manager, in August 1972.

² Later five schools were added, bringing the total of participating schools to 15.

With the help of the local Canada Manpower Centre, 47 candidates for training were recruited. From these 15 were selected, on the basis of psychometric tests and interviews, by a committee consisting of three educators (a senior staff member of New Brunswick NewStart, a school principal, and a teacher). They were rated by the interviewers on motivation, personality, flexibility, maturity, confidence, and attitude toward young people. Most of the candidates, and all those selected, were women. All but one were bilingual (the exception had English only) ; all had grade 10, 11, or 12 education. Their ages ranged between 17 and 60, most being between 30 and 35. Five did not meet the criterion with regard to eligibility for Occupational Training Allowance.

C. TRAINING STAFF

Training staff included the project co-ordinator and an audio-visual technician (full-time) and a number of persons who conducted one, two, or several sessions. These resource persons included a superintendent of schools, a group dynamics specialist, a psychologist, teachers, a librarian, mathematics specialists, a health nurse, and a police officer.

During on-the-job training, the teachers with whom aides were placed performed an important training function, working with the aides in the classroom and attending regular meetings of teachers and aides.

D. TRAINING FACILITIES

Initial training took place in corporation headquarters. On-the-job training took place in 15 schools in the project area.

E. LEARNING MATERIALS

A curriculum was prepared by corporation staff and teachers in the project area. Corporation staff prepared an instructional package which included material on personal development, the operation of audio-visual equipment and the making of transparencies, technical and library skills, and educational psychology. In addition, a number of books, films, and tapes were used as learning materials. Corporation library facilities and audio-visual equipment were used as learning aids during the initial training period, and normal classroom facilities were, of course, used during on-the-job training.

F. TRAINING CONTENT

The curriculum was developed with the co-operation of teachers in the project area and Saskatchewan NewStart, who had already conducted a

school aide training program. During the first phase — group-group training — the following content was covered :

Concept of teacher aides

School organization in New Brunswick

Human relations (how to cope with personal problems and with problems in dealing with others, acceptance of others)¹

Child psychology

Typing

Preparation of teaching materials (transparencies, etc.)

Operation and maintenance of audio-visual equipment

Basic elements of teaching methods

Working in the school library

Terms used in mathematics

School hygiene and first aid

Road safety

This two-month period also covered three days of observation in three schools.

During the four-month in-service or on-the-job training phase each teacher aide worked under the guidance of three teachers. She became acquainted with the staff, students, policies, and learning materials in the school in which she was working. Most importantly, she learned to work closely with the three teachers.

On-the-job training began on March 1 and continued to the end of June, when the teacher aides were brought together to evaluate their work. They felt they needed additional training in several areas, and a two-week refresher course was therefore given in August. It included further training in the maintenance and operation of audio-visual equipment, human relations, office procedures, and library organization.

G. TRAINING PROCEDURES

The training program incorporated the extensive use of what the project co-ordinator refers to as “three libraries” : books and other written materials, films and tapes, and people (a living library). The trainees not only learned from all these libraries, they were taught how to use them to obtain needed information in future.

During the first phase resource people were used to introduce most of the subjects covered. Films and tapes were used where appropriate materials were available. Books and other printed materials were made available to

¹ Rated by the project co-ordinator as extremely important.

the trainees. In every possible case learning included practical application of new knowledge. For instance, corporation audio-visual and office equipment and library facilities were used by trainees practicing new skills. The trainees actually prepared transparencies and other teaching materials. Throughout the course they were encouraged to discuss new learnings and express opinions.

During the second phase the trainees spent full working time in the classrooms in which they were to be employed, each trainee being assigned to work with three teachers, most of whom had been prepared through a series of meetings with the project co-ordinator to work with teacher aides. However, because there were none of the dropouts that had been expected, teacher aides went into five schools in which the teachers were relatively unprepared ; it was hard for these teachers to know at first what work to give the aides or how to supervise them. This was, in fact, a training period for both aides and teachers.

At the end of the school year (and four months of on-the-job training) the aides asked for a refresher course, and a two-week course was held in August. They helped prepare the groundwork for this course by indicating what subjects they wanted covered and how much time they wanted to spend on each one. Resource people were invited to cover the various subjects and a number of sessions arranged from which participants were allowed to arrange their own timetable, so that each got from the course what she felt she most needed.

H. PLACEMENT

A great deal of work was done before the project was undertaken to ensure that participants would have suitable on-the-job training sites and also employment following training. The district and regional superintendents of schools and principals and teachers were continuously consulted ; they also advised on the program. The expected number of schools, and the teachers with whom aides were to work, were selected in advance. These teachers, and the principals of the schools, took a great interest in the project. They prepared a list of non-professional duties which they thought aides could perform, and they assisted in the development of the training program. Because of the careful groundwork, teachers were prepared to train and school boards to employ teacher aides.

I. DUTIES PERFORMED

Early in the development of the project a list of suggested teacher aide activities was distributed to the principals of the participating schools. At the end of the first school year during which the aides were in the schools they were asked to indicate which of the tasks on the list they had actually

performed. Although all tasks on the list had been performed by at least one of the aides, the following includes only the tasks performed by a *majority* of the 15 aides.

	<i>No. of aides who performed this task</i>
CLERICAL	
1. Typing, duplicating, and collecting instructional materials	15
2. Keeping attendance records	12
3. Entering marks in the teacher's marking book	11
4. Averaging academic marks and preparing report cards	9
5. Duplicating students' writings and other work	9
HOUSEKEEPING	
1. Maintaining orderly arrangement of the classroom	13
2. Arranging instructional materials for accessibility	12
3. Preparing and supervising pupil work areas	11
4. Keeping blackboards clean and ready for use	10
NON-INSTRUCTIONAL	
1. Distributing books and supplies	13
2. Collecting homework and test papers	9
3. Obtaining special materials for science or other projects	9
4. Administering routine first aid and attending sick and injured children	9
5. Assisting groups engaged in special projects — constructing, researching, or experimenting	9
AUDIO-VISUAL ASSISTANCE	
1. Setting up and operating overhead projectors, slide viewers, and other instructional equipment	11
2. Helping to order and return films, filmstrips, and other A-V materials	
3. Helping to preview films and other A-V materials	
OTHER	
1. Correcting standardized and objective tests	14
2. Preparing instructional materials — cutouts, flash cards, charts, transparencies, etc.	13
3. Helping to teach etiquette and good manners	8
4. Assisting the teacher in special demonstrations in science, art, etc.	8
5. Putting written and number work on the blackboard	8
6. Assisting and checking pupils in seat work	8

J. TRAINEE SATISFACTION

Tests have been administered to determine job satisfaction, but all that is available so far is the information that "all hypotheses being measured were positive according to findings to date" [26]. Pending the availability of test findings, some satisfaction can be assumed from the fact that, of the 15 persons trained as teacher aides in 1970-71, 14 were working as teacher aides in the fall of 1972. The fifteenth has recently married and moved to another province, in which she hopes to resume her career as a teacher aide.

Salary paid by the province is not high (\$1.75 an hr. \times 35 hrs. a wk. \times 39 wks. a yr. = \$2388.75 a yr.), so it can perhaps be assumed that there are other satisfactions. This, in fact, is the observation of the project co-ordinator, who has now worked closely with the teacher aides for almost two years. Granted it is subjective, the observation of the project co-ordinator is that most of the aides find this the most satisfying employment they have ever had. They are learning all the time and are proud of this. They feel that their work is important, and this, too, is a new experience.

It would appear that their satisfaction in the job shows in contacts with other women in their communities, because other women in the communities in which there are teacher aides have volunteered to give non-professional assistance in the schools. Those teachers who have had experience with teacher aides are accepting such volunteer help.

K. EMPLOYER SATISFACTION

On March 1, 1971, the teachers trained by the corporation became employees of the school boards of districts 11 and 12 in Kent County, New Brunswick. Fourteen of the original 15 remain so employed. The fifteenth had to resign when she got married and moved to another province. It is significant that the province has granted permission to replace this teacher aide, and she has been replaced by a woman who had worked in the school as a volunteer.

No tests have been administered to school board members, nor to the district and regional superintendents under whose supervision the teacher aides worked, to determine the extent of their satisfaction. Superintendents, together with Deputy Ministers of Education and other officials and 400 teachers, attended a teacher aide seminar in October 1971. At this seminar the elementary school section passed the following resolutions :

Whereas the contribution of teacher-aides has proven to be very good according to the teachers and the principals involved in the pilot schools of districts 11 and 12, to such an extent that many teachers would like these aides in their classes: it is moved that the Department of Education be asked to increase the number of aides to double their number, if possible, for September 1972.

Whereas the inclusion of teacher-aides is very desirable, it is moved that, whenever any others are being provided, equal chances be given to each school and that the new teacher-aides be allotted to elementary schools, specially where interest has been shown for such assistance.

A meeting held in June 1972 to discuss expansion of the project was attended by district and regional superintendents and by the chairmen of both school boards employing teacher aides. The following extracts from

a report of the meeting [26] provide a measure of their satisfaction with the teacher aides whom they employed and supervised :

Alcide LeBlanc¹, with the aid of the blackboard, demonstrated that since research has proven that more than one-third of the teacher's time is spent doing different chores, it remains that the teacher works two-thirds of his time as a teacher, and, with the ratio of one aide to three teachers, we are providing an opportunity for those three teachers to devote their full time to teaching, thus improving productivity and saving money.

Roger Richard² pointed out that the question was education of our children and not one of money.

Mrs. Boisvert³ asked if it would be possible to negotiate without delay with Federal Government agencies in order to obtain necessary funds (for the continuation and expansion of the teacher aide program).

L. SERVICE RECIPIENT SATISFACTION

The direct recipients of the services provided by teacher aides are the teachers and pupils. Tests have been administered to measure student achievement, student-teacher relationships and peer relations, "professionalism" of teachers, changes in phenomenological views and job satisfaction, and all findings to date confirm the hypotheses. The significance of this was explained by the corporation's research director at the meeting in June [26] :

Mr. Maillet informed us that small increases had been experienced in the six criterion variables during the first term of the teacher-aide intervention. I wish to point out that it is unusual to find such consistent increases in all criterion variables, especially considering that they are uncorrelated to each other, that is orthogonal. Such a finding, as reported by Mr. Maillet, is of significance; we must always look not only at the amount of change that took place in order to determine the viability of the intervention, but also at the consistency with which the change took place. The findings therefore warrant, in my estimation, some optimism regarding the future effect of the intervention on children and teachers.

At the same meeting it was reported that "fantastic changes have occurred in the professionalism and job satisfaction of those involved" (i.e. the teachers). These changes are documented on cassette and video-tape recordings. Teachers with aides find that they can plan their work and even plan specific programming for their students who have special learning needs. With the aide to assist, they can devote full time to teaching.

There is less documentation of pupil satisfaction, but a number of the teachers whose reactions to the teacher-aide program were recorded give examples of how, now that they have time to plan for special learning needs, even slow learners are happy to attend school and are experiencing success.

¹ District Superintendent

² School Board Chairman

³ Regional Superintendent

M. DIFFICULTIES AND STRENGTHS IN THE EMPLOYMENT OF PARAPROFESSIONALS IN THIS FIELD

Not all the teachers and administrators participating in this subject were immediately enthusiastic. Many teachers stated flatly that they did not want aides, giving as their reason that they were "too busy". The project manager helped them look at the tasks with which they were busy to determine whether or not an aide might assist them with these tasks. Teachers themselves helped draw up a list of tasks with which aides might assist. Where teachers were selected well in advance, so that the project manager could prepare them for working with teacher aides, few difficulties were experienced. Where this was not possible (because there were no dropouts from the training program and additional schools and teachers had to be selected), there were more difficulties, emphasizing the fact that teachers as well as aides must be prepared for participation in a teacher-aide program.

A contentious question was the precise role of the teacher aide in the classroom. A memo to principals, teachers, and teacher aides issued by the regional superintendent in February 1971 clearly defines roles :

The teacher:

The professional teacher is trained and certified to perform certain functions in the education of children. The responsibilities that are reserved for teachers involve (1) analyzing the instructional needs of his pupils, (2) prescribing educational activities to meet the pupils' needs and (3) certain supervisory responsibilities consistent with established school policy and directed by the school principal.

The school principal retains his traditional responsibility for supervision of the school and the entire staff. Policy (4216.16-adapted 2/28/67)

The teacher-aide:

An assistant is an aide working with the teacher in order to perform certain non-professional tasks assigned by the teacher under whose supervision he works. The teacher alone is responsible for the operation of the class and the success of the students (Richibucto Secondary 2nd cycle).

The role of the teacher and the aide:

Teachers working with non-professional helpers, whether in or out of the classroom, must rely upon their own professional judgment when assigning duties to non-professional helpers. These duties should not infringe upon the responsibilities reserved for teachers.

Teacher aides in this project worked in both elementary and secondary schools. Although the program is considered (on the basis of evidence to date) successful on both levels, it was the elementary teachers who moved, at a meeting in October 1971, that the Department of Education be asked to increase the number of aides. Similar resolutions were passed by Home and School Associations, and a brief presented to the Department of Education on June 16, 1972, recommends, among other things, that the Department

authorize the school boards of Districts 11 and 12 to prepare another group of 15 aides, adding that these aides should be employed specifically at the elementary school level.

The brief argues the case for employment of teacher aides in the province in the following words :

The teacher freed from technical duties, material preparation and administrative duties (these tasks were described for the elementary and secondary levels in a seminar, October 1971) by the teacher-aides is permitted an increased teaching efficiency. The program in progress clearly indicates that teachers' attitudes change and better instructional planning is possible. The documentation to date proves it abundantly and so do the teachers' resolutions of Districts 11 and 12. Teachers, aided by their principals, school psychologists, and supervisors, bring help to the more seriously handicapped pupils with no detriment to the general teaching efficiency; the teacher-aides permit this and, as important, the teacher-aides, recruited amongst the most adaptable persons in the community, integrated to the school system, can transmit the teaching in the classroom to the community; the teacher-aides can testify to this. The social conditions described in Section II are gradually changed. As experts can testify, it is a better and less costly means to bring about the needed changes; both short-term and long-term aims can thus be implemented.

The above paragraph refers to the particular benefits obtained from integrating indigenous paraprofessionals into the school system. These benefits may be particularly needed at a time when consolidation has removed schools and teachers from many small communities.

There is also, of course, a benefit in opening up new career opportunities to persons with limited education. Among those selected for training and employment as teacher aides, a new self-image has emerged. In the words of Professor Frances Friedman of Sir George Williams University, "Aides develop the feeling of being needed and wanted, a feeling not always supplied in the industrial assembly line" [18].

Professor Friedman, at the conclusion of an address to the teacher aide seminar of October 1971, summed up the strengths in the employment of paraprofessionals in this field in the following words [18] :

A well-planned teacher aide program offers community opportunity and growth to both adults and students. It affords the means to employ, up to their maximum effectiveness levels, individuals in a low-income bracket, many of whom may be unemployed, from disadvantaged areas, who, with training, can become valued school-community workers. It is a proven method of strengthening the learning-teaching process and enhancing the school-community partnership. The impact on students is manifested in terms of significant achievement gains and through a positive attitude toward continuing education.

It becomes a preventative measure in dealing with a problem which could assume unmanageable proportions; as it has in many American cities. More important, it is an effective drive to abolish poverty and enrich the cultural heritage we shall leave to present and future Canadians.

PART XV

The Training and Employment of Indigenous Day Care Attendants (P.E.I.)¹

NewStart corporations in two provinces trained and employed indigenous women as day care centre attendants. As day care centre attendants are normally employed to work under the supervision of a professional, the programs are considered as paraprofessional programs.

A. DEVELOPMENT OF PROGRAM

In 1968 Prince Edward Island NewStart conducted a human resources survey of Kings County which revealed that there were in the county over 300 children less than four years old in homes characterized by low income, limited education, large families, poor housing, and relative isolation. Many educators feel that children from such homes fail, on the whole, to do well in school because they are ill prepared and socially, educationally, psychologically, and physically disadvantaged compared to children from more advantaged homes. For this reason, Prince Edward Island NewStart developed and implemented a day care program through the community service centres, over a period of two years. The program was designed in co-operation with the elementary school system not only to provide a service but to try to demonstrate how some of the problems of previous compensatory pre-school programs could be overcome. Specific attention was given to the maintenance of close relationship with home and school, a feature missing in a number of previous programs.

B. RECRUITMENT AND SELECTION

Participants were selected from among a group of women between 18 and 27 who had already participated in a NewStart upgrading-and-life-skills program. All 24 members of this group were given an opportunity to apply

¹ Material for this Part from [8, 14, 15].

for training as day care attendants, and 18 did so. From these, nine were selected on the basis of standardized tests and the judgment of a selection group including previous instructors and counsellors and the home economist project manager who assessed them on the basis of physical and mental health, grooming, social behaviour, fondness for children, tested and demonstrated sensitivity to the needs of children, and interest in working with children. Additionally they had to be willing and able to commute for training and employment.

Eight young women were selected for training. Their ages ranged from 20 to 27 (average 22). Some had as little as grade five education, some as much as grade ten (average seven). Their IQs¹ ranged from 65 to 91 (average 77.4). Their previous work experience was sporadic.

C. TRAINING STAFF

The project manager was a home economist who had been the chief developer of the program and who had had experience in working with low-income families. The instructor was a registered nurse with elementary-school teaching experience and with five children of her own. Resource people were called in to talk with the group on such diverse topics as the value of nutrition in child care, and art as a means of developing self-expression. An audio-visual technician gave instruction in the use of projectors and video-tape equipment. The corporation's personnel co-ordinator was brought in to explain corporation policy.

D. TRAINING FACILITIES

Training took place in day care facilities in the community service centre in Morell. These facilities included a kitchen, a play room, a sleeping area, and an outside play area.

E. LEARNING MATERIALS

A curriculum was developed by the instructor and project manager, incorporating materials felt by educators to be important in teaching child care. Educational toys and other equipment to be used in the day care centres were used as learning materials. Films were also used.

F. TRAINING CONTENT AND PROCEDURES

The training program lasted 16 weeks, during which the trainees had 420 hours of instruction and practice (approximately 26 hours a week). The first three weeks were spent in the classroom, the next two weeks in on-the-job

¹Stanford Binet Test

training, and the final eleven weeks in combined on-the-job training and classroom instruction.

Classroom (3 weeks)

This was a period of orientation. It was felt important to arouse interest and stimulate participation. To do this it was necessary for the instructor to bear in mind the educational and conversational level of the trainees. Words had to be selected with care and concepts explained at an elementary level.

A variety of teaching techniques were employed : lecture, discussion, question-and-answer sessions, activity sessions involving educational toys and other equipment, films.

It was necessary to stress spelling and grammar. These skills might not be considered essential to day care centre workers, but they are essential to record-keeping and reporting ; and grammar is important in working with children because children learn by imitation.

Occasionally resource persons were brought in to speak about their specialties as they related to child care.

On-The-Job Training (2 weeks)

This period began with the opening of a day care centre in the community service centre in which the day care workers were being trained. For two weeks the trainees spent all their training hours in the centre. This was a period of orientation and adjustment for both trainees and children.

Combined Classroom and On-The-Job Training (11 weeks)

During this period, except for a few occasions when circumstances made it impractical, the trainees spent their mornings in the day care centre and their afternoons in the classroom.

Classroom sessions were devoted to : discussion of problems encountered in the day care centre ; counselling on an individual basis ; instruction and practice in the planning of activities for the day care centre ; and instruction and practice in the use of film projectors and video-tape equipment.

During their final week of training the trainees worked in the day care centre without supervision. The personnel co-ordinator met the trainees in the classroom to explain corporation policy, answer questions, and so clear up possible misunderstandings arising during their transition from trainees to employees.

Throughout their training the trainees were encouraged to express themselves, to assume responsibility, and to display originality.

Recommendations following evaluation by the project manager and director of research include several related to the training program :

1. Future program planners should devote more time to development of curriculum and learning materials.
2. In order to prepare trainees more thoroughly before putting them with children, training should follow this sequence : theory, theory-plus-observation, on-the-job training.
3. There should be frequent program review and case conferences to enable immediate application of findings.

G. EMPLOYMENT : DUTIES PERFORMED

The eight trainees who completed training were employed by the corporation, four in the day care facilities in Morell and four in similar facilities in Souris.

The program of the centres was developed by the attendants and their supervisor during project operation. The attendants performed all the duties in connection with this program, which is thus described by the project manager [14] :

“The activities centred around the development of the verbal, motor and socialization skills necessary for the development of the child’s personality, his ability to express himself to meet society’s demands, and his readiness for school. Activities to develop verbal skills concentrated on developing good listening habits, an appreciation of sound qualities, music and rhythm, conversational ability. The motor skills activities, aimed at developing control of the body, also provided the opportunity for the children to learn through play, particularly competitive group play, and to develop a sense of pride in their accomplishments. The objective of the socialization skills was to prepare the children for successful adaptation to the outside world by learning to share, to respect each other, and to express their emotions in well-adjusted fashion.”

Initially the attendants performed all these duties for 15 children in each centre under the supervision of one person, who travelled back and forth between the two centres, a distance of 25 miles. The attendants in one centre learned to work together as a team and, as a team, were able to handle the responsibility of the centre. This, the attendants in the other centre were unable to do ; and after six months a professional supervisor was employed for each centre.

The two groups of four attendants were roughly similar in background, intelligence, education, and training. There was one difference in the two groups : the members of the group which learned to work together were all

married, the other group were all single. The project manager attributes the fact that the one group worked co-operatively, the other competitively, to this difference. Some of the single girls lived as well as worked together. Rivalries in their private lives may have carried over into their work situation.

H. TRAINEE SATISFACTION ON THE JOB

No formal attempt was made to assess trainee satisfaction on the job.

There was some indication of dissatisfaction with working conditions, specifically the somewhat cramped quarters. One group asked for a lounge for their leisure-time use.

The group which worked competitively could hardly have found their work as satisfying as the group who worked as a team ; in a competition someone always has to lose. According to the project manager [14], the other group "gained awareness of their strengths and weaknesses, improved their social skills and grooming, became interested in community and provincial affairs and developed positive and realistic attitudes toward the future." This seems to indicate satisfaction on and with the job and perhaps some hope that the job might become a career.

I. EMPLOYER SATISFACTION

The objective of the group who designed the project for the corporation (which later became the employer of all the trainees who completed training) was to develop a program which would provide a service in preparing disadvantaged children for school and demonstrate how some of the problems of previous compensatory preschool programs could be overcome, with specific attention to the maintenance of a close relationship with home and school.

To gauge the extent to which the children in the program were made ready for school, certain measurement and instrumentation techniques were used. These are listed, with related data, in Table 20.

As shown in the table, the Stanford Binet test was administered to day care children on entry and on leaving the program. The tests were also administered to the day care children and to a control group before they entered grade one. Children who had spent at least one year in the day care program had a mean pre-school score of 104.9 while the control children had a score of 77.8. This suggests that the day care children were better prepared than were the control group, but without pre-test on the control group one cannot eliminate the possibility of a selection factor operating in admission to day care.

Table 20. Measurement and Instrumentation Techniques Used in the Day Care Centre Program [14]

<i>Variable</i>	<i>Measure</i>	<i>When Administered</i>	
		<i>Experimental</i>	<i>Control</i>
1. Intelligence	Stanford Binet, form LN	pre-post; follow-up one year later	pre-post; follow-up one year later
2. Social interaction in day care centre environment	Observation rating Scale sociograms Questionnaire	pre-monthly post	
3. Manipulation of environment in day care centre	Observation rating Scale	pre-monthly post	
4. Child's behaviour in school	Observation rating Scale	Follow-up after six months then after one year	Follow-up after
5. Number of inquiries by mothers	Records kept and managed by day care staff and homemaker co-ordinator	pre during post follow-up	

The children were observed, as they progressed through grade one, by their teachers and by the principals. They found the day care children to be superior in eye-hand co-ordination, attention span, listening skills, socialization skills, use of imagination, and vocal skills. The day care children spent less time in the readiness part of grade one and progressed faster through the rest of the grade one work than did the control children [14]. These differences could, of course, be attributable to prior differences in intelligence levels.

To demonstrate how some of the problems of previous compensatory preschool programs could be overcome, a close relationship was maintained with the children's homes. In particular, the mothers were visited frequently by visiting homemakers in an effort, among other things, to reinforce the concepts taught in the day care centres. The mothers did improve their living standards, family relationships, and child-care techniques [15].

J. SERVICE RECIPIENT SATISFACTION

The immediate service recipients were the children in the day care centres. Their satisfaction with the program can be assumed from the regularity with which they attended, even when they were not feeling well and perhaps should have been at home.

Children were turned away because of lack of space, and there was a waiting list at both centres. This may have been because the children had heard of the program through friends and wished to attend, or because their parents wished them to participate in the program or wished to be free of their care.

The research evaluator found evidence of only one child who did not wish to attend ; once day service was available there were no parents who were not glad to make use of it if they could.

From test results and observation, most children appear to have made significant progress in terms of maturity, school readiness, speech, manners, and other concepts ; at an age when children are eager to learn and to receive praise this can hardly have failed to give them satisfaction.

K. DIFFICULTIES AND STRENGTHS IN THE EMPLOYMENT OF PARAPROFESSIONALS IN THIS FIELD

The great advantage of using indigenous paraprofessionals in this field is that they are able to understand the problems and behaviour of disadvantaged children.

Difficulties, as seen by the project manager, are :

1. Inability to handle responsibility and need for supervision. This was not equally true of the two groups but bears out the findings of others with regard to indigenous paraprofessionals.
2. Inability to record observations on paper.
3. Inability, at times, to recognize the children's needs.
4. Lack of knowledge about budgeting and food preparation.

The difficulties listed as (2) and (3) were seen by the supervisors to arise from lack of education. It was suggested that more knowledge about budgeting and food preparation could be supplied in training, perhaps in on-the-job training in an established day care centre.

PART XVI

The Training and Employment of Indigenous Day Care Attendants (N.B.)¹

New Brunswick NewStart also trained and employed indigenous persons as day care attendants. Their training was similar to that of the day care attendants in Prince Edward Island but differed in at least one important respect.

A. DEVELOPMENT OF PROGRAM

A day care centre for the children of working mothers was seen as a need of the communities in which the corporation was working. A program was developed based on the Prince Edward Island NewStart day care training program with changes based on experiences in that program.

B. RECRUITMENT AND SELECTION

Applicants were invited to leave their names at "Le Centre Public" in Buctouche. They were required to be married women living in the Buctouche area whose husbands were earning under \$5,000. A large number of applications were received, but not all applicants met the criteria. From those who did 12 were selected for training. When they had completed their training, a second group of 12 was recruited and selected in the same day. The average age of the participants in both groups was 35. Most had only elementary education.

C. TRAINING STAFF

Training staff was as follows :

Project manager (master's degree in social work, also teacher training and experience)

Home economist (part-time)

Nurse (part-time)

¹ Material for this Part from conversation with project manager, August 1972.

An educator lectured on teaching methods, and a psychologist on the role of the day care centre in the community.

D. TRAINING FACILITIES

The training program was carried on in Buctouche in a convent building rented by the corporation. Some of the trainees, as well as men and women in other NewStart projects in Buctouche, helped equip the facilities allotted to the day care training program by making tables, benches, curtains, play equipment, etc. The facilities were also equipped with beds and mattresses for the children to use during rest periods.

E. LEARNING MATERIALS

Learning materials were similar to those used in the Prince Edward Island NewStart day care training program (Part XV Section E).

F. TRAINING CONTENT AND PROCEDURES

Training content and procedures were similar to those used in the Prince Edward Island program (Part XV Section F), but with a difference in scheduling. The Prince Edward Island program had started with three weeks of classroom instruction, followed by two weeks of on-the-job training, followed by 11 weeks of combined on-the-job training and classroom instruction. The New Brunswick program started with two weeks of instruction, including introduction to NewStart principles and concepts, followed by three months of on-the-job training.

Throughout training stress was laid on the fact that day care attendants were, or should be, educators and not just babysitters.

G. EMPLOYMENT : DUTIES PERFORMED

The first group of 12 did not find employment after their training. They were not employed by the corporation because a second group had been recruited, who, with professional staff, were all who could be used in the operation of the corporation's day care centre. There were no other day care centres in the project area. When their training was ended, the women applied for and received a Local Initiatives Program grant for a project which included working with the elderly and handicapped, and the collection, repair, and sale of used clothing.

Of the second group of 12, three did not complete training ; one who completed training did not wish to enter employment for fear of jeopardizing her husband's pension. The remaining eight were employed by the corporation for as long as the day care centre continued to operate (four and one-half

months). They worked both with the children and in the kitchen. They supervised play and group activity, read to the children, set up and put away play equipment and learning materials, and operated audio-visual equipment (television, record player, motion picture projector, tape recorder). They prepared meals and snacks and supervised lunch and snack periods. In addition, some assisted with the kindergarten operated by the corporation in the same building. They sometimes helped in the classroom or looked after the children while on the bus that transported them to and from the kindergarten.

H. TRAINEE SATISFACTION

There was no formal attempt to assess trainee satisfaction. In the opinion of the project manager, who worked with and observed them, the women enjoyed their work. Their previous work had been largely in local fish plants ; this was the first employment in which they had worked with people and in a setting in which they were exposed to books, educational equipment, and play materials. They also met, talked, and worked with educated people to a greater extent than in their previous employment. It was the opinion of the project manager, based on observation and discussion with them, that they found this stimulating and also felt that it increased their status in the community.

I. EMPLOYER SATISFACTION

The women were employed as day care attendants only in the corporation's day care centre. Their employer was satisfied with their performance of the duties enumerated in the previous section but emphasized the need for professional supervision. Most worked well with the children within the limits imposed by their background and experience. Few really understood the needs of pre-schoolers, and many lacked initiative, as well as creativity — which is one of the qualities a day care centre normally seeks to instil in the children.

J. SERVICE RECIPIENT SATISFACTION

The corporation's day care centre was designed to serve disadvantaged families. However, its enrolment included a few children of professional parents. Some of the mothers reacted adversely at first to certain of the paraprofessionals, but this reaction was overcome in time, and no children were withdrawn for this reason.

There was no testing of children in this program to determine the extent to which many benefitted from the program.

K. DIFFICULTIES AND STRENGTHS IN THE EMPLOYMENT OF PARAPROFESSIONALS IN THIS FIELD

The difficulties in the employment of paraprofessionals in this field relate to the limitations imposed by background and experience. They cannot pass along to children qualities which they do not possess, or teach things which they do not know. They can, however, perform a number of non-professional duties, thus saving time for professional staff. They can also, at times, perform a special function in interpreting to professional staff the frustrations or motivations of a child from a disadvantaged home.

Two points should be made in connection with this program. First, it was one of the few NewStart paraprofessional programs for which there was no educational requirement ; most of the women had very little education and were selected from among the most disadvantaged in a project area in which the majority are disadvantaged. Second, when drawing up the program, there was a hope that there might soon be provincial legislation covering day care. This will probably come ; New Brunswick was then (September 1972) the only province in Canada lacking such legislation. When legislation is enacted enabling children from disadvantaged homes to be cared for in day care centres, staff of this project recommend that one, two, or three persons from similarly disadvantaged homes could be profitably employed in each day care centre.

PART XVII

The Training and Placement of Indigenous Lower-Level Health Personnel¹

Prince Edward Island NewStart developed an institutional attendants' training program which was tested three times, twice with male and once with female trainees.

A. DEVELOPMENT OF PROGRAM

This program, like Saskatchewan NewStart's programs for school and social work aides, developed out of observation of a field in which professionals are often overworked and unable to use their professional training to best advantage or to establish a personal relationship with the service recipient. Although the role of institutional attendant is not new, it is traditionally filled by untrained personnel. It was felt that, with training, the institutional attendant could become more proficient in bedside nursing and in establishing a helping relationship with patients, and thus be able, under the direction of professional personnel, to assume greater responsibility for therapy. The trained institutional attendant would be an aide or assistant to professional staff: in other words, a paraprofessional in the health field.

B. RECRUITMENT AND SELECTION

The first group (male) was recruited through newspaper and television advertisements, which resulted in 11 persons applying for training. Ten were selected. Their median tested grade level was ten, and all were unemployed at the time they applied for training. Their most recent employment had been: farm labourer (3), retail clerks (2), bartender (1), gas station attendant (1), fish plant labourer (1), bricklayer (1), institutional attendant (1).

The second group (female) was recruited from among participants in the corporation's basic education and social development program. After six weeks in this program, they were given the opportunity to take part in

¹ Material for this Part taken from [9, 11].

orientation to business skills or institutional attendants' training. Twelve females chose institutional attendants' training because, according to their counsellors and instructors, it was the least unattractive alternative available. Thus they can hardly be said to have been selected, except in that they had qualified for entry to the basic education and social development program on the basis of educational disadvantage, labour market experience, and eligibility for Occupational Training Allowance. Of the 12 women in the program, 10 had been unemployed before they entered training; one had worked as a waitress; and one as a nursing attendant.

The third institutional attendants' training course was conducted as a component of the corporation's comprehensive manpower development system [10, 38]. Criteria for participation in this program were: unemployment or underemployment; less than grade 10 education; 18 to 35 years of age. Additional criteria for the institutional attendants' training course were: male, in good health, with emotional maturity and good communications skills; and over grade eight education. Applications were obtained as follows: one through a corporation community service centre (Part VI), ten through a newspaper advertisement, one who had made a general application for training, two through transfer from another corporation course, and one through the intervention of a school principal on behalf of a pupil. These persons were contacted personally by the corporation's recruitment officer. Twelve were then called for interviews by the provincial Civil Service Commission as the potential employer. Three failed to come for the interview. Of the remaining nine, six were offered employment contingent upon successfully completing the program. Employment opportunities were possible outside the provincial Civil Service Commission, and those rejected were offered the training opportunity. One accepted. Seven young men began training.

C. TRAINING STAFF

The nursing component of the program was taught by two registered nurses, one with teaching experience. Basic education and social development were taught by basic education and social development staff.

D. TRAINING FACILITIES

Instruction was given in the corporation's training facilities in Montague, in which a simulated four-bed hospital ward was set up. Practical experience was obtained in institutions for the aged and mentally ill.

E. LEARNING MATERIALS

Nursing Component: Audio-visual materials were used extensively. Filmstrips and films were used to illustrate nursing procedures. Instructors devised examinations which were used to evaluate theoretical and practical knowledge.

Basic Education Component : An adaptation of the MIND basic education program¹ was used.

Social Development Component : The N-Ach program developed by D.C. McClelland and others² was used.

F. TRAINING CONTENT AND PROCEDURES

The program had three components : occupational training (nursing skills), basic education, and social development. Total time for the first and third groups (male) was 12 weeks, total time for the second group (female) 16 weeks³. Time was divided as follows :

	<i>Nursing</i>	<i>Basic Education</i>	<i>Social Development</i>
1st Group:			
Weeks 1 & 2: (hrs. per day)	1	3	2
3-12 inc.	3	3	—
2nd Group:			
Weeks 1-6 inc.	1	3	2
7-14 inc.	3	3	—
15, 16	6	—	—
3rd Group:			
Weeks 1-4 inc.	3	2	1
5-12 inc.	4	2	—

Nursing Skills : Content and Procedure

ORIENTATION:

- 1st Group : 12 hrs. General introduction to life in a hospital ; ethical responsibilities of an institutional attendant ; and physical and emotional needs of a patient.
Lecture and discussion.
- 2nd Group : 12 hrs. Content and method as above.
Note : Instructors found it very difficult to stimulate discussion among slower trainees.
- 3rd Group : 19 hrs. 15 hrs. in government health institutions where trainees observed what attendants did in a typical working day.

¹ MIND Inc. *Power math & language skills development*, Stanford, Connecticut. 1967.

² Behavioural Science Center, Sterling Institute, Boston, Massachusetts.

³ This additional time was not planned but was required by this group of trainees.

BASIC ANATOMY & PHYSIOLOGY:

- 1st Group : 27 hrs. Parts and functions of the body ; medical terms used by doctors and other members of the medical team.
Lectures supplemented by audio-visual aids. Much review necessary.
- 2nd Group : 30 hrs. Content as above.
As an aid to learning spelling and pronunciation of medical terms, these were included in spelling lessons in basic education component.
- 3rd Group : 38 hrs. Content and method as above.

BASIC NURSING PROCEDURES:

- 1st Group : 130 hrs. Bedside nursing. This course based on skills, rather than knowledge.
Film or filmstrip, followed by demonstration and practice, first in simulated ward, then in institutions for aged and mentally ill.
- 2nd Group : 130 hrs. Content as above.
Closed circuit T.V. (a recommendation following experience with 1st group) was used with good effect. Time in institutions expanded to become 2 wks. of on-the-job training under supervision of course instructors.
- 3rd Group : 70 hrs. As above but with time greatly reduced.

Basic Education : Content and Procedures

This component was the same for all groups. In essence, it was a MIND self-instructional program combining texts and audio elements to teach the basic skills of mathematics and reading. The program was supplemented by other materials (Addison-Wesley *Reading Development Laboratory* [49] and *Refresher Arithmetic* [51]) for trainees working at a level of grade eight or better. Additional assignments in English were given, with emphasis on how to fill out application forms and write letters. Assignments relating to anatomy and physiology were also given, using high school biology texts.

Social Development : Content and Procedures

This component was the same for all groups. The program which was planned dealt with learnings in self-concept, self-presentation, how to relate in the helping process, administrative responsibilities, life skills (the job hunt, saving money, etc.). An attempt was made to relate both content and

procedures to trainees' former experiences. However, the trainees felt they were already quite knowledgeable in many of the areas dealt with and responded poorly to attempts to increase their knowledge.

A special technique employed was one developed by D.C. McClelland and others to increase motivation through the use of games and simulation. This technique (N-Ach) was largely rejected by the trainees.

Individual counselling was used to teach the handling of personal finances, constructive home and family living, and participation in community affairs.

Guidance counselling, in the form of test administration and interpretation, was also part of this component; it too was poorly received by the trainees.

G. PLACEMENT

Of the ten men in the first group, four failed to complete the course, one failed to achieve the required proficiency in nursing procedures, and five were placed in provincial institutions.

Of the twelve women in the second group, two failed to complete the course, and two failed to achieve the proficiency necessary to be recommended for employment. Placements were found for the remaining eight, but seven refused the placement, giving as their reasons the difficulty of commuting, and family responsibilities.

All seven men in the third group completed the course, but two failed to achieve the proficiency necessary to be recommended for employment. One of these was employed as an institutional attendant, however. The five successfully completing the course were all placed in provincial institutions.

H. DUTIES PERFORMED

Graduates performed the normal duties of institutional attendants. Whether they were able, or given the opportunity, to undertake additional duties and responsibility has not been directly stated by their provincial government employer. This may, perhaps, be assumed from the facts that the third group were employed on the second step of the salary schedule for the occupation and that the course is now being conducted by the provincial Department of Vocational Education.

I. TRAINEE SATISFACTION

Of 29 persons who entered training as institutional attendants, six dropped out of training, five failed the course, seven refused placement, and

12¹ were placed. Those who refused placement can be assumed to have remained in the course in order to obtain Occupational Training Allowance. There is some suggestion that they may have refused placement because the institutions in which they would have been placed were too far from their homes, but they knew the location of these institutions when they entered training. Apparently the work in which they participated during training gave them little or no satisfaction.

Those who failed and some of those who dropped out may have liked the work. Most of the trainees responded enthusiastically to the part of their course devoted to nursing procedures and practice. But most found the work on body structure and functions very difficult. Their instructors commended their perseverance but observed that this work was especially hard for those with an IQ of 90 or below.

Those who were placed found their work satisfying in all respects but one. Those of the first intake who were married found they could not commute to work and support their families on the money they were making. For some it was less than they were paid in Occupational Training Allowance. Largely for this reason, three of them resigned in less than a year. Only one of the second intake was placed. The third intake were placed at a higher salary and at the end of two months were still in the situations in which they were placed. At the end of two years four of five placed in one institution were still employed by that institution.

J. EMPLOYER SATISFACTION

The five from the first group who were placed were on six months' probation. Three were made permanent at the end of the probationary period, one was refused permanent status because of absenteeism and the other because he seemed to have lost interest. Reports on the performance of all were quite favourable, and apparently the course was considered valuable: when the third group were placed the Civil Service Commission gave them recognition for having taken the course by starting them at a higher salary. A further indication of satisfaction is the fact that the course is now being conducted by the provincial Department of Vocational Education.

K. SERVICE RECIPIENT SATISFACTION

No attempt was made to assess patient reaction to the trained attendants. It can only be assumed that, to the extent to which attendants were able to assume additional duties and responsibility, other staff were able to perform more professional duties and the patients were made more comfortable.

¹ One who failed the course was placed.

L. DIFFICULTIES AND STRENGTHS IN THE EMPLOYMENT OF PARAPROFESSIONALS IN THIS FIELD

The difficulties in this field seem to relate not to inability to perform a useful function or to attitudes of professionals but to what the project reporters refer to as environmental condition: poor salaries, location of employing institutions, lack of career ladder, low status of occupation.

Salaries for some were less than they had received in training allowances. Starting salaries for those in the first and second groups were \$50 a week. The location of employing institutions meant that most had to commute, an additional expense but less than renting or buying homes closer to their work.

The lack of a career ladder was also discouraging. At the time, there was no opportunity in Prince Edward Island for male institutional attendants to become licensed nursing assistants. This has now changed; as this is written, two of the male attendants trained by NewStart are planning to take this further training.

The low status of the occupation doubtless results in part from the fact that to date untrained persons have been employed, at low salaries, and turnover has been high. In terms of salary and status, the occupation has been close to the bottom of the barrel.

Training has already resulted in some increase in starting salaries and perhaps helped to effect the change which now makes it possible for male attendants to become licensed nursing assistants. This should have an effect in reducing turnover and raising status.

Another finding was that present grade level requirements are needlessly high. Persons with less formal education were, after a short period of training, able to perform the duties satisfactorily. Even most of the second group, whose grade level was particularly low and who seemed to be in training for the sake of the allowances they were paid, were able to learn, although the program had to be extended for an additional four weeks. The project staff recommend that grade level requirements be dropped, making successful completion of the course the only requirement.

PART XVIII

The Role of the Paraprofessional in the Helping Professions

We will be using paraprofessionals more in the future, but not for the same reasons as in the past. In the past paraprofessionals have been used because they were cheaper; in the future they will be used because they can do certain things better.¹

A. AREAS OF NEWSTART TRAINING AND PLACEMENT

The work of the NewStart corporations in the area of paraprofessional training and placement was influenced by their need for indigenous persons to act, first of all, as liaison between their professional staff and disadvantaged persons in the project areas. Most corporations conducted training, community development, guidance and counselling, and information-giving programs, and in all of these they saw an important "middle" role for the indigenous paraprofessional. Eight² of the NewStart paraprofessional programs, therefore, trained persons for community-work/counselling/information-giving roles. The persons so trained were known variously as community workers, field workers, guidance workers, counsellors, and information officers.

Eight of the NewStart paraprofessional programs trained people for work in the helping professions of education, social work, and health.

Five programs trained indigenous persons for roles in education. Specifically, these persons were trained and employed as coaches, school or teacher aides, and day care attendants. Day care attendants are classed as educational rather than social work aides because emphasis was on the educational role.

¹ Louis Richard, in charge of social and community development work for Prince Edward Island NewStart, in conversation July 1971.

² A program conducted by Manitoba NewStart for the Manitoba Métis Federation is not reported on here. Training was similar to that described in Part XIII.

Two programs trained indigenous persons for roles as welfare (visiting homemakers) [15] or social work aides. One program, for institutional attendants, trained indigenous persons for a role in the field of health.

Two corporations developed programs designed to teach a core of skills and knowledge needed by paraprofessionals in any of the helping professions. These were the Socanic program and a paraprofessional training program.

B. PARAPROFESSIONAL ROLES IDENTIFIED BUT NOT DEVELOPED

The NewStart corporations identified needs and opportunities for paraprofessionals for which specific programs were not developed either because time and resources did not permit or because there was no reasonable assurance of employment for graduates of the programs.

The western corporations saw an important role for native paraprofessionals as court workers. Some NewStart-trained Indian and Métis paraprofessionals have been so employed, but there was no specific training program for court workers.

The western corporations also saw a need for native paraprofessionals to assist doctors and dentists or to give minimal service in those isolated communities which are poorly served by professionals. A health-aide training program was considered in at least one of the western provinces, but was not implemented because no assurance of employment could be obtained. At least two provinces considered programs to train indigenous persons to give lower-level nursing service, so that scarce professional staff could make better, more efficient use of professional training, but these programs were not implemented for similar reasons.

C. MOST VALUABLE ROLE

NewStart experience confirmed previous findings that the most valuable role of the paraprofessional is in direct face-to-face encounter with service recipients. In this role the paraprofessional often performs well because, whether or not he has previously known the service recipient personally, he is no stranger to his problems or his way of life. The paraprofessional is particularly valuable in situations where the first language of professionals and service recipients is not the same. Native paraprofessionals working in Indian and Métis communities probably made contacts that could not have been made in any other way. Saskatchewan NewStart saw an important role for paraprofessionals in meeting and guiding people coming into the cities from isolated northern communities.

D. EDUCATIONAL REQUIREMENTS

NewStart experience led staff to suspect that educational requirements are frequently unrelated to the requirements of the duties performed. Selection criteria for some NewStart programs did not include education at all, and for most the educational requirement was low. In some cases educational upgrading was provided before, or concurrently with, para-professional training. Although lack of formal education limited facility in clerical work and written communication, it was not a handicap to communication with service recipients or to performance of normal aide or assistant duties.

E. MONETARY CONSIDERATION

There is no doubt that some trainees entered training in order to receive Occupational Training Allowances, which for some heads of families were more than they could earn in wages. In some instances they were more than they could earn in the occupation for which they were training. School aides and social work aides in Saskatchewan started at \$225 a month, institutional attendants in Prince Edward Island at \$52 a week. Many found further training allowances or welfare attractive alternatives to these salaries.

Paraprofessionals employed by NewStart corporations generally fared somewhat better. Nova Scotia guidance workers received \$4,800 on completion of on-the-job training, with normal increments from then on. Saskatchewan coaches started at \$6,000, and Manitoba counsellors at \$7,200. Some of the native paraprofessionals in the western provinces were paid higher salaries than this, largely for community development work.

F. AREAS IN WHICH PARAPROFESSIONALS WERE WEAK

As has been noted several times through this report, the paraprofessionals trained by NewStart were service-oriented. Generally speaking, they could be drawn away from organizational goals by individual needs. In cases where they were employed by NewStart for data collection or other functions related to the research objectives of the corporations, their success tended to be limited.

Some lacked clerical skills and skill in writing letters and reports. Where it is foreseen that such skills will be needed, a higher educational requirement may have to be set, or it may be possible to make up such deficits by giving more attention to these skills during training.

Some also lacked skills in handling groups: group counselling, stimulation of group decision-making.

Most functioned best when given specific task assignments. They were less capable of dealing with general assignments and lacked skill in assessing potential problem areas.

They were able to perform better when some prior training and orientation as part of a group preceded on-the-job training. In-service training was also reflected in better performance.

It may be that most of the weaknesses observed could be overcome by changes in training programs. On the other hand, it may be that training should concentrate on better preparing paraprofessionals for the role for which they are already prepared by background and life experience: that of direct face-to-face encounter with service recipients.

G. THE PROFESSIONAL-PARAPROFESSIONAL RELATIONSHIP

Most professional organizations and individuals contacted by NewStart corporations recognized the desirability of training and employing paraprofessionals to perform the non-professional tasks which professionals are now performing. Most were aware that in some parts of the country there are very real shortages of teachers, nurses, social workers, doctors, dentists, and other professional persons, and most saw the employment of paraprofessionals as a way of making it possible for limited professional staff to confine themselves more exclusively to professional duties.

Not all professionals, however, are ready to turn over to paraprofessionals those things which they can do as well. Some jealously guard even such non-professional duties as zipping up snowsuits or meeting buses. They seem to feel that the employment of paraprofessionals will make professionals less essential.

In the NewStart experience the employment of paraprofessionals, by making possible the transfer of non-professional duties, made it possible for the professionals to use their professional skills more effectively. In place of non-professional duties professionals with paraprofessional assistants were, of course, required to take on supervisory duties. In most situations professionals assigned tasks and contributed to the growth of the paraprofessionals by counselling, encouraging, and exercising professional judgment; for instance, in seeing that service recipients did not become too dependent on paraprofessionals.

H. OPPORTUNITIES FOR PARAPROFESSIONALS

Opportunities for paraprofessionals depend to a large degree on the extent to which they are accepted and valued by professionals and employing agencies.

In some fields opportunity is effectively blocked by organizational structure, employment policy, and the fact that the roles of professional employees have never been examined to determine how many of their tasks are truly professional. Where such an analysis is made, it often reveals that there are sufficient non-professional duties being performed by professionals to warrant the employment of paraprofessionals. In such cases, particularly where there are language or cultural differences, it is to the ultimate benefit of all concerned that a legitimate place be made for paraprofessionals.

Entry to the occupation on a low rung of the ladder is not enough, however. Paraprofessionals must be given an opportunity to perform in their important role of opening and maintaining lines of communication between professionals and service recipients ; they must not become chore boys for one side or the other. They must not be barred from decision-making, and they must have the opportunity to advance, if they so desire, up the career ladder. Saskatchewan NewStart suggests a new careers ladder on which human-service workers would advance through academic upgrading and initial occupational training to employment at the Socanic or aide level, followed by an opportunity for further training to the coach level and eventual professional certification. Other corporations are less specific but suggest that avenues should be open for on-the-job study. What is being proposed is an alternative to the present route toward professionalism which starts with the acquisition of diplomas from high school and university. The new route would make it possible for disadvantaged persons without even high school diplomas to take brief training, enter occupations at the paraprofessional level, and through continued training and study gradually move up the ladder.

Of course not all would elect to become professionals. Some would prefer to be where the action is in face-to-face encounter with service recipients. But they should have a choice.



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