

# GUIDES FOR IMPLEMENTATION OF REGULATIONS RELATING TO THE TRAINING AND EFFECTIVE USE OF SUBPROFESSIONAL STAFF AS COMMUNITY SERVICE AIDES AND OF VOLUNTEERS\*

## I. *Purpose and Potential of the Legislation*

The 1967 Federal legislation concerning the training and effective use of subprofessional staff as community service aides and of volunteers provides a means for public welfare agencies and certain programs in health, education, and rehabilitation agencies to expand and improve the range and quality of their services, to make them more immediately responsive to changing needs in the community, and to fulfill their goals of service to people.

The legislation is a direct and forward looking response to several separate but closely related needs in our social and economic situation. These include the critical shortage of manpower resulting from the rapid expansion of service programs in health, rehabilitation, and social welfare, essential to the common good; the importance of providing means of entry into productive employment and of opening the potential for rewarding careers to large numbers of people now outside the labor market; and the needs of the nation for a strong labor force. The legislation is also a response to the recognized need which exists in this country for increasing mutual respect and understanding and for improving communication among all groups of people in the community who are too often isolated from one another. It provides a means for those who have never experienced poverty to increase their knowledge of people with low income—their living con-

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ditions, their problems, their strengths and their aspirations. Equally it provides opportunity for those with little income to participate in community service, to present effectively their needs and aspirations in policy making groups and for all citizens to affect the environment in which they live.

Implementation of the legislation in a way that fulfills its intent calls for imaginative and innovative approaches to program planning, and development and service delivery, with an accompanying impact on organizational structures and staffing patterns. Its intent is to utilize in a voluntary and employed capacity the ideas, the energies and the competency of the whole community. This legislation presents both a challenge to agencies and a unique opportunity to further their service goals.

The material that follows on considerations and methods related to implementation of the amendments on the training and effective use of subprofessional staff and of volunteers is offered to provide States with the necessary framework to develop or expand their plans and programs of service and training in accordance with Federal regulations.

## II. *Legal Base*

Public Law 90-248 generally known as the "Social Security Amendments of 1967" requires that State plans be amended no later than July 1, 1969, to provide for the training and effective use of paid subprofessional staff as community service aides with particular emphasis on the full-time or part-time employment of persons of low income, and in certain of the titles, of recipients of assistance in the administration of the plan, and for the use of non-paid or partially paid volunteers in the provision of services and in assisting advisory committees established by the agency administering the plan.

The new requirements appear in Title I, Section 2 (a) (5) (B); Title IV, Sections 402(a) (5) (B) and 422(a); Title V, Section 505(a) (3) (B); Title X, Section 1002(a)

(5) (B) ; Title XIV, Section 1402 (a) (5) (B) ; Title XVI, Section 1602 (a) (5) (B) ; and Title XIX, Section 1902 (a) (4) (B) of the Social Security Act as amended by Public Law 90-248, in reference to the training and effective use of sub-professional staff as community service aides with particular emphasis on persons of low income and of recipients of assistance, and of volunteers in State and local agencies administering certain of the programs authorized by the Act. This legislation gives the young and the old, the comfortable and the needy, the opportunity for meaningful citizen participation in all the programs administered within the Social and Rehabilitation Service. It mandates all agencies participating in the program to provide this opportunity. The major target group for employment as subprofessional staff has been clearly identified as recipients of assistance and other persons of low income. Volunteers are to be drawn from persons of low income as well as the more affluent.

### III. Objectives

- A. The addition of volunteers and subprofessional staff to the range of personnel engaged in service programs for which the Social and Rehabilitation Service carries responsibility:
1. Adds new dimensions, qualitatively and quantitatively, to the services heretofore available and makes them more immediately responsive to changing community needs and aspirations.
  2. Makes possible the development of new services.
  3. Serves to utilize all manpower available at their maximum levels of competence and most economically in the use of their skills and time.
  4. Provides opportunities for persons in all segments of the community, particularly those most affected by the program, to participate in formulating policies and in providing services which respond to the expressed needs of persons served and which supplement the basic

agency program of services required by statute.

**B. The purposes specific to subprofessional services are to:**

1. Open opportunity by providing jobs, full-time or part-time, for persons of low income.
2. Allow entry into jobs which provide a satisfying work experience of persons with relatively little formal education and allow advancement according to the abilities and interests of the individual that is not dependent exclusively on formal training financed by the individual.
3. Benefit the individual personally as he gains new dignity and a heightened self-image through employment, as an expected corollary to the useful service he renders.
4. Allow opportunities for individual development and permit advancement to duties of greater challenge and greater responsibility with commensurate increases in pay.

**C. The purposes specific to volunteer service are to:**

1. Build into the program of each agency—State and local—the personal concern of the community which the volunteer from all sectors represents most effectively.
2. Provide additional opportunities for participation in community life.
3. Increase the public's knowledge and understanding of health and welfare programs, their potential contribution and their limitations.
4. Offer exposure to an occupational field as an opportunity for career testing.

**IV. *Implementation Considerations***

In order to offer a full range of services to individuals and groups and to function as an effective force in improving the community, as well as to implement the regulations on the

training and effective use of subprofessional staff and volunteers, health, rehabilitation, and welfare agencies will need to make use of a balanced complement of staff-employed and volunteer in the planning, administration and delivery of health, social and rehabilitation services. It becomes the responsibility of agency to recruit, select, and train for both these types of personnel—paid and volunteer—in order to insure their availability. In those areas where language is a problem the selection of paid and volunteer staff will need to include individuals who are bilingual.

It is essential therefore that planning for this cadre of manpower be initiated or expanded immediately in the States if a plan is to be in operation by July 1, 1969, that will carry out the intent of the legislation.

A. The complement of employed staff will need to include personnel (and where necessary, bilingual) with advanced post baccalaureate education in professional schools in their respective disciplines, personnel at the baccalaureate level with content relevant to type of position, technicians trained at the community college level, aides and assistants trained for specific tasks in vocational high school and adult education programs, as well as a variety of supporting service personnel for whom there are no educational requirements at point of entry.

The necessary steps in implementation include:

1. Analyzing existing and projected services in order to define duties which permit employment of subprofessional staff as community service aides and which will utilize maximum numbers of persons of low income and recipients of assistance including youths, young and mature adults, older persons, and the physically and mentally disabled.
2. Determining the kind and level of knowledge, skill, and ability required for each job class specification.
3. Establishing a job structure with a clear description of the responsibilities and duties of each particular job,

the career ladder, the salary range, retirement, leave, and other fringe benefits, working conditions and professional prerequisites. Salary ranges should be commensurate with the scope, responsibility, and complexity of the positions as well as the qualifications required of an incumbent. Salary ranges should be equitable in establishing similar pay for substantially similar work and fair in relation to prevailing salary levels both in commerce and industry and in related social service organizations locally and nationally. The salary fixed for the entry level position should be, in any event, above the poverty level. Corresponding adjustments in the ranges for other positions will be required. There is need for a logical relationship between the salary ranges of the various positions from the entry position up to and including that of the director of the agency. There should be an increment plan based on competence and performance as well as length of service, with the number of steps and amount of increments specified within the salary range of each position. The amount of money available to an agency for salaries in a given year determines the number of positions to be filled and directly the amount and kinds of service the community can expect to receive through that agency. It should not determine the level of compensation for its staff members. In the face of realistic budget limitations the executive of the agency with the participation of advisory committees and staff, will need to determine priorities among these several types of staff to assure a balanced complement of staff—professional, technical, subprofessional—even if the total number is restricted.

4. Establishing cooperative working relationships and contracting with State and local educational systems to develop curricula and to prepare persons for employment in the several classifications including vocational

education in high school and adult education programs, community/junior colleges, undergraduate colleges, graduate professional schools in the several disciplines involved; and with community agencies with experience in training subprofessionals.

5. Developing and providing budget support for both induction and in-service training, and educational leave programs that will enable the agency to provide education necessary for career development for sub-professional staff employed in the agency.
6. Planning and providing budget support for an extensive in-service training program for the whole staff to prepare them to participate in the provision of the new types of services and to facilitate the reorganization of the service delivery system. Intensive preparation will be needed particularly for the professional and technical staff who will be working with or supervising the community service aides.
7. Establishing recruitment methods to secure candidates through a survey of the persons served by the agency and by publicizing the program through channels such as other community based public and voluntary agencies that will reach persons of low income not in communication with the agency; using a wide variety of neighborhood contacts including those available through employment, social, civic, and recreational organizations, and educational institutions.
8. Establishing selection methods which will recruit persons of low income with undeveloped potential for employment, and ensure optimum placement of candidates. A variety of assessment methods should be used in combination, including such devices as the use of interview panels, having members familiar with the type of community or agency to be served, oral tests of ability to follow directions, standard work samples, and literacy

or other types of tests as appropriate to the duties and training to be mastered.

9. Assuring that general provisions such as those relating to a single State agency, fair hearings and grievance machinery, the safeguarding of information, protection of civil rights, are fully applicable to subprofessional community service aides.
  10. Assuring that specific provisions of the Federal standards for a merit system of personnel administration, including interpretations released on March 13, 1968 are fully applicable to subprofessional staff.
  11. Assuring administrative provision for staff development, training and educational leave provisions including employee rights to job, employee benefits, retirement, workmen's compensation are fully applicable to subprofessional staff.
  12. Revising the personnel reporting system to include information on the training and use of subprofessional staff as community service aides.
  13. Utilizing agency resources such as Work Incentive program funds, funds for services to recipients and developing plans with employment agencies, educational institutions, Office of Economic Opportunity programs for the recruitment and training of persons of low income as subprofessionals.
- B. *The corps of volunteers* will need to include persons (and where necessary bilingual) with competency in a wide range of service activities. Volunteers should be drawn from persons with a wide range of talents, skills, and knowledge to give. These may derive from life experience as well as from education and training.

Whether an agency is engaged in an interagency service program, is cooperating substantially with a private agency, or is engaged directly in its own program of delivery of social or rehabilitation services to a concentrated local neighborhood, it should encourage the use of citi-



zens in assisting any advisory committees of the agency. Volunteers assisting on advisory committees should include representatives from the population served by the agency and representatives from the larger community. The latter should include representatives from business, industry, school programs, health agencies, social service agencies and others as appropriate to the social and rehabilitation goals of the program.

The necessary steps in implementation should include:

1. Establishing specific program goals, supplementing and complementing the services provided by employed staff, that can utilize volunteers in their operation; establishing several classifications of volunteers calling for different personal qualities and skills.
2. Establishing recruitment and selection methods that will secure volunteers from all segments of the population including all income groups.
3. Developing both orientation and continuing training programs to prepare the volunteer for the provision of service and to improve the quality of service that he renders, and providing necessary supervision.
4. Developing or expanding committees advisory to the agency director and committees specific to each of the programs of the agency on which volunteers can serve and through which means they can contribute to the development of policy and program.
5. Providing for meeting the costs to volunteers of providing the services; considering—in order to encourage volunteer service from all community groups including persons of low income—practical and economical ways of avoiding cost to individual volunteers. For each of the classifications of volunteers—advisory and service—an evaluation of costs incident to their service should be made, and decision reached as to what costs

can be avoided or absorbed directly by the agency and for what costs and to what extent cash payment should be provided. A needs test should not be a qualification for payment under any circumstances.

6. Providing through agency sources for workmen's or employee compensation for injuries or disabilities occurring while providing services for the agency. When volunteers escort individuals in their own cars or use agency cars, provide for necessary insurance to protect the agency, clients, and volunteer.

## V. *Administration*

To administer the necessary activities as set forth in these guides will necessitate the vigorous involvement of the program directors of each of the State agencies having responsibilities in program operational activities, as well as personnel officers, merit system officials, staff development directors and directors of research and statistics.

The Executive Director, himself, or, in larger agencies, a designated member of his immediate office staff will need to direct and coordinate the activities involved in the implementation of the regulations on use of subprofessional staff as community service aides. Representatives of each of these groups should be given responsibility for reorganizing as necessary the service delivery and staffing patterns to implement the policy.

The director of volunteers will need to coordinate his work with the personnel office, the staff development staff in the recruitment, selection and training of the volunteers and with program directors, supervisors and practitioners in the incorporation of the volunteers into the service program.