THE INTERPRETIVE ROLE OF COMMUNITY RELATIONS WORKER AND
ITS RELEVANCE TO FUNCTIONAL RELATIONS
WITHIN THE COMMUNITY

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THE INTERPRETIVE ROLE OF COMMUNITY RELATIONS WORKER AND ITS RELEVANCE TO FUNCTIONAL RELATIONS WITHIN THE COMMUNITY

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CHAPTER I

SOCIOLOGICAL CONCEPTUALIZATION OF THE ROLE

I. THE PROBLEM

The interpretive role of the Community Relations worker is relevant to the "functional relations" within the community; it may facilitate the integrative imperatives of the community system. Basic to this proposition is the factor of communication, specifically, communication which is interpretive. By means of interpretive communication channels, both formal and informal, the units in a community establish and maintain mutual interaction as interrelated parts of the community system.

To meet the demands for interpretive services, Iowa Children's Home Society, a voluntary, child-caring agency in Des Moines, Iowa, created the staff position of Community Relations worker in 1964. This role is a departure from the traditional context of interpretive services as performed by a child-caring agency because the rights and responsibilities assigned to the worker involve relations with many publics in the community for the purpose of interpreting child welfare needs, services, and goals. The relations which are established and/or maintained as a function of the role are with community groups of a professional and
non-professional nature and with those indirectly as well as directly concerned with the services of child welfare and Iowa Children’s Home Society, in particular. These contacts are generally personal; neither the utilization of the mass media for purposes of interpretation nor fund-raising is a function of the role.

Traditionally, voluntary agencies have employed personnel or involved board members for generating and disseminating publicity regarding the services of the agency to the general public and individual donors for the purpose of raising funds to maintain or expand the agency’s program. Fund-raising on a continuing basis is dependent upon repeated contributions from a core of donors who approve of the agency’s program and express this approval by financial support. Thus, fund-raising does necessitate a certain amount of interpretation in order to attain its goal. However, the implications of interpretation as a fund-raising tool and the implications of interpretation as a means of integrating functional relations within the community differ greatly and the latter implications are those with which this study is concerned.

This is an exploratory study to gain new insights into the integrative functions among the subsystems in the Des Moines community. The conceptual model has been constructed from germane and appropriate portions of the
larger body of sociological theory which are concerned with the social system and its interrelated and interacting parts. This study will describe the data pertinent to the role utilizing the concept of community as a social system, the horizontal community pattern concept as stated by Warren, and the role-set concept set forth by Merton, all having sociological significance for the role of the Community Relations worker at Iowa Children's Home Society. Because it is the purpose of this study to observe the processes of integration and interaction which have been occurring within the network of subsystems in the community, the time factor of the study is a dynamic one rather than a static one which covers a specific point in time.

"The Interpretive Role of the Community Relations Worker and Its Relevance to Functional Relations Within the Community" is one case study which is concerned with two levels of research: the role level (the individual-in-a-role as a research case); and the subsystem level in which the limits of the role are defined. Each of these two...


levels has distinctive meaning for the social system as a conceptual model:

... the individual—with his characteristics, motivations, and orientations as a person—enters directly into the role, but individuals do not enter directly into the levels of the subgroup, group, or larger society. Thus, certain properties of roles, such as the feelings and attitudes of the individual members, are replaced at the collectivity levels by other types of properties, such as the integration or division of labor that characterizes the collectivity. ¹

In this study, the properties of the individual are described as they affect the performance of the role and its relevance to the integrative property of the Des Moines community social system.

The research method utilized is that of participant-observer in which the researcher has been playing the role of Community Relations worker at Iowa Children's Home Society. The observational procedures have been unstructured; however, five significant elements of the social situation have been selected for observation: (1) the participants, those persons in the role-set of the Agency and Agency staff members; (2) the setting—a voluntary, non-sectarian, child-caring agency in Des Moines, Iowa; (3) the purpose, to interpret child welfare needs, services, and goals in such a way as to heighten community awareness

in this area and affect the integrative functioning of the subsystems; (4) the social behavior, what has been occurring, how has it been done, and with whom and with what has it been done; and (5) the frequency and duration, the amount of time being spent by the worker in the performance of the role.

The data for this study have been gathered from three sources: (1) the firsthand experience and observations of the participant-observer; (2) the study of existing literature; and (3) discussion with persons in Des Moines whose work roles affect the integrative functional relations within the community and whose functions are sufficiently similar to those of the Community Relations worker, even though these roles are performed in settings different from that of a child welfare, casework agency. These data are not presented as raw empiricism but as abstracted relevant aspects of the integrative function as it is related to sociological theory. Therefore, the approach used in this case study is descriptive and qualitative because it focuses on locating and describing the relevant aspects and their interrelationships rather than focusing on the measurement of these aspects and the statistical testing

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of their interrelationships.¹ The case study approach in sociological research is the form used by cultural anthropologists.

Both Malinowski, in studying Trobriand Society, and Whyte, in investigating a street-corner gang, select one case or a small number of cases, collect a wide variety of data about many properties of each case by the special method of participant observation, and handle and report the data in a largely descriptive fashion.²

The disadvantages of the descriptive case study approach, namely, failure to secure validity or reliability, generality of findings, and biased-viewpoint, may be offset by the wide range of detail provided in the study, the emergence of latent patterns of behavior, and the observer's opportunity to grasp the processes and patterns of behavior as a whole.³ "Its [descriptive case study approach] main function for research consists in opening new avenues of understanding.⁴

In interpreting the sociological significance of the data, the researcher has compared the data to the conceptual model, thereby, being able to offer implications of such a model for other areas of social welfare. "When the interpretative process operates in this direction, starting

¹Riley, op. cit., p. 60.
²Ibid., p. 57
³Ibid., pp. 69-70.
⁴Sellitz, et al., op. cit., p. 220.
with the facts, it is an explicit attempt to use research as the stimulus for new ideas and theories."\(^1\) The data in this study include a description of the role of Community Relations worker in terms of its structure and its functions: Agency-to-community; community-to-Agency; and intra-Agency. Role limitations will be described; from this portion of the study, three corollary propositions will be set forth. To conclude the study, the implications of the role model for other areas of social welfare, both voluntary and public, will be explored. These implications affect a new field of employment for women and create for them a new role in the community system, a role which is relevant to the functional relations among the subsystems.

II. DEFINITIONS OF CONCEPTS USED

The community. Basic to the analysis of the role of Community Relations worker is a discussion defining the community as a social system. Within the sociological context, revised studies of the urban community are a recent development, and have necessitated the empirical testing of older concepts; these older concepts have been shown to be less valid than believed. Queen and Thomas present the city as a community as "a distinctive cultural development

\(^1\)Riley, op. cit., p. 27.
in a characteristic physical setting, the product of a certain kind of revolution.\(^1\) The possible marks of urbanization are considered to be: numbers and density of population, compactness and size of buildings, legal status, functions, division of labor, personality types, social groups and contacts, complexity, mobility, heterogeneity, and cultural innovation.\(^2\) These criteria are all-encompassing and variable. Writing in the *American Journal of Sociology*, July, 1958, Stewart rejects the folk-urban continuum concept and sets forth his opinion that "ultimately, the urban-rural distinction is not one of social networks or of institutional profiles but of individual outlook."\(^3\) Warren employs four dimensions by which communities differ from each other: (1) autonomy; (2) the extent to which the service areas of local units coincide or fail to coincide; (3) psychological identification with a common locality; and (4) the extent to which the community's horizontal pattern is strong or weak.\(^4\) Many disciplines within the realm of the social sciences—history, political science,

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\(^2\)Ibid., p. 9.


demography, economics, psychology,—have developed con-
ceptual tools with which to work in the study of the urban
community. In sociology, the community is studied as space,
as people, as shared institutions and values, as a distri-
bution of power and decision-making, and as a social system.
It is this last category, the community as a social system,
which will provide the frame of reference in which to place
the conceptual model of the Community Relations worker role
in a child welfare agency.

One of the most promising developments in community
studies has been the beginning of an attempt to apply
social system analysis to community phenomena. The
social system concept is based on the idea of structured
interaction between two or more units. In sociology,
these units may be persons or groups of one type or
another. Although the process of interaction among
units is basic to the concept of social system, the term
is not applied in all instances of interaction, but
rather to structures of interaction which endure through
time and can be recognized as entities in their own
right.1

Loomis has defined a social system as:

... the interaction of a plurality of individual
actors whose relations to each other are mutually
oriented through the definition and mediation of a
pattern of structured and shared symbols and
expectations.2

He has analyzed social systems in terms of nine elements:

1Ibid., p. 46.

2Charles P. Loomis, Social Systems: Essays on Their
Persistence and Change (Princeton, New Jersey: D. Van
(1) belief, "any proposition about any aspect of the universe that is accepted as true"; (2) sentiment, "sentiments are primarily expressive and represent 'what we feel' about the world no matter why we feel it"; (3) end, goal, or objective, "the change or status quo that members of a social system expect to accomplish through appropriate interaction"; (4) norm, "more inclusive than written rules, regulations, and laws; they refer to all criteria for judging the character or conduct of both individual and group actions in any social system"; (5) status-role, "that which is expected from an actor in a given situation"; (6) power, "the capacity to control others"; (7) rank, "equivalent to 'standing' and always refers to a specific actor, system or subsystem"; (8) sanction, "rewards and penalties meted out by the members of a social system as a device for inducing conformity to its norms and ends"; and (9) facility, "a means used to attain ends within the system."¹ In addition, a social system, as defined by Loomis, involves: (1) communication, "the process by which information, decisions, and directives are transmitted among actors and the ways in which knowledge, opinions, and attitudes are formed or modified by interaction"; (2) boundary-maintenance, "the process whereby the identity of the social

¹Ibid., pp. 11-36.
system is preserved and the characteristic interaction pattern maintained; (3) systemic-linkage, "the process whereby one or more of the elements of at least two social systems is articulated in such a manner that the two systems in some ways and on some occasions may be viewed as a single unit"; (4) socialization, "the process through which the social and cultural heritage is transmitted"; (5) social control, "the process by which deviancy is either eliminated or somehow made compatible with the functioning of social groups"; and (6) institutionalization, "the process through which organizations are given structure and social action and interaction are made predictable."

Talcott Parsons has described social systems as "a plurality of subsystems, each of which must be treated analytically as an open system interchanging with enveloping subsystems of the larger system." In The Community: An Introduction to a Social System, a text by Irwin T. Sanders, the author stated that:

The basic unit of analysis for the study of a community is the subsystem (combined into major systems) and that the behavior of a community as a total system is greatly dependent upon the interaction among these

1Ibid.

This structure-function school of sociologists begins with the conception of the social system and visualizes smaller units, down to the individual, as structural subparts whose functions are essentially defined and confined by the whole system. The leader of this school of thought, Talcott Parsons, has related his macrosocial and macrofunctional theories to the microsocial and microfunctional theories of Robert Bales in order to formulate a basic paradigm of structure and function which "was originally derived from the study of small groups, then extended to the family as a small group and finally to quite other levels of organizations."²

The opposite school of thought is the symbolic interaction school in which one proponent, Tamotsu Shibutani, stated:

Society consists of the recurrent adjustment and cooperation of associated persons through which action patterns of all kinds are formed, sustained, modified, evaded, or contravened. Sometimes the coordinated activities become highly organized, but there are also transient forms of interaction. Therefore, society

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might best be regarded as an ongoing process, a becoming rather than a being.\(^1\)

A rebuttal to the symbolic interactionist's point of view has been presented by Helmut R. Wagner in his article, "Displacement of Scope."

Empirically, sociological interests range all the way from the study of interactional encounters between two persons to the analysis of whole societies, theoretically, they deal with processual or structural units from the diad to the societal system. This implies both a tremendous quantitative span and a huge array of qualitative differentiations. Setting all other considerations aside, we may state that most sociologists operate, at least in particular phases of their work, either within small-scale, or intermediate, or large-scale ranges. This "differentiation of scope" is a consequence of the inherent difficulties in treating the whole range of sociological interests successfully from a single baseline.\(^2\)

The Parsonian concept of "an open system interchanging with environing systems" implies boundaries and their maintenance.

When a set of interdependent phenomena shows sufficiently definite patterning and stability over time, then we can say that is has "structure" and that it is fruitful to treat as a system. A boundary simply means that a theoretically and empirically significant difference between structures and processes internal to the system and those external to it exists and tends to be maintained.\(^3\)

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\(^3\) Parsons, *op. cit.*, p. 36.
The function of pattern-maintenance refers to the imperative of maintaining the stability of the patterns of institutionalized culture defining the structure of the system.  

The focus of this function is on values; this is the first of four "essential functional imperatives." The second imperative is the function of goal-attainment which is concerned with the structures, mechanisms, and processes involved in this relation. The third imperative is adaptation.

An analytical distinction must be made between the function of effective goal-attainment and that of providing disposable facilities independent of their relevance to any particular goal. The adaptive function is defined as the provision of such facilities.  

The fourth imperative is the function of integration; "in the control hierarchy, this stands between the functions of pattern-maintenance and goal-attainment."

Our recognition of the significance of integration implies that all systems, except for a limiting case, are differentiated and segmented into relatively independent units, i.e., must be treated as boundary-maintaining systems within an environment of other systems, which in this case are other subsystems of the same, more inclusive system. The functional problem of integration concerns the mutual adjustments of these "units" or subsystems from the point of view of their "contributions" to the effective functioning of the system as a whole.

Although this theory of social system has not been applied

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1Ibid., p. 38.  
2Ibid., pp. 39-40.  
3Ibid., p. 40.
to a study of the community by its author, it is being employed by sociologists in this area as a basis for social system analysis at the locality-relevant level.

The horizontal pattern. Warren defined the community as the combination of system and units which perform the major functions having locality-relevance: Production, distribution, consumption, socialization, social control, social participation, and mutual support.\(^1\) He has developed his concept of the American community as a social system around the consideration of the following questions:

1. Of what units is the community as a social system comprised?
2. To what extent can the community as a social system be distinguished from its surrounding environment?
3. What is the nature of the structured interaction of units in the community as a social system?
4. What are the tasks which the community performs as a social system?
5. By what means is a structured relationship among the interacting units of a community maintained?
6. Can an external and an internal pattern of activities be differentiated in the community?
7. What is the relation of community social system units to other social systems?\(^2\)

In conceptualizing the structure of the community as an inclusive social system, Warren has developed the concepts "vertical pattern" and "horizontal pattern." Use of the term "pattern" is meant to describe a "type of

\(^2\)Ibid., p. 152.
relationship into which all community units come in some of their aspects."

The community's vertical pattern is the structural and functional relation of its various social units and subsystems to extracommunity systems. The term vertical is used to reflect the fact that such relationships often involve different hierarchical levels within the extracommunity system's structure of authority and power. The relationships are typically those of a system unit to the system's headquarters, although several intervening levels may occur.¹

The community's horizontal pattern is the structural and functional relation of its various social units and subsystems to each other insofar as they have relevance to the community system.²

The vertical pattern is characterized by Gesellschaft-like qualities such as deliberate and rational planning and bureaucratic structure; the horizontal pattern is characterized by Gemeinschaft-like qualities such as sentiment, informality, and diffuse, informal and ad hoc structuring of an essentially non-bureaucratic nature.

The organizational structure of Parson's social system is built on four levels; these levels may be studied discretely, yet, each is in juxtaposition to the other for the purpose of structural analysis. The levels are:

1. the primary or technical level;
2. the managerial level;
3. the institutional level;
4. the societal level.

Let me start with the proposition that all social

¹Ibid., p. 161. ²Ibid., p. 162.
systems are organized, in the sense that they are structurally differentiated, about two major axes. When these axes are dichotomized, they define four major "functional problems," with respect to which they differentiate.

The first of the two major axes of differentiation is perhaps most generally characterized as that between "external" and the "internal" references. The first set of functions tends to specialize with reference to the mediation of relations between the system and the situation external to it; the second, as seen in these terms, is concerned with the maintenance of the stability of pattern of the units and of the integrative adjustments of the units to one another.

The second axis of differentiation is central to what Durkheim called the "division of labor," through which parts are differentiated and concomitantly integrated through "organic solidarity." It is analogous to the differentiation between means and ends in terms of action as such. In terms appropriate to social systems, it can perhaps most usefully be designated as the "instrumental-consummatory" axis.

Four main dimensions of system structure and process may be derived from these axes: (1) the external-consummatory reference which I have called "goal-attainment"; (2) the external-instrumental reference which I have elsewhere called "adaption"; (3) the internal-consummatory reference which I have called "integration"; and (4) the internal-instrumental reference which I have called "pattern-maintenance and tension-management."1

Warren has stated that the vertical-horizontal distinction corresponds roughly, though not completely, to the distinction between external and internal systems as set forth by Homans.2

1Merton, Sociology Today: Problems and Prospects, op. cit., pp. 4-5.
2Warren, op. cit., p. 162.
The definition of the external system, as used by Homans, is "a set of relations among the members of the group that solves the problem: How shall the group survive in its environment?"

If we must have a definition in words, we can say that the mutual dependence between the work done in a group and the motives for the work, between the division of labor and the scheme of interaction, so far as these relationships meet the condition that the group survives in an environment--this we shall regularly speak of as the external system.

The internal system is the elaboration of group behavior that simultaneously arises out of the external system and reacts upon it. We call the system "internal" because it is not directly conditioned by the environment, and we speak of it as an "elaboration" because it includes forms of behavior not included under the heading of the external system. We shall not go far wrong if, for the moment, we think of the external system as group behavior that enables the group to survive in its environment and think of the internal system as group behavior that is an expression of the sentiments towards one another developed by the members of the group in the course of their life together.

According to Warren,

The horizontal pattern has to do with the formal and informal structures and processes through which the local units maintain a systemic relationship to one another. These include both the "internal system" described by Homans, the "group behavior that is an expression of the sentiments towards one another developed by the members of the group in the course of their life together," and that part of Homans' "external system" which has to do with the formal organization of relationships among units for task accomplishment as

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2 Ibid., p. 107.
3 Ibid., pp. 109-110.
dictated by the conditions of the system's survival in its environment. The horizontal pattern would correspond to the integrative function and the pattern-maintenance which Parsons subsumed under the internal category.¹

Iowa Children's Home Society, its role-set, and the role of the Community Relations worker in the Agency may be described in this conceptualized structure-functional frame of the community as an inclusive social system having within its structural organization a horizontal pattern, consisting of subsystems whose units are interrelated. The units of the social system are characterized by their roles in the system. In his classic statement, The Study of Man, Ralph Linton has defined the term "role" as the "dynamic aspect of a status."

The individual is socially assigned to a status and occupies it with relation to other statuses. When he puts the rights and duties which constitute the status into effect, he is performing a role. There are no roles without statuses or statuses without roles.² Parsons considers "role" to be the cornerstone in a structural series of categories in which collectivity, norm, and value occur in ascending order.

(It is interesting, and I think significant, that systematic introduction of the concept of role has been, perhaps, the most distinctively American contribution

¹Warren, op. cit., p. 270.

to the structural aspects of sociological theory).  

For most purposes, it is not the individual, or the person as such, that is a unit of social systems, but rather his role-participation as the boundary directly affecting his personality.  

The social systems with which the sociologist normally deals are complex networks of many different types or categories of roles and collectivities on many different levels of organization.  

The role-set. The units, governmental and voluntary, which have a relationship with Iowa Children's Home Society are in the role-set of the Agency. This term, role-set, was originated by Merton and has been defined by him as "the complement of role-relationships in which persons are involved by virtue of occupying a particular social status."

It should be made plain that the role-set differs from what sociologists have long described as 'multiple roles'. By established usage, the term multiple role refers not to the complex of roles associated with a single social status, but with the various social statuses (often, in differing institutional spheres) in which people find themselves.

All this presupposes, of course, that there is always a potential for differing and sometimes conflicting expectations of conduct appropriate to a status-occupant among those in the role-set. The basic source of this potential for conflict, I suggest—and here we are at one with theorists as disparate as Marx and Spencer, Simmel and Parsons—is that members of a role-set are,  

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1 Parson, Theories of Society, op. cit., p. 41.  
2 Ibid., p. 42.  
3 Ibid., pp. 42-43.  
4 Coser and Rosenberg, op. cit., p. 377.
to some degree, apt to hold social positions differing from that of the occupant of the status in question. To the extent that they are diversely located in the social structure, they are apt to have interests and sentiments, values and moral expectations differing from those of the status-occupant himself.¹

Merton suggests six social mechanisms which distinguish role-sets: (1) relative importance of various statuses, "the impact upon the status-occupant of diverse expectations among those in their role-set is mitigated by the basic structural fact of differentials of involvement in the relationship among those comprising the role-set"; (2) differences of power of those in the role-set; (3) insulation of role-activities from observability by members of the role-set; (4) observability of conflicting demands by members of a role-set, a mechanism which "serves to articulate expectations of those in the role-set beyond a degree which would occur if this mechanism of making contradictory expectations manifest were not at work"; (5) mutual social support among status-occupants; and (6) diminishing the role-set "by breaking off relations which presupposes that the social structure provides this option or more typically, the individual goes, and the social structure remains."²

It is the thinking of this participant-observer that the concept of the role-set is applicable to an agency,

such as, Iowa Children's Home Society, as well as to an individual. Because of the nature of its services, the role-set in which Iowa Children's Home Society functions is extensive and diversified; some members of its role-set include the State Department of Social Welfare, the Council of Social Agencies, United Community Services organization, State Mental Health Institutes, residential treatment centers, the State Training Schools for Boys and Girls, Juvenile courts, probation and parole officers, county departments of welfare, administrative personnel in both the Polk County and Des Moines school systems, Broadlawns Polk County Hospital, Easter Seal Center, Des Moines Health Center, Booth Memorial Hospital, Child Guidance Center, Des Moines Art Center, etc. Each of these members of the role-set of Iowa Children's Home Society has interests and sentiments, values and professional role expectations differing from those of the Agency and at times there is conflict and tension within the role-set. For example, a child may steal a car; at the time of the incident the child is in the temporary custody of the Agency, the custody having been given to the Agency by the Juvenile Court. Upon apprehension of the child, the Juvenile Court worker recommends to the Judge that the child be sent to the State Training School. The Judge weighs this recommendation along with the psychiatric evaluation of the child by Child Guidance
Center which recommends that the child be placed in a residential treatment center. The Court considers the child "delinquent," according to legal definition; Child Guidance Center considers the child to be "emotionally disturbed," according to psychological tests. The Agency, which is temporarily functioning as parent of the child, thus is subject to conflicting norms and expectations of members within its role-set.

When the Agency defined membership in its role-set to include units in the horizontal pattern of the community, such as Parent-Teacher Associations, church groups, service organizations, alumnae groups, and others, formally or informally organized, the role of the Community Relations worker was conceptualized and created to affect the functional relations between the Agency and the members of its role-set. The rationale for including these community groups in the role-set was that an agency, supported by voluntary contributions to the United Campaign of which the agency is a member, and supported, also, by taxes which are used by the Juvenile Court to pay for services given to children by the agency at the request of the Court, is accountable to the citizens of the community. Iowa Children's Home Society has determined that accountability to the community is a part of the obligations inherent in its status and a part of the expectations of its role as a
voluntary, non-sectarian, child-caring, agency. Therefore, it is the function of the role of the Community Relations worker to fulfill this obligation by means of interpretive services and, thereby, augmenting the integrative function of the subsystem, Iowa Children's Home Society.

III. ENVIRONMENTAL SETTING

A major community function is that of providing mutual support at the local level. Traditionally, this function of proferring help in times of personal crisis had been fulfilled under the auspices of primary groups such as the family and relatives, neighborhood groups, and local religious groups. However, as Durkheim theorized, the division of labor has created greater interdependence among the segmented units of the community social system which has stimulated the development of a type of symbiotic inter-relationship which he termed "organic solidarity." In this century, the family turns more and more to specialized agencies offering special help beyond their own resources. The organizational network for performing these functions includes both voluntary and public agencies in the health and welfare field. Within the network, Iowa Children's

Social Workers, the contribution of Emile Durkheim

Home Society is a child-caring agency providing adoption service, service to the unwed mother, and foster care for emotionally disturbed children; it is a voluntary, non-sectarian agency. Its role is played in both the vertical and horizontal patterns of the community and although the emphasis of this discussion is not on the vertical ties of the Agency, these must be mentioned because the conflict between extracommunity ties and the role of the Agency in the network of locality-relevant agencies is a potential source of tension. The Agency has two research grants from the Children's Bureau, Department of Health, Education and Welfare, Washington, D. C.; the Department has established criteria for the acceptance of applicants for research grants, set standards of procedure for the project to be financed by the grants, and supervises the methods of reporting progress on the projects. The Agency participates in the adoption exchange service of the Bureau of Indian Affairs, Department of the Interior. As a member agency of the Child Welfare League of America, the Agency must comply with standards set by the League in order to receive and maintain its accreditation in the League. Through the individual staff memberships in the National Association of Social Workers, the Agency personnel must meet educational and supervised experience requirements set by the Association.
The very existence of the Agency is legitimized and sanctioned by its license to operate which is given by the Iowa State Department of Social Welfare. Activities of the Agency are supervised by this Department in accordance with Iowa laws. Foster Homes used by the Agency must meet specifications set by the Department in order to be in the service of the Agency. These extracommunity ties are of a standard-setting and legitimizing nature, relating to the task-performance of the Agency. Other ties in the vertical pattern are not of this nature but are informal and have the quality of sentiment; those ties are through Agency participation and membership in the Joint Coordinating Council for Health and Welfare Services and in Iowa Welfare Association.

In the horizontal pattern, Iowa Children's Home Society participates in the Council of Social Agencies and in the United Campaign. Membership in both these organizations is voluntary. In Des Moines, the Council of Social Agencies is a coordinating and planning council composed of professional agency personnel and agency board representatives; it has no controls over its members or the agencies represented in its attempts to give structure to the functional efforts of coordination among the diverse health and welfare units in the community. The relation of the agencies to the Council is weak and functionally less
significant than the relationships of the agencies with units in their vertical pattern. The United Community Services organization which conducts the United Campaign drive, on the other hand, exercises much control over its member agencies through its financial control. Member agencies must meet requirements set by the United Community Services organization and each year the agencies' budgets are reviewed by a panel of the United Community Services Board to determine the validity of the request for financial support in the coming year. Such control constitutes the power of the United Community Services organization to make its member agencies conform to its norms and policies rather than any specific policy-making authority. Ultimate authority for policy-making at Iowa Children's Home Society rests in its Board of Directors which has broad and even exclusive powers to set Agency policy.

IV. SUMMARY OF THE CONCEPTS

In summary, the concept of community has been interpreted in many ways according to the interests of the social scientists concerned; the community may be defined geographically, spatially, demographically, legally, culturally, economically, etc. Contemporary theorists in sociology, such as Parsons and Loomis, have contributed much to the field of social analysis with their concepts of social
system which other theorists, such as Warren, Shibutani, and Sanders, have applied to the study of the community. The community as a social system whose units and subsystems interact both structurally and functionally is the conceptual framework in which the subject of this thesis, the role of the Community Relations worker at Iowa Children's Home Society, is examined.

Parsons and Homans have described the community social system in terms of internal-external axes and forms of group behavior. Utilizing these concepts and expanding upon them, Warren has developed his own concept, that of the vertical and the horizontal patterns within the social system of the community. The horizontal pattern concept is relevant to the role of the Community Relations worker because it is within this pattern that the worker is assigned the duty of performing interpretive services to facilitate the integrative function of the Iowa Children's Home Society, one of the Des Moines community's subsystems.

The role of the Community Relations worker is played within the role-set of the subsystem, that of the Agency; this role-set has been defined by the Agency to include professional child welfare groups and non-professional groups and individuals living in the Des Moines area whose role-participation in the community is affected by the needs, services, and goals of child welfare. The following
chapters will describe the interaction of the role of the Community Relations worker with those within the role-set of the Iowa Children's Home Society and the means by which the forms of interaction contribute to the functional relations and integration of the Agency in the horizontal pattern of the community.
CHAPTER II

INTERPRETIVE SERVICES AS RELATED TO THE
HORIZONTAL PATTERN CONCEPT

I. THE INPUT-OUTPUT EXCHANGE

Structured interaction of units in the community social system occurs within the horizontal pattern of the community. Such interaction, structured and functional, among the various social units and subsystems at the locality-relevant level is an integrating force which can be analyzed in terms of the input-output exchange. Any type of social unit in the community system receives several kinds of inputs from the other units: deliberate inputs from the adaptive adjustments made by other local units, and inputs involving the attitudes and behavior of those it employs or with whom it deals.¹

When inputs are viewed as the impact of one unit upon other units, then, it is obvious that one unit's input is conditioned by another unit's output. In other words, one unit's input is reflected in another unit's output. To be specific, those community units' input which affect the output of Iowa Children's Home Society are the County

Departments of Social Welfare, the United Community Services organization, individual donors, the Juvenile Court, and other referring agencies. Those community units which reflect the output of Iowa Children's Home Society are the foster parents, the adoptive parents, community hospitals at which unmarried mothers receiving casework from the Agency deliver their babies, the Des Moines Public School System, other agencies to which Iowa Children's Home Society refers children in its care for specialized treatment or placement, and civic groups which use the Program Service of the Agency or from which volunteers are recruited. In some instances, there is an interrelationship which does not allow for a clear demarcation of the input-output exchange; for example, the Agency may remove a child from foster care to Independence State Mental Health Institute for purposes of residential psychiatric treatment. During the period the child is at Independence, his caseworker from Iowa Children's Home Society continues to visit him and participates in the staff meetings of the Mental Health Institute at which evaluation of the child's treatment response and future planning for the child is discussed. Because of this kind of continuing involvement with the child, the input-output exchange is one of much interaction.

As a child-caring agency supported by both voluntary contributions and tax monies, Iowa Children's Home Society
is subject to both formal and informal external control
groups in its environment. The United Community Services
organization, donors, the Juvenile Court, public school
administrators, foster parents, adoptive parents, etc.,
comprise the various publics which exercise decisive power
over the Agency. "Administrators must be skilled in iden-
tifying, modifying, utilizing, and surviving political
environments of public consensus or factionalism." ¹ The
Director of Iowa Children's Home Society functions within
the formal hierarchy of administration and its structured
system of communication. In order to achieve optimum com-
munity awareness of child welfare needs, services, and
goals, which is considered by Iowa Children's Home Society
as a part of its output, the Director has delegated to the
Community Relations worker the responsibility of function-
ing in the informal communication channels which the com-
munity's subsystems maintain; this awareness is the ulti-
mate source of Agency goal-attainment and public approval.
The services of the Community Relations worker role at
Iowa Children's Home Society are a part of the Agency's
output in Polk County, Iowa.

¹ Chester A. Newland, "Current Concepts and Charac-
teristics of Administration," Child Welfare Journal, XLII
(June, 1963), 291.
II. THE NEED FOR SOCIAL WELFARE INTERPRETATION

With the establishment of government agencies during the depression of the 1930's to provide financial assistance to the one-sixth of our population which was dependent upon it and to handle the mechanics of relief-giving, the voluntary agencies were compelled to redirect their services with considerable emphasis on casework methods and the personality needs of their clients. The new emphasis necessitated public understanding. In 1947, thirteen of the 234 member agencies of the Family Service Association of America employed staff members assigned to the job of telling their various publics what the agencies really do and what they stand for.¹ That same year, the Russell Sage Foundation published the book, How to Interpret Social Welfare; its table of contents lists the following methods of interpretation: formal meetings; radio; letters; bulletins; annual reports; newspapers; and informal meetings with board members, important committees and conference groups.² Television must be included now because it is maintaining its dominant position among mass media according


Of the almost 800 respondents, more than two-thirds (555) checked "Public Relations Planning" as a subject they wish to see more of in this newsletter. Nine other subjects were rated in the following order of preference: Working with Boards, Volunteers (401) ... Public Opinion Studies (374) ... Working with Mass Media (341) ... Fund-raising (313) ... Person-to-Person Public Relations (296) ... Audio-Visual Media (271) ... Health Education Techniques (252) ... Inter-agency Relationships (247) ... and Special Events (240).¹

A sense of community partnership is beginning to be expressed. Frederick Dellaquadri, Dean, Columbia University School of Social Work, in an address to the National Conference on Social Welfare, 1965, charged that there has been...

... a loss of real communication ... a moving away from the open channels of communication with the public, partly out of our own insecurity and partly because of our inability to translate what we are doing into basic English.²

The emerging sociological view of mass communication sees the communicator and recipient as interdependent; their relationship no longer fits the one-way who-to-whom concept which is the traditional view of this relationship. Both communicator and recipient have roles which are:


... related to one another within the social system. Thus the several communications which flow from one individual or group to another appear no longer as random or unrelated acts but as elements in a total pattern of ongoing interaction.¹

This sociological view may possibly lead to the development of a model to facilitate open channels of communication in community social systems as they exist in society today.

I believe that schools of social work must share the concept of accountability to the public as part of our educational preparation for all disciplines. I believe that there is not enough stress in either the public or voluntary sector on the importance of cooperative and collaborative relationships and actions by clusters of social agencies—and by social welfare in concert with other professions.²

Interpretation at Iowa Children's Home Society.

Earlier in this discussion, foster parents and adoptive parents were identified as groups in the external environment of Iowa Children's Home Society. Agency service to both of these groups involves the Agency's obligation in public education. As a facet of its integrative function, the Agency is responsible for the resocialization of emotionally disturbed children by means of foster care. By definition, socialization is a process of interaction; socialization for these emotionally disturbed children takes place not only within the foster home setting but also in

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²Dellaquadri, op. cit., p. 8.
school, church, Y camp, neighborhood group, etc. The attitudes expressed by participants in these community groups towards the foster parents and the foster children is a strong determinant in the ability of the children to utilize treatment services provided by the Agency. It is the responsibility of the Agency to see to it that the community accepts the foster child as a part of the community.  

Criteria set by the Agency to seek in adoptive parents should be "specifically, widely, and frequently interpreted to the public, together with the steps the agency will take to study the application." These two examples of the need for public education pertinent to two phases of Iowa Children's Home Society program focus on interpretation as the means to community awareness and understanding without which the integrative function of the Agency would be critically impaired.

Information and publicity in the ordinary sense do not suffice. You cannot just tell people about casework. You have to interpret it. Casework is nothing to "come and see." It has nothing to show--no groups of people having fun, no equipment, no gadgets.

Without interpretation, casework is not a service

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which people can easily relate to their own needs; it is regarded as something for the "less fortunate."  

The administrative and casework staff members of Iowa Children's Home Society are aware of their responsibility to educate the public and of their accountability to the wider community; they are equally aware of their limitations to meet continually the requirements imposed by these. Prior to the employment of the Community Relations worker, there was no staff member assigned to opening the channels of communication with the community in order to interpret the Agency's program. When a request for a speaker from the Agency came to the Agency, a staff member would fill the request but no one sought the requests for other than fund-raising purposes. Neither administrative nor casework staff has time to initiate a service of public education and interpretation. Also, most of the casework staff is cognizant of its lack of information concerning the Agency: its work as a whole; its accomplishments and needs; the role of the Agency in the network of agencies; etc. The casework staff is cognizant, too, of its limitations in terms of skills wider in scope than the interpretive skills inherent in casework as taught in the schools of social work. Therefore, the position of Community

1Paradise, Toward Public Understanding of Casework, op. cit., pp. 22-23.
Relations worker was established to facilitate Agency-to-community relations and community-to-Agency relations through education and interpretive services.

III. THE ROLE OF COMMUNITY RELATIONS WORKER

The trial employment of the Community Relations worker demonstrated the Agency's awareness of the importance of community partnership; this awareness is illustrated by the qualifications sought in the worker: a woman known for her community service as a board member and volunteer in many organizations, with wide community contacts, who is accustomed to public speaking, who has demonstrated ability to organize volunteers, and who desires part-time employment. The addition to the staff of a person with these qualifications, not social work training or casework experience, signaled a radical departure from casework agency staff personnel and the qualifications deemed essential for such staff personnel. Yet, it is these qualifications for the role of Community Relations worker which enabled the Agency to develop and demonstrate its responsibility and accountability to the wider community and enable the Community Relations worker to function in a specialized role within the formal organizational structure of the Agency. The role has involved contacts, not of a casework nature, with the members of many subsystems in the community social.
system and in the horizontal pattern, either as individuals or groups.

The division of labor is largely the indirect form of co-operation. Co-operation of this type is attaining growing importance in our society. The personal satisfactions of real contact and of being in the presence of others must increasingly be displaced. . . .

The role of the Community Relations worker at Iowa Children's Home Society is played in a cooperative form of activity as contrasted with the Public Relations Department of the Agency whose role is in a competitive setting, that of fund-raising. Also, the role of the Community Relations worker involves, primarily, person-to-person public relations; the role of the Public Relations Department involves, primarily, utilization of the mass media. The third differentiation between the functions of the Community Relations worker and that of the Public Relations Department is that the latter's activities are geared to fund-raising and the financial support of the Agency's services; the Community Relations worker's functions are geared toward stimulating community awareness of child welfare needs, services, and goals through public understanding per se.

As indicated by the questionnaire responses obtained by the National Public Relations Council for Health and

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Welfare Services, Inc., there is growing interest in person-to-person public relations. To make its exhibits more educational and its lectures at Oregon State College more personal, the Oregon Division of the American Cancer Society set up six exhibits each manned by physician volunteers who talked about aspects of cancer to roving groups of students and faculty. "The reactions of the viewers and the physician volunteers were enthusiastic primarily because of the informal, face-to-face contact between the speakers and the audience," the Oregon agency reported in Channels, March 15, 1965.1

The need for more information and interpretation in communities regarding agencies is evident from the following examples. The first reflects this need from the point of view of the persons wanting service.

Despite the availability of a wide variety of health and welfare services in many communities, persons needing a particular service too often don't know where to turn, even knowledgeable persons. To correct deficiencies of this kind in Connecticut's rehabilitation field, the Connecticut Society for Crippled Children and Adults is planning a central Information, Referral, and Follow-up Service. The Easter Seal Society points out that although the small state has 34 public and private agencies and 26 hospitals offering a variety of rehabilitation services, "it's not surprising that many people don't know where to turn for help when crippling strikes." The new central source of

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information and referral being established will be available to individuals and organizations.¹

The second example reflects community knowledge about member agencies of the Des Moines, Iowa, United Campaign. In the spring of 1964, the Research Department of the Des Moines Register and Tribune conducted a Des Moines Community Services Study to obtain basic data on the community attitudes toward the United Campaign and a measure of the principles of the United Campaign concept. It was ascertained that:

There is a high degree of uncertainty about which welfare agencies are included in the United Campaign and which are not.

For example, the Easter Seals organization is not part of United Campaign, yet 27 per cent of Des Moines adults think they are in the U. C. The Tuberculosis and Health Association is not in, but 50 per cent think they are. This is also true of the American Cancer Society with 37 per cent thinking they are part of the United Campaign, and 31 per cent think the March of Dimes is in the U. C.

There is less confusion among agencies which are in the U. C., although even in this group 25 per cent think the Salvation Army is NOT a part of U. C. and the same percentage think the American Red Cross is not in the U. C. group.²

It is, therefore, a valid assumption for the role of


²Des Moines Register and Tribune Research Department, Des Moines Community Services Study (Des Moines, Iowa: Des Moines Register and Tribune, 1964), p. A-4.
Community Relations worker that neither the potential recipients of agency services nor donors, neither other agencies in the network of professional agencies nor the units in the wider community, are as aware of agency services and programs as they might be.

An editorial in Public Administration Review entitled, "Facilitating Intergovernmental Communication," is as applicable to the social agency field as it is to the field of government.

... motivation toward intergovernmental cooperation will increase. The pressure of the immensity of the problems themselves will help. People do what they have to do, most of the time, to solve problems facing them, and interorganizational cooperation between levels of government will grow out of pragmatic solutions to specific problems.1

As a part of the Agency's output, the role of the Community Relations worker at Iowa Children's Home Society is a conceptual model to demonstrate the facilitation of integrative functions within the Des Moines community horizontal pattern.

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CHAPTER III

AGENCY-TO-COMMUNITY ROLE FUNCTIONS

When the role-set of Iowa Children's Home Society is defined in a comprehensive manner, it includes individuals and groups in the community who have interests and sentiments differing from those of the status-occupant, namely, this voluntary child-caring agency. The diversity and extensiveness of the Agency's role-set is such that it includes individuals and groups with focal concerns other than child welfare; however, as participants in the structure of the horizontal community pattern whose input is effected by the output of other units within the pattern, there is a relationship among them which has the potential for being helped to be more interactional. It is the proposition on which this study is based that the role of the Community Relations worker is one which facilitates the functional relations within the horizontal community pattern of Des Moines. Therefore, the role is played within a role-set which has a wide range of participants. This chapter will describe the Agency's output in terms of the role played by the Community Relations worker for other social work agencies, community organizations, and individuals.
1. TO OTHER WELFARE AGENCIES

The worker has been assigned by the Director to represent Iowa Children's Home Society at professional meetings and conferences sponsored by other social welfare agencies and organizations. For example, the worker has attended an Institute on Crime and Delinquency for parole and probation officers, was the Iowa Children's Home Society representative on the state-wide Joint Coordinating Council for Health and Welfare Services, has represented the Agency at the Governor's Conference on Residential Treatment Centers for the Dangerously Ill, the Governor's Conference on Children and Youth, etc. At these meetings, the worker expressed the point of view of the Agency on matters affecting Agency policy or procedure, described the Agency's services when they were pertinent to a proposed comprehensive service plan and through the informal contacts made at these meetings with personnel from other agencies has been able to facilitate communication between Iowa Children's Home Society and other welfare agencies at the administrative level.

At the casework level, the Community Relations worker has functioned in two types of situations: orientation for new Child Welfare workers employed by the State Department of Social Welfare who will be located in the Des Moines
area; and orientation and consultation for the University
of Iowa School of Social Work students doing second-year
field work at the Agency. In the first situation, it has
been the practice of the State Department to ask either the
Director or the Director of Casework of Iowa Children's Home
Society to speak to the group regarding the services of the
Agency at an orientation meeting at the State Office Build-
ing. Since it has become known that Iowa Children's Home
Society plans tours of its building and presents a color
slide-illustrated speech in conjunction with the tours in
order to augment pictorially the interpretation of the
Agency's services, the State Department, Child Welfare
Division, has requested that the new caseworkers of the
Division be given the tour of the Agency and the inter-
pretation of services by the Community Relations worker who
inaugurated this idea of the tour. (It is to be noted here
that the building itself is an administrative headquarters
only and that it is incumbent upon the worker conducting the
tour to create the imagery of children being cared for and
placed by the Agency.)

In the second situation, the Community Relations
worker has given one in the series of orientation meetings
about the philosophy and operation of the Agency to the
second-year social work students assigned to the Agency;
the worker has discussed the role in the structure and
functional relations of the Agency and the methods by which the duties and responsibilities of the role have been carried out. Throughout the six month period during which the students work in the Agency, the worker has been available to them for consultation and reference in regard to seminar papers which they were required to present to a School of Social Work faculty member; the worker assisted in providing information about the historical background of the Agency program, the structure of the Agency, and the Agency in a network of agencies. Thus, the Community Relations worker has been playing the role of facilitating relations by interpretive communication with other professionally-oriented agency personnel and social work students.

II. TO COMMUNITY ORGANIZATIONS

The Program Service. In the conceptualization of the input-output exchange it is hypothesized that one unit's input is conditioned by another unit's output. It is, therefore, suggested that community awareness of child welfare needs, services, and goals, with emphasis on the relationship between Iowa Children's Home Society and the other child welfare agencies in the community as well as in the state of Iowa, may be heightened and conditioned by the interpretive function of the Community Relations worker.
role. It has been an assigned responsibility of the worker to provide liason with community organizations in order to stimulate this kind of awareness.

Three problems in implementing this assignment were evident: To Whom?; How?; and With What? Utilizing the experience of participation as volunteer and board member of a variety of civic and welfare organizations, the Community Relations worker was cognizant of the difficulties which organization Program Chairmen encounter in planning and arranging programs of interest to the largest number of members. Sociologically, civic and social organizations rely upon the ritual of the regularly scheduled meetings of the membership in order to realize pattern-maintenance and goal attainment. Therefore, the problem of To Whom? has been resolved by the definition of the Agency's role-set to include civic and social organizations in the community's horizontal pattern. The problem of How? has been resolved by building and keeping current a card file of all civic and social organizations in Polk County (Des Moines and immediate environs) to be used for mailings. On each file card has been recorded the name of the organization, the name and address of the president, date of installation of the officers, and a space provided for recording written and personal contacts made. Originally, the file was built upon information obtained through the Public Library, the
Chamber of Commerce, the directories of such organizations as the schools and the churches, and upon newspaper announcements of organization meetings and the installation of officers. It has been kept current primarily by means of daily checking the newspapers for such announcements. At this time there are over six hundred organizations on file; many of these organizations have only indirect or peripheral interest in child welfare per se.

With the knowledge of organizations' needs for programs and the card file as a tool for reaching groups in the community's horizontal pattern, the Community Relations worker developed a new service of the Agency, namely, programs for organizations about child welfare needs, services, and goals. This new service was the solution to the third problem, With What? For the past two years in the spring when most Program Chairmen were planning the next year's meeting programs, the worker mailed a letter of program suggestions to those organizations on file.¹ These suggestions were intended to offer a scope of interests within the limits of a child-caring and child-placing agency wide enough to appeal to many types of organizations and to offer variety in the format of the program; some of the suggestions included a speech which surveyed child welfare

¹For contents of these letters, see Appendix A.
services in Des Moines and Iowa; a slide-illustrated speech entitled, "Wednesday's Children," about battered, abused children and community planning for them; a speech aimed directly at Men's Service organizations entitled, "Growth Stocks and High Investment Returns," and a panel of foster parents describing their relationships with their foster children, their relationship with the Agency, and the relationship of foster children to community facilities.

The criterion used in evaluating the effectiveness of this Program Service of Iowa Children's Home Society has been the numbers of community citizens reached with a comprehensive interpretation of child welfare needs, services, and goals who would not have been otherwise. The number of organizations who used the Program Service may indicate the interest of organizations in child welfare; it may indicate the need for a program; or it may indicate a combination of these factors. However, it is the number of persons reached, whose awareness of child welfare has been heightened, which is of significant relevance in the evaluation of this function of the Community Relations worker's role.

From the inception of the service in July, 1964, through January, 1966, 2,023 persons have been reached by fifty-one programs which have been directly attributable to either the program suggestion letters or to the recommendation of someone in an audience to another group with which he or she
is affiliated. From the list of organizations requesting programs, it may be ascertained which kinds of organizations most readily seek programs of this nature, namely, women's church groups, PEO chapters, American Association of University Women groups, Parent-Teachers Associations, and community service groups. Slide-illustrated speeches accounted for 58 per cent of the program requests, the foster parent panel for 24 per cent, and other speeches for 18 per cent. It should be noted that the Community Relations worker has arbitrarily restricted the use of the panel to audiences over twenty-five in number; audiences smaller than twenty-five did not justify the use of the time of three or four foster parents, a casework staff member who served as moderator, and the Community Relations worker who presented a bird's eye view of the Agency's entire services before the panel discussed one special service, foster care for emotionally disturbed children. A question period has always followed any program presented by the Agency.

The Speakers' Bureau. Implementation of the Program Service, meeting every request for a speaker or the panel, became more of a responsibility than the Community

1See Appendix B for the complete list.
Relations worker could assume alone. Therefore, a Speakers' Bureau, composed of six Board members, was chosen by the Board President. Speeches were prepared by the writers in the Public Relations Department of the Agency; these speeches were based upon case histories used by the Community Relations worker in previous speeches to make the services of the Agency to children more vivid and personal. Also, these speeches attempted to answer questions concerning the functions of the Agency which had been asked of the Community Relations worker by members of several groups to which the worker had spoken. In addition to the written materials prepared for the Speakers' Bureau members, the members attended at least one psychiatric staff meeting, one adoptive parents group meeting, and one speech given by the Community Relations worker in order to observe some of the inner workings of the Agency and through this kind of participation to become more involved with the Agency than Board membership alone may offer. Assignments of the Speakers' Bureau were made by the worker and the worker assumed all responsibility for arrangements.

Agency tour. The idea of offering a tour of the Agency and a slide-illustrated speech as a field trip project for Girl Scout troops resulted from a request by a troop to make toys for the Agency. The Agency has encouraged
this kind of a field trip for young people who will someday be the civic leaders in their community and participate in community planning in the area of health and welfare. In the fall, the Community Relations worker wrote an article for the Girl Scout Leader's bulletin suggesting a tour of Iowa Children's Home Society as a field trip; six troops have taken the tour in a period of four months. Adult groups have been invited to hold a meeting of their club or organization in the large meeting room at the Agency and to have the Agency present the program. In these ways the Agency has reached into the community with interpretation of its functions and services and affected community attitudes toward child welfare needs, services, and goals.

III. TO INDIVIDUALS

Throughout the year and especially at Christmas time, the Community Relations worker has had contact with individuals requesting certain kinds of assistance. High school students, college students, and nursing students seeking information for term papers about the adoptive process, the problem of illegitimacy, or foster care have been seen by the worker who discussed the topic with them, gave them written materials whenever possible, and referred them to other sources for additional information. At Christmas time, the worker received many of the telephone calls from
people who wanted to know what kinds of gifts to send to children in the care of the Agency or who wanted to have a child spend Christmas Day in their home. It was the latter kind of call which has afforded the worker the opportunity to interpret the services of the Agency to the caller—the children are either in foster homes or adoptive placement—and to listen for any indication that the caller may have been making an indirect approach to the Agency in regard to adoption or becoming foster parents; if such an indication has been evident, the worker has been supportive to the caller and encouraged him to pursue his interest with the appropriate casework staff member. Interpretation to individuals in these ways has been a personal service of the Agency and one which could be time-consuming and distracting to members of the casework staff if they had to perform it in addition to their regular duties.

In summary, the Community Relations worker role has had three facets of the function of interpreting child welfare services to the community. The first facet has been that of representing the Agency at assigned professional and community welfare meetings; contacts made by the worker at these meetings have facilitated communication between Iowa Children's Home Society and other welfare agencies at the administrative level. The second facet has been that of providing programs for community organizations; the
criterion used in evaluating the effectiveness of these programs has been that of the numbers of people reached with a comprehensive interpretation of child welfare service as given by Iowa Children's Home Society and the child welfare agencies in its role-set. The third facet of this role function has been that of service to individuals: students requesting information for term papers and persons wanting to do something at Christmas time for children in the care of the Agency. This role function as demonstrated by the description of its three facets is a part of the output of the Agency and is unique to the role of the Community Relations worker.
CHAPTER IV

COMMUNITY-TO-AGENCY ROLE FUNCTIONS

I. THE VOLUNTEER PROGRAM

Out of the goodness of their hearts, the "Do-gooders" and Ladies Bountiful of the late nineteenth century and the early half of the twentieth century were cognizant of the dependency of the less fortunate members of the community upon those more fortunate and, therefore, took food and comfort to inmates of institutions or to needy families. It was these early volunteers who gave the impetus for professional social work and served as the Casework Committee of voluntary agencies. With the advent of schools of social work to train professional social workers and the high degree of division of labor apparent in the proliferation of specialized agencies, the role of the volunteer changed; the volunteer assumed the role of Board member on a policy-making level and the role of fund-raiser in support of the agency's service. In many voluntary agencies today, these two functions are still the cardinal responsibility of Board members; however, many voluntary agencies now are members of a Community Chest or United Campaign and receive their funds from this central fund-raising organization. Services provided by the mutual support function of public
agencies are, of course, financed with tax monies.

If, today, policy-making and fund-raising were the only activities in which volunteers could participate in voluntary agencies, social participation would be minimal and the availability of professional staff would be maximal. Such is not the case! If these two volunteer activities in voluntary agencies were the only kinds of volunteer service which could be rendered in all welfare agencies, voluntary and public, then, the public agencies would be unable to utilize any volunteers. Such is not the case! The challenge to all agencies, voluntary and public, is the same: How to involve kindly people with an interest in the less fortunate (this term is used in the encompassing sense of less fortunate financially, physically, emotionally, mentally, or by circumstance) in the functions of the agency.

The most succinct statement of the purpose of a volunteer program in a social welfare agency is found in the Departmental Regulation #20.0: Volunteer Services Program, Department of Public Welfare, D. C.

It is the policy of the Department of Public Welfare to encourage Volunteer Services to supplement efforts of paid full time staff to carry out the basic purposes of law. Public institutions are open to the public and volunteer service programs are vital in interpretation of Public Welfare Programs and needs to the wider community. The Department of Public Welfare recognizes that volunteer interest and skills enrich the basic
program immeasurably. ¹

In order to state its own policy, Iowa Children's Home Society, which is a voluntary agency receiving tax monies from Juvenile Courts or County Departments of Welfare as fees for service given to children who are referred to the Agency by these sources, could paraphrase this statement.

It is the policy of the Iowa Children's Home Society to encourage Volunteer Services to supplement efforts of paid staff, either full time or part-time, to carry out the basic purposes of the Agency. The Agency is supported financially by both voluntary and public monies and, therefore, is responsible to the citizenry; volunteer service programs are vital in the interpretation of the Agency's Program and needs to the wider community. The Agency recognizes that volunteer interest and skills enrich the basic program immeasurably.

The development. The interpretation of the Agency's program and needs to units, individual and group, within the horizontal pattern of the community is the function of the role of the Community Relations worker in facilitating the integrative function of the subsystem in which the role is played. The development of volunteer services in the Agency is one of the duties assigned to the worker. No agency volunteer program can function in a vacuum. It is imperative that the service of volunteers be considered by

¹Departmental Regulation #20.0: Volunteer Services Program (Washington: Department of Public Welfare: Administration, October 19, 1960).
the casework staff as an integral part of the casework team.

There are some members of the social work profession who feel that volunteers should have a place on the service team. Unfortunately, this impetus for use of volunteers is the weakest. Indeed, the education of staff members in the use of volunteers is one of the areas in which we need more concentrated efforts.1

My experience has taught me that apathy may develop with both new and experienced volunteers. This creates a challenge for the professional worker in a teamwork situation to see that morale is kept at a high level. The fresh interest of new volunteers contributes much to the team as a whole and often provides an antidote for flagging enthusiasm. But the responsibility for seeing that all volunteers have the kind of experiences out of which come a sense of participation and belonging rests with the professional staff.2

Even though the administrative staff of Iowa Children's Home Society wholeheartedly endorsed the development of the Agency's volunteer program, commitment on the part of the casework staff was a prerequisite to the effective functioning of a volunteer program.

The commitment of the Iowa Children's Home Society casework staff to the concept of the volunteer program as an integral part of the casework team was obtained by the


Community Relations worker in informal discussions with the members of the casework staff; these discussions were structured according to the twelve questions posed by Melvin A. Glasser, Dean of Resources, Brandeis University, in his paper, "What It Takes," presented at the 89th National Conference on Social Welfare.

1. Is there a readily observable need for volunteer services and can this be translated into clearly defined jobs for volunteers?
2. Are we clear enough as to our professional tasks so that we may understand our own roles in relation to the volunteers?
3. Can we budget the staff time which must be allocated to the effective implementation of volunteer programs?
4. Have paid staff members, at all levels, been involved in thinking through the proposal to use volunteers in agency programs, and will they give support to the activities?
5. What are our expectations of the level of volunteer performance? Are we prepared for unevenness of service, and turnover of workers almost always a part of such programs?
6. Will we be able to assign responsibility to one central staff person for supervision of volunteer activities?
7. Are we willing to make available supervision and training for the new recruits?
8. Are we ready to accept the volunteers as colleagues, and to give them appropriate recognition for their services?
9. Will we welcome volunteers from all social classes in the community so that our volunteer group will be truly representative of the total community which supports us?
10. Is there readiness to use volunteer participation at every appropriate level of agency service, up to and including policy-making?
11. Are we prepared to modify agency program in the light of volunteer contributions and possible enrichment of the program?
12. Will we help the volunteer see the implications for the whole community of the programs on which he is
working? Will he be comfortable with and able to encourage the social action of volunteers which should come from enlightened participation in social welfare and health programs?"}

It would be less than honest to report that every staff member has been committed to the use of volunteers; it is valid to report that every staff member has been willing to be helped to participate in the volunteer program.

In helping the staff members to utilize volunteer services, the Community Relations worker has had to bring awareness of the motivation of volunteers to the staff.

In a study of "Motivation--A Changing Picture of the Volunteer," 409 volunteers responded to the question, "Why did you become a volunteer in this agency?" These responses were coded and tabulated in order to determine whether or not the volunteer considered experiences of the type found in his volunteer job interesting or challenging or what he found most rewarding. In general, these responses fell into three categories: (1) related to personal needs or considerations; (2) related to the humanitarian considerations or desire to fulfill the role of citizen; and (3) related to the benefits which were received by the volunteer from

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the agency through the type of activity conducted. The first category contained 18 per cent of the total responses; these seemed to indicate that the volunteer considered himself and what the work might mean to him in his particular situation. The second category contained 38 per cent of the total responses and were related to humanitarian considerations or citizenship and neighborhood responsibilities. The third category contained 35 per cent of the total responses; although it is evident that many volunteers receive personal benefits from their service, regardless of the type of work they do, the responses in this category show that the kind of work or experience offered by the agency is important in motivating volunteers to participate.

The coded responses taken as a whole, show that there are many varied reasons for becoming a volunteer worker. They give us a far different picture of the volunteer from the stereotyped concept of a "Do-gooder" with idealistic intentions of helping the "less fortunate." The responses show clearly that volunteers serve for many reasons including altruistic motivations.1

The problems of agency bigness and complexity tend to make us lose sight of the need to relate to the volunteer as an individual with unique motives and drives that bring him to us in the first place. Furthermore, the most successful volunteer projects are those, which--regardless of assignment--are able to give the person the feeling he is participating in a total program, whose aims and achievements belong to

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him and whose problems are his.¹

With heightened insight into the motivations for volunteering, the casework staff and the Community Relations worker have determined the unmet needs of the children in the care of the Agency and the services which volunteers could render to the caseworkers directly in the carrying out of their professional responsibilities. The importance of these being joint decisions by the casework staff and the Community Relations worker cannot be overemphasized. The use of volunteers at Iowa Children's Home Society has been determined by a realistic appraisal of the role of the caseworkers and the role of the volunteer in giving supplemental, not substituting, services to enrich the professional services to children. Cardinal consideration has been given to creating volunteer activities which would provide the opportunity for the volunteer to employ his interests and skills in a satisfying volunteer capacity. The day of volunteers licking stamps, driving a regular carpool, and in effect, dying on the vine of inconsequential tasks to justify an agency's volunteer program is over.

The implementation. The CARE worker (Children's Aide, Resource, and Educational) at Iowa Children's Home

¹Glasser, op. cit., p. 3.
Society is a volunteer whose role is to assist the Agency and staff in utilizing the human resources of the community for the development of the emotionally disturbed child and in providing educational experiences, academic and social, for the child. The CARE worker is a community resource for informing the public about child welfare needs, services, and goals.¹

Volunteer activities at Iowa Children's Home Society are divided into direct and indirect services. Direct services include: Big Brother or Big Sister, tutoring, transportation to a special event, accompanying children to a special event in the community, providing child-sitting service for foster mothers while they attend their monthly group meeting in the Agency, and participation in the preschool operated for children in the care of the Agency at the Agency. Indirect services include: foster home drawings for the purpose of licensing, medical records, birthday and Christmas shopping, spot clerical jobs, menu-planning for the two group homes, and filing press clippings. The estimated amount of time needed for each volunteer activity has been ascertained so that the volunteer is able to make a commitment of time to the child and/or to the Agency. It has been made explicit to the volunteer that

¹A fuller explanation may be found in Appendix C.
whether the commitment is for once a month or once a week, it is a commitment to participate as a member of the team which must be fulfilled.

The volunteer movement has changed through the years and we have developed standards for effective volunteer programs within and without our agencies and institutions. These standards have necessitated the expenditure of additional sums of money to be spent in salaries for professionals to plan for and direct the orientation, training, and supervision of the volunteer assistants. There has been a trend among a number of our voluntary agencies to supply "out of pocket" expenses to secure the supplementary services of a broader segment of our population as volunteers.¹

Iowa Children's Home Society does not reimburse "out of pocket" expenses incurred by its volunteers; however, when a volunteer attends a meeting or conference as a representative of the Agency, at the request of the Agency, or attends an institute to enhance his skills used by the Agency, the Agency does pay the registration fee for the volunteer. Needless to say, occasions for this kind of payment are held to a minimum.

Recognition must be made from the beginning to the necessity of devoting agency time to recruitment, selection, and placement of volunteers. Recruitment may be by drawing upon established volunteer sources, by developing new sources through the agency's own efforts, or by both. An

imaginative and aggressive program will be required if a sufficiently large and diversified corps of volunteers is to be available to the agency. In many instances, volunteer programs have begun as small demonstration projects which increase in dimensions as active volunteers with knowledge and enthusiasm recruit others. The process of recruitment is a never-ending plan to involve community members in agency program and service.\(^1\)

Factors and patterns in recruitment have been described by David Sills in his study for the National Foundation, *The Volunteers: Means and Ends in a National Organization.* The friendships and other formal and informal relations among local people were found to play an important role in "joining up" with the National Foundation. The most frequent trigger event was the occasion of being asked to join by a friend; 52% of all Volunteers joined the Foundation response to an invitation extended by someone whom they knew personally. Another 20% were asked to join by some other member of the community; 18% were asked to join by an organization or occupational colleague; and 10% volunteered on their own initiative.\(^2\)

It has been the experience at Iowa Children's Home Society that more volunteers are recruited on an individual basis, usually one volunteer involving another in the

Agency, rather than on a group basis. Sometimes, the Community Relations worker has personally recruited a volunteer from among her community contacts and informal associations for a specific activity. However, to start the volunteer program of the Agency, recruitment took place in two organizations: one, a formally organized group, the Junior League of Des Moines; and the other, an informally organized group, the Young Attorneys' Wives Association. Junior League Placement interviews which are made with every active Junior League member offered volunteer activities at Iowa Children's Home Society to the members for the first time in the fall of 1964. Also, that fall issue of the Des Moines Junior League publication, Callboard, carried a half-page Help Wanted advertisement written by the Community Relations worker. Recruiting efforts through the Junior League provided the Agency with seventeen volunteers out of a total fifty-three volunteers in 1964-1965.

Members of the Young Attorneys' Wives Association have given volunteer service to the Agency from time to time over the past few years; there was no continuity to their service because the role of volunteers had not been defined nor was their activity supervised. The Community Relations worker has been able to build upon the demonstrated interest of the group in doing volunteer work for the Agency by suggesting several volunteer activities in which the group
might become involved; twenty-seven members of this group gave volunteer service to the Agency in 1964-1965.

The recruitment of volunteers is a continuous process; each contact, whether or not it adds another volunteer to the Agency corps of volunteers, is an excellent opportunity to interpret Agency program and needs to members of the wider community. Another excellent opportunity to interpret the Agency program has been the volunteer orientation period. At Iowa Children's Home Society, this period has been divided into halves for those volunteers giving direct service. The first half of the orientation has been given by the Community Relations worker and concerned the program of the Agency, its financial structure, administrative organization, and relationships with other child welfare agencies and facilities. Following the placement of the volunteer in a job which has been mutually agreed upon by the volunteer and the worker, the volunteer has received the second half of his orientation from the caseworker or staff member to whom he has been assigned; this second half of the orientation has focused on a particular child with whom the volunteer was to have contact and on the expectations of the caseworker for benefits to be derived from the relationship or service of the volunteer to the child. For those volunteers who have given indirect service, the Community Relations worker has given a general
orientation to the Agency and a specific job orientation. The one exception to this has been the work of typing the medical records; in this instance, the Agency nurse has given the on-the-job training.

Volunteer programs do not run themselves.

The principal reason many public welfare agencies do not use volunteers, despite their obvious need for them, is because there is no one to recruit the volunteers and gear their services into the agency's program. Volunteers cannot serve effectively unless they understand what they are being asked to do and why, and have someone with whom they can consult when they encounter problems or difficulties. The reason many voluntary agencies have been able to use volunteers so effectively is because they have regular staff members whose job it is to build and operate a strong volunteer service.1

Another obstacle that must be overcome is the realization that volunteers serving as members of the treatment team require skilled supervision. Although the volunteer serves without pay, adequate staff must be provided to administer and supervise the volunteer program. Some experiments in using volunteers in welfare departments have failed because adequate staff time was not allowed for supervision or specific staff assignments were not made with the authority and responsibility for supervision.2

A requirement of a successful volunteer program is the provision of staff to administer and supervise it. Skilled staff will be needed to organize the program, to integrate it with the total welfare operation, and to supervise the day-to-day services of the volunteers. The provision of this staff will cost money and this cost must be balanced against the educational background and the potential to expand the organizational background.

3bid., p. 8.
cost must be weighed in relation to the additional services that will be provided to clients. If existing staff are asked to supervise volunteers, there must be a reflection of this in the job descriptions of the workers and in the total jobs they are expected to do.  

The extent of supervision will depend, of course, upon the nature of the work the volunteer is called upon to do. The source of supervision will depend on many factors. In assignments which are an extension of the caseworker's service in individual cases, consideration should be given to assigning the volunteer to the caseworker for supervision. Generally, large caseloads may make it virtually impossible for the worker to give the volunteer adequate supervision. Alternatives in such a situation are to have supervision of the volunteer provided by the unit supervisor of the caseworker, or if that is not possible, to have it come from a separate supervisor of volunteers. Supervision of volunteers does call for special skills in teaching and the kind of thorough knowledge of program which is required for public interpretation. Many caseworkers are not so qualified.

The volunteer program is a tool of interpretive services at Iowa Children's Home Society; as such, the responsibility for recruitment, orientation, placement, training of volunteers giving indirect services, and supervision has been defined as a role expectation of the Community Relations worker. The worker has interviewed each recruit and recorded the information obtained in the interview on a card which has been filed in the Volunteer Card File; the information obtained concerned the educational background of the recruit, special interests and skills, amount of time

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2Ibid., p. 9.
available for volunteer activity in the Agency, CARE worker assignments, and memberships in community organizations. This last kind of information has enabled the worker to assess the extent of individual member interest manifested in the Agency program within a given community organization or club which might be called upon at a later date for a specific volunteer project. On the back of the file card, space has been provided for recording yearly the recognition and awards given to the volunteer.

As suggested in the *Use of Volunteers in Public Welfare,* the supervision of volunteers who serve children directly, particularly, as a Big Brother or Big Sister, has been given to the volunteer by the caseworker to whom he has been assigned. The role of the Community Relations worker in this supervisory situation has been that of the third member of a triad. As the third member, the Community Relations worker has been the non-partisan mediator equally concerned with both parties, the volunteer and the caseworker, in the attempt to produce concord between the two parties, after which the mediator withdraws.\(^\text{1}\) When conflict has taken place because the volunteer has not met the

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caseworker's expectations of the role of the volunteer or
the caseworker has not met the volunteer's expectations of
the role of the caseworker, the Community Relations worker
has assumed the role of mediator who interprets the role
expectations of each of the parties in conflict to the
other. In the situation where the caseworker has known
from the treatment sessions with the child that the volun-
teer has not been providing for the child the quality of
relationship expected of him, the caseworker has asked the
Community Relations worker to discuss with the volunteer, on
a general level, the qualities necessary for the effective
treatment relationship. In this way, the caseworker has
been able to maintain the confidentiality of the treatment
sessions and yet redirect the volunteer's participation in
the child-volunteer relationship.

At Iowa Children's Home Society, the volunteer's per-
formance has been periodically evaluated, both for his own
satisfaction and growth and for the Agency's purposes.
Recognition of the status and worth of the volunteer in the
Agency has been formally given annually by the Staff and
Board members at a cocktail party for the CARE workers. The
President of the Board has awarded Certificates of Apprecia-
tion or Certificates for Outstanding Service or Superior
Service awards (such as an engraved gold silhouette charm
or tie clasp of two children's faces in profile) to the
volunteers. It has been difficult to determine what kind of award should be made to which volunteer because the volunteer activities in the Agency have varied greatly in the time required and the value of the activity. Another difficulty has been the fact that the majority of the volunteers do not function within the physical setting of the Agency; for example, a Big Sister, who plans and shares activities with a child and whose emotional investment in the relationship with the child is demonstrated, is deemed to be a more valuable volunteer than one who does the Christmas shopping for the children on three caseworkers' lists, even though the time differential may not be significantly disparate. Hours of service have not served as the sole criterion for volunteer awards given by Iowa Children's Home Society.

It takes conviction, challenge, climate, and commitment to develop truly effective volunteer-professional activities. . . . these programs are important to the participants and to the kind of society in which we live.1

In reacting to this statement by Melvin Glasser,

Mrs. Roberta V. Filipiak, Volunteer Supervisor Special Aid to Dependent Children Project, Cuyahoga County Welfare Department, Cleveland, Ohio, has added:

1Glasser, op. cit., p. 7.
and supervising a volunteer program: COURAGE AND CREATIVITY. Courage to venture into new fields and creativeness to make the venture worthwhile.1

There is a great new horizon for use of volunteers in departments of welfare. If we can free ourselves from the patterns of the past and give serious and creative thinking to this opportunity, we can serve our clients and our community in a way that has not yet been possible.2

II. DEMONSTRATION OF THREE VOLUNTEER ACTIVITIES

The concluding portion of this section on the use of volunteers at Iowa Children's Home Society is the demonstration of three volunteer activities. These exemplify courage, creativeness, and a departure from an old pattern. Said the Community Relations worker, "We have anticipated and prepared for these situations with

Courage. Usually, the Big Brother relationship is set in the conceptual framework of a one-to-one relationship. Happenstance enabled the Agency to modify and expand the concept to that of a group of Big Brothers to a group of boys in the care of the Agency. In December, 1964, the Community Relations worker received a call from a representative of the Valley High Kiwanis Key Club, a boys' service club in the school sponsored by a local Kiwanis chapter. We expected to respond immediately."

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2 "Queen, op. cit., p. 8."
Club, asking if the Club could take some "orphans" to dinner and an ice hockey game during the Christmas holidays. The worker explained the nature of the Agency's services and suggested that the Club consider taking the teen-age boys living in the two small group residences operated by the Agency for emotionally disturbed teen-agers. The Club representative was receptive to this idea and asked about group home rules and regulations. When the worker assured the Club representative that every effort would be made to accommodate the volunteering group with the condition that every car used that evening have an adult in it, the caller said that this condition had been anticipated and that arrangements had been made for a member of the West Des Moines Kiwanis Club to accompany each carload of boys. This was the clue for the worker; she knew this group was a responsible and concerned group of boys acting with responsible adult consultation.

At that time there were five boys living in the co-educational group homes so the worker, in consultation with the Supervisor of Foster Care, selected two boys living in foster homes and arranged for them to go along with the group. Several phone calls to complete arrangements were necessary. To entrust seven emotionally disturbed teen-agers who are in the care of an agency to a group of volunteers for a whole evening took COURAGE on the part of
the staff who had had only telephone contacts with the volunteering group. The decision was made by the Community Relations worker with the Supervisor of the Group Homes and the Supervisor of Foster Care on the basis of the reputation for constructive community service rendered by Kiwanis Clubs and the presentation of an opportunity to interpret the Agency's program through an experience for volunteers to enrich the services of the Agency to a few children in its care. The evening was a successful venture and was repeated twice more during the winter and spring months of 1965.

The worker met the volunteers for the first time in April, 1965, when she was asked to speak at a dinner meeting of the entire Valley High Kiwanis Key Club. At the meeting, the worker discussed the program of the Agency in all three areas: adoption, service to the unwed mother, and foster care for emotionally disturbed children; to emphasize the role of these volunteers, the worker described to them their role as peer models, a community resource available only through volunteers such as they.

As a result of this experience with the Valley High Kiwanis Key Club, the President of the Agency Board spoke to the West Des Moines Kiwanis Club and at that meeting presented to the President of the Key Club a Certificate of Appreciation for Volunteer Service. The Key Club has presented to the President of the Key Club a Certificate of Appreciation for Volunteer Service.
Admittedly, this is a unique situation but one which causes speculation and demands further experimentation in the use of young people as agency volunteers. This is an indication of the force of the tide; it has been the public agency, namely, the Federal Government, which has set in motion the trend to use young people as volunteers by creating programs such as the Peace Corps and VISTA. Voluntary agencies are just now becoming a part of the groundswell.

In the years ahead I believe we shall find more and more college students entering the ranks of the volunteers. The college population is increasing by leaps and bounds; and jobs, both summer and after-hour varieties, are in short supply relative to demand. There is a tremendous increase in interest in the problems of our society on the part of college students, and a desire to do something about them.

All of this will, of course, call for expanded activity in recruitment and in the training of college volunteers, and it will call for appropriate and imaginative supervision.

Much of what I have said is applicable to high school students. The success of our Student Volunteer Program in Philadelphia convinces me that there is much that can be done by high school students. I think it is fair to say that across the country there will be an increase in the use of student volunteers and we had better make ready for them. We ought not underestimate the value of our young human resources.¹

Relations worker in a social situation and asked in what volunteer activity she could participate at the Agency; at that time, she was completing her graduate degree in Preschool Education. In a scheduled interview at the Agency, the volunteer explored with the Community Relations worker the feasibility and possibility of organizing a pre-school for children in the care of the Agency. The Agency has been cognizant of the need for more socializing experiences for the children but it had been unable to meet this need through casework services. This volunteer was able to help the Agency meet the need; she conferred with members of the casework staff who would be placing children in the pre-school to determine their evaluation of the capacities of the children and what teaching methods would be applicable and beneficial to the children. The Community Relations worker recruited another volunteer to assist in the pre-school and then purchased supplies such as crayons, paper, play dough, etc. The pre-school was operated every Monday afternoon from one-to-three o'clock from October, 1964, to June, 1965.

At the request of the two volunteers, the pre-school is now being operated two mornings a week; two groups of children are being served by five volunteers, the other three volunteers having been recruited by the original two. The Young Attorneys' Wives are making puppets and smocks to
be used in the pre-school; one volunteer has made a busy-board of gadgets and is collecting hats, scarves, crinoline skirts, etc., for the children to play "dress up"; the Variety Club of Des Moines has made its bus available for transporting the children from their foster homes to the pre-school which is held in the Play Therapy room in the Agency. Nine children are currently in the program.

In addition to being an activity for volunteers by which they can enrich the service of the Agency, the pre-school is serving two other purposes: (1) an observation spot for evaluation of a child's readiness for adoption, the adoption worker is able to see the child in a group situation; and (2) a check-point for the foster care worker, an exceptionally hungry child or an inadequately clothed child is reported to the caseworker who may then discuss the matter with the foster mother.

The volunteer whose creativeness brought the pre-school to realization is now serving as its supervisor; she has conducted the orientation for the new pre-school volunteers and serves as a substitute. Because some of the children in the pre-school are physically or mentally retarded, two of the pre-school volunteers have consulted with professional community agencies specializing in work with these problem children through contacts initiated by the Community Relations worker. The deep involvement of
these volunteers with the Agency has made them effective interpreters in the community, perhaps more effective than a staff member because of their achieved status among other community service volunteers in the field of health and welfare.

**Departure from old patterns.** It had been the policy of the Agency to reimburse foster mothers for their expense of hiring a sitter in their homes while they attended a meeting at the Agency every third Wednesday of the month. At the suggestion of the Community Relations worker, the Young Attorneys' Wives Association undertook to provide the sitting service in the Agency's Play Therapy room; two volunteers work each month. It is estimated that their participation saves the Agency twenty dollars per month. In terms of over-all Agency budget, the amount of money is insignificant; in terms of service to an agency, it is a satisfying experience for the volunteers.

### III. OTHER PROGRAMS AND SERVICES

Implementing the integrative function of Iowa Children's Home Society by community-to-Agency activities is accomplished in ways additional to the volunteer program. The Community Relations worker has contacted social and professional groups with the suggestion that they use the
meeting room facilities of the Agency and include a guided
tour of the Agency as a part of their meeting program.
Although the headquarters is an administrative building,
there are no children in residence, the Community Relations
worker has placed charts, posters, and other displays
depicting the services of the Agency throughout the build-
ing. Usually, the tour includes a slide-illustrated talk
about these services and the children served. Whenever
possible, special interest groups have been encouraged to
meet with an Iowa Children's Home Society staff member
whose work relates to their special interest; for example,
three Nurses' Alumnae Associations met jointly at the Agency
with the Agency nurse who spoke to them about "The Role of
the Nurse in a Child-caring Agency." In past years, the
orientation of new Child Welfare workers, State Department
of Social Welfare, has been conducted in the State offices
with Directors of cooperating agencies speaking about the
specialized services of their agencies. In the fall of
1965, Iowa Children's Home Society was asked to give the
orientation to its program by a guided tour of its building
and the slide-illustrated talk; this State Department
request came to the Community Relations worker who developed
this idea in the Agency and it was she who conducted the
orientation for the Agency.

Now is the time to get to young people with
information, inspiration, and education about our agencies and our activities. Every dollar we invest this year in preparing young people for community service will repay us a thousandfold in the decades ahead.1

In keeping with this philosophy, the Community Relations worker wrote a brief article for the fall issue of the Des Moines Area Council Girl Scout Leaders' publication suggesting a tour of the Agency as an appropriate field trip for future community leaders. In the two months following the appearance of the article, six Girl Scout troops have toured the Agency as a result of the article.

The community has come to the Agency requesting consultative service from the Community Relations worker. On the state level, a member of the team of sociologists at Iowa State University who has been preparing the Community Action supplement to the report of the Iowa Comprehensive Plan to Combat Mental Retardation has sought information concerning the techniques employed by the worker in the Agency to interpret its program in the wider community. Within the horizontal pattern of the Des Moines community, the Chairman of the Personnel Committee of the Des Moines Child Guidance Center has conferred with the Community Relations worker because the Center's grant to operate its Day Hospital is about to expire and the Center will have to

1Glasser, op. cit., p. 3.
obtain its operating funds for the Day Hospital from the community's United Campaign. The Center Board is concerned with gaining community support for its program and is considering the hiring of a staff member in a role similar to that of the Community Relations worker at Iowa Children's Home Society to implement the integrative function of the Child Guidance Center.

Community-to-Agency activities: The volunteer program, meetings of community groups in the Agency, tours of the Agency, and consultation service, are an integrative functional process; as such it is stimulated by courageous and creative elements to increase the forms of interaction among the Agency, community subsystems, and units within the horizontal pattern and to facilitate their functioning as integral parts of the community social system. As a segment of this responsibility, the Board reserves for itself the role of policy-making and to a lesser extent of executive function. The Board has committees which can undertake the function of particular aspects of the Agency's operation, thus enabling the committee members to become acquainted with the entire Board membership at designated times, carefully studied problems and recommendations upon which the Board may take action and establish policies.
CHAPTER V

INTRA-AGENCY FUNCTIONAL RELATIONS TO AFFECT GREATER OUTPUT

In the preceding chapters, Iowa Children's Home Society has been viewed as a subsystem within the network of subsystems which comprise the horizontal pattern of the Polk County community. In this chapter, it is necessary to distinguish the component parts of the subsystem's structure in order to describe the functional relationships between them and the role of the Community Relations worker.

I. THE ROLE AND ITS RELATIONSHIP TO BOARD COMMITTEES

Legally, the Board of Directors is charged with the responsibility for operating the Agency. In the discharge of this responsibility, the Board reserves for itself the role of policy-making and delegates to the Executive Director and the Administrative staff the responsibility of day-to-day operations. Members of the Board serve on committees which concentrate their attention on particular aspects of the Agency's operation, thus enabling the committee members to present to the entire Board membership at designated times carefully studied problems and recommendations upon which the Board may take action and establish policies. For each Board committee there is an assigned staff member
from whom the committee may obtain consultation or other services necessary to the functioning of the committee.

The Community Relations worker has been assigned to three Board committees: Public Issues; Speakers' Bureau; and the ad hoc Volunteers' Awards Party Committee. The last two committees were created as a means of stimulating Board member participation in the Agency program by augmenting activities initiated by the Community Relations worker. The training and assigning of the Speakers' Bureau by the worker have been already described in Chapter III, therefore, it will suffice to identify this committee as one in which the role of the staff member has been instrumental to its functioning.

The Volunteers' Awards Party Committee has been appointed each spring by the President of the Board to plan the event at which the Agency's volunteers are to be honored. In consultation with the Community Relations worker, the Committee has made all the arrangements, sent the invitations, and has executed all plans for the party. However, the Committee has not participated in the evaluation of the volunteers' performance; this has been solely the responsibility of the Community Relations worker and those staff members who utilize volunteer help.

The functions of the Public Issues Committee are three-fold:
To study local, state or national issues affecting the welfare of families and children upon the initiative of its own members or upon discharge from the Board President acting on recommendation of the Board;

To present to the Board information on public issues and to report the Committee's recommendation for Board action;

and To represent, along with designated officers, Board members or staff, the Board's position on public issues by appearing at hearings, speaking to organizations, serving on committees, communicating with public officials, legislators and community leaders, and by appearing on radio and television or using other channels of communication.¹

Such issues as Open Occupancy, Aid to Dependent Children, the Juvenile Court Act, proposals for improving the structure and administration of the State Department of Social Welfare, etc., are considered by the Committee. In addition to reports made to a meeting of the full Committee by individual members, the Committee from time to time invites a guest speaker whose knowledge in a particular field may enrich or expand the Committee's study. The Community Relations worker has been responsible for sending notices of the meetings, collecting materials to be used as reference sources, making arrangements with the speaker, and keeping minutes of the meetings. The worker has not had a vote in the actions of the Committee.

¹"Functions of the Public Issues Committee," Iowa Children's Home Society Board Manual (Des Moines, Iowa: 1965). (Mimeographed.) Sunday gift for children in the
II. THE ROLE AND ITS RELATIONSHIP TO CASEWORK STAFF

To the staff, the Community Relations worker has rendered multivarious services, many of which arose spontaneously to meet an unanticipated situation. Among instances of this nature has been the request from a caseworker to the Community Relations worker to seek a group who will buy ice skates at Christmas for a particular child or to be the liaison between the caseworker acting in behalf of a blind child on his caseload and the Des Moines Art Center which offers a summer class program for children in the care of welfare agencies or to investigate the possibility of enrolling a child in a private pre-school on a scholarship basis. In the broadest sense, the caseworker has asked the worker to seek out and make necessary arrangements with community resources in order to meet the special needs of a particular child. These requests have drawn upon the worker's knowledge of community resources and upon her contacts made through many years of volunteer service in various civic organizations.

Some services to the staff were anticipated by the worker and the casework staff and these functions of the Community Relations worker have been planned jointly. The prime example of this kind of service is the use of volunteers each year in cities other than Des Moines. This suggestion was implemented and in 1965 a Board meeting was
care of the Agency; the shoppers have received a list each month obtained by the worker from the caseworkers. Another example of a planned function of the Community Relations worker is the Big Brother-Big Sister program; at regular intervals, the list of Big Brother-Big Sister assignments has been reviewed with the entire casework staff and the names of new volunteers have been presented to the staff from which they have selected those to assist them in their service to children. A function of the worker has been to determine with casework staff members, the nurse, the Public Relations department, the Supervisor of the Group Homes, etc., new ways of utilizing volunteer aid.

III. THE ROLE AND ITS RELATIONSHIP TO ADMINISTRATIVE STAFF

The Community Relations worker has functioned in a consultant capacity to the Executive Director and to the Supervisor of the Adoption Department upon their request. When the Executive Director asked the Community Relations worker and the Public Relations Committee of the Board to suggest ways of generating more participation on the part of Board members throughout the state, whose attendance at Board meetings is restricted by having to travel to Des Moines every month, the worker suggested holding two Board meetings each year in cities other than Des Moines. This suggestion was implemented and in 1965 a Board meeting was
held in Cedar Rapids and in Fort Dodge. The Supervisor of the Adoption Department asked the worker to evaluate the presentation of the adoption workers in the monthly meetings for new adoptive applicants. The worker, assuming the role of an adoptive applicant, was able to suggest that certain adoption policies be more fully explained, encouraged the adoption staff to create a more informal atmosphere in the meetings by relating illustrative experiences, and even suggested a more informal seating arrangement for the meetings. Because of her knowledge of the community's lack of information about the adoptive process, the Community Relations worker has stimulated discussion in the applicants' meeting when the couples are reticent to reveal their ignorance or anxiety by raising questions. Also, the worker's ideas on reaching members of the Negro community in a more concentrated effort to interest Negro couples in adoption have been sought.

The foregoing description of the functional relationships between the Community Relations worker and Board committees, casework, and administrative staff, is neither all-inclusive nor circumscribed. New Board activities and policies, the emergence of a child's unmet need at a given point in his development or treatment, create situations in which the Community Relations worker may function either by providing direct service, arranging for the service to be
given by an appropriate community resource, or by participating in a consultant capacity. This description is intended to illustrate intra-agency functions of the Community Relations worker role; these functions demonstrate the Agency's cognizance of the importance of locating within the Agency structure a worker whose knowledge about other units within the horizontal pattern of the community may be utilized to provide better service to Board committees, members of the casework staff, and the administrative staff.

In Iowa: (1) the skills of the worker are essential characteristics of the position. In Iowa, the Community Relations worker has been accountable directly to the Director of the Agency and has received supervision from this individual. In the Iowa Children's Home Society, the Community Relations worker has been accountable directly to the Director of the Agency and has received supervision from this individual. In the Iowa Children's Home Society, the Community Relations worker likely would be accountable to the Director and receive supervision from that individual. However, in Iowa, the Community Relations worker has not been the case. The latitude of
CHAPTER VI

LIMITING FACTORS OF THE ROLE

In the discussion of the proposition that the role of the Community Relations worker has integrative functional relevance to the concept of community, the limiting factors of the role must be examined. Three categories of limitations are evident or may be anticipated: (1) the structural versus the functional organization of the agency in which the role is played; (2) the ethos of the agency; and (3) the indigenous characteristics of the role player.

I. STRUCTURAL VERSUS FUNCTIONAL ORGANIZATION

In the formal organization structure of Iowa Children's Home Society, the Community Relations worker has been accountable directly to the Director of the Agency and has received supervision from this authority. It may be anticipated that the supervisory control could be rigid in demanding weekly or even more frequent reporting of the worker's activities, in evaluating by detailed review these activities, and in determining in advance the contacts to be made and those to be rejected by the worker. In other words, the Director could exercise fully the power of the decision-making. Functionally, at Iowa Children's Home Society such has not been the case. The latitude of
supervision for the Community Relations worker has been wide because the Director has delegated to the worker the option of obtaining supervision and decisions from the staff member whom the worker has considered appropriate to the situation. For example, in matters pertaining to the use of volunteers by casework staff the worker has sought supervision and consultation from the Director of Casework or in matters concerning certain community contacts the worker has obtained supervision from the Public Relations Department in order to coordinate the activities of that department with those of the Community Relations worker.

The latitude in the determination of community contacts and the methods used in initiating and maintaining these contacts has been very wide also. As has been pointed out in previous chapters, much of the work by the Community Relations worker has arisen from a spontaneous request for service either from Agency staff or a community group; it has been the worker's decision whether to meet the request, deny it, or make a referral to a more suitable individual or organization.

Evaluation by the Director of the worker's activities and decisions made in conjunction with the carrying out of these activities has usually been made upon request of the worker. Therefore, the frequency and content of reporting and the evaluation of the reports has been more reliant
upon the informal functional organization of the Agency than upon its formal organization structure. A corollary proposition to the role of Community Relations worker is that when the former conditions prevails, that is, one of considerable latitude for the Community Relations worker in the source of supervision and decision-making, and in the frequency and content of reporting to the Director, the role of the worker is better able to be played in terms of a productive and satisfying work role.

II. SOCIAL ATMOSPHERE OF THE AGENCY

The second category of limitations is that of the ethos of the agency; by this is meant the social atmosphere of the agency. As stated above, the dominance of informal functional relationships rather than formal structured bureaucracy has been conducive to effective functioning among the various staff members and departments within Iowa Children's Home Society. In order for the Community Relations worker to perform the role responsibilities assigned, it is imperative that the worker earn status within the informal structure of the Agency. Because the role is a departure from the traditional roles found in a casework agency, status anxiety on the part of the worker and other staff members, particularly those in Public Relations, may be anticipated. Also, uncertainty on the part of the
casework staff as to the Community Relations worker's work position may manifest itself in the form of resistance or reticence to utilize the intra-agency services of the worker. To a moderate degree this has been evinced at Iowa Children's Home Society. Overcoming the resistance and reticence was an initial task of the worker. The barricade has been overcome by the effort of the worker to join the work-play of the other staff members by going to lunch with some, bringing lunch and eating in the Agency kitchen with others, attending staff meetings and Agency parties, contributing to the fund for flowers for ill staff members, and most important of all, maintaining a schedule of work hours coincident with the times when most of the staff are in the building so that the worker has been available to participate in informal gatherings and to assist whenever called upon or to offer assistance in situations where the casework staff member may not have recognized the kind of service which the Community Relations worker had to offer. With an understanding of the role of the worker as a staff member and not a volunteer, the other staff members have not only accepted the role of the Community Relations worker and the worker herself but have been instrumental in developing and expanding the duties and responsibilities of the role. It is true from which ideas emanate to the Community
III. INDIGENOUS CHARACTERISTICS

The third category of limitations of the role of Community Relations worker is indigenous to the role player in that these limitations are neither dependent upon the structural or functional organization of the agency nor upon the social atmosphere of the agency but rather depend upon the worker's capacity for creative thinking and social skills. A second corollary proposition to the role of Community Relations worker is that the greater the worker's ability to be imaginative and creative in the playing of the role and the greater the worker's ability to adjust to new groups and situations as well as to understand and manipulate people and groups, the more effectively the worker will play the role.

Although the limitations of the third category are primarily innate to the role player, there are some secondary limiting factors in this category. Creative thinking and social skills do not occur in a vacuum; many ideas or seeds of ideas developed or executed by the Community Relations worker have originated from administrative or case-work staff members. A third corollary proposition to the conceptual model of the role of the Community Relations worker is that the larger the number and the more varied the sources from which ideas emanate to the Community
Relations worker, the more effectively the worker will play the role.

In summary, the three categories of limiting factors of the role of Community Relations worker: the structural versus the functional organization of the agency setting; the ethos of the agency; and the indigenous characteristics of the role player, lead to the formulation of propositions regarding the effectiveness with which the role is played.
CHAPTER VII

ROLE IMPLICATIONS IN WELFARE AND CONCLUSIONS

I. ROLE IMPLICATIONS IN WELFARE

The role of Community Relations worker has implications much beyond the setting in which it has been described in this study of the role as played at Iowa Children's Home Society. The implication that this role affects the output of the agency into the horizontal community pattern by facilitating the functional relations among the units within the pattern has been set forth in the previous chapters.

The implications with which this chapter is concerned are those of social welfare settings in which the role may be played, the significance of the role to these settings, and the significance of the role as a new field of employment for women.

Welfare settings. Welfare agency settings are either voluntary or public; within these two settings, agencies may be classified as to the type of service given: casework, groupwork, or direct financial assistance. The role of Community Relations worker in a voluntary, casework agency has been described in this study; therefore, the implications of the role for other voluntary, casework agencies is more readily recognized. Other settings of this kind
in which the role may be played are the Child Guidance Center, Family Service and Traveler's Aid Agency, Booth Memorial Hospital for Unmarried Mothers, and a Home for the Aged. Neither the age limits of persons served by an agency nor the nature of the services given affect the role of the worker; only the ways in which the role is played in terms of specific duties may be affected by these factors in the environment.

Public welfare agencies provide service through casework, groupwork, and/or direct assistance. Distinguishing characteristics of the persons or groups served and the nature of the services are irrelevant to the concept of the role of Community Relations worker. It is the need fulfilled by the role which transcends these distinguishing characteristics. The need to have interpretive communication with those in the role-set of the agency is fulfilled by the role of the worker; in the case of public welfare agencies, the role-set may be defined to include every citizen of the community as well as the other social work agencies and their personnel. Public welfare agencies have not utilized staff members assigned solely to providing interpretive services because these agencies have no fund-raising function and fear that the criticism of "self-aggrandizement" and "propaganda" will be heaped upon them if they assume the responsibility of providing informational
and interpretive programs. In the light of burgeoning welfare services, the National Public Relations Council submitted to the Advisory Council on Public Welfare, an advisory body created by the Department of Health, Education, and Welfare, the following recommendations intended to urge public welfare agencies to do a great deal more to heighten public understanding of their purposes and services: 1. That the federal government take steps to encourage and assist departments to establish citizen advisory committees whose prime purpose would be to reflect public opinion and interpret welfare causes, programs, and costs to the community.

2. That the federal government urge every state welfare department, as well as local departments in large urban areas, to employ adequate staffs for public information and community relations. The federal and state departments, moreover, should have sufficient public information and community relations staffs of their own to provide consultation and field service to those state and local departments with limited resources.

3. That the federal department provide increased training opportunities, in-service and other, to workers in state and local welfare departments in such subjects as communications, public information, and community relations.

4. That increased incentive and consultation be given to state and local welfare departments to engage in community relations activities.

5. That the federal government establish ad hoc advisory committees from time to time to obtain authoritative and outside views of the department's programs and problems in communications, public information, and community relations.¹

The need for interpretive services is not a new development in public welfare; the Iowa Governor's Conference on Children and Youth, the Illinois Commission on Children, the Tennessee Commission on Youth Guidance, etc., all evince cognizance of the need for such services in public child welfare. Other state commissions exist in the areas of corrections, gerontology, health, and services to families. These commissions operate at the state level of public welfare and rely, for the most part, upon utilization of the mass media to fulfill the integrative function. Also, they are involved in legislative activities as a lobbying group for welfare legislation.

The need for more extensive and intensive interpretive services is created by the multiplicity of public welfare services now becoming available and by the element of more leisure time becoming a reality for more segments of the population because of changes in technology. Automation and mechanization are creating social changes; one of these changes is the availability and willingness of persons to volunteer in the service of their fellow men. Utilization of volunteers, interpretation to volunteers of the welfare resources in a geographical area or a special agency program in which they participate, and the supervision of the volunteers in the agency setting are vastly underdeveloped areas in public welfare. Also, intra-agency services which enable the trained and experienced social
workers to utilize more fully community resources, professional and non-professional, have not been explored in proportion to the amount in which they exist in the community. The implications for the role of Community Relations worker as one which provides interpretive services by taking the agency to the community, bringing the community to the agency, and provides intra-agency services have much significance and undeveloped potential for public welfare agencies.

Community organization. The role may be seen in a context of community organization rather than that of an agency, either voluntary or public. This area of social work practice is the closest to sociology because it is a total social system within the geographical boundaries of dependent, in great part, upon sociological analysis and the state of Iowa and the roles of the community relations involves a work role in which sociology is the pivotal worker would be placed within a role-set expanded in rather than peripheral discipline. Community organization draws heavily upon the sociological concepts of power structure, reference group theory, role, and interaction analysis in its function of bringing about and maintaining adjustment between social welfare needs and social welfare resources in a geographical area or a special

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field of service. This function is performed by program development, improving standards, coordination, education, and development of adequate public support and participation in social welfare activities. In this context, the role of Community Relations worker may be played in a statewide community planning organization such as the Iowa Welfare Association whose membership is open to all citizens of the state concerned with social welfare services and programs. It is conceivable that members of the Association's staff would be assigned the role of Community Relations workers in the areas of child welfare, corrections, health, services to the aged, family services, etc.; in this kind of setting, the community would be defined as the total social system within the geographical boundaries of the state of Iowa and the role of the Community Relations workers would be played within a role-set expanded to include all groups and individuals living in the state. Thus, the implication of more emphatic utilization of concepts is central to expanding community organization programs. The personnel to play the role affecting the output of the subsystem by interpretative services which, in turn, the integrative functional relations among the sub-

model has significance for a community resource which has, as yet, been untapped, namely, women whose interests, participation in community service organizations, well-developed social skills, and ability to think creatively qualify them for the role of Community Relations worker. The participant-observer interviewed three women in Des Moines whose role responsibilities and functions are similar to those of the Community Relations worker at Iowa Children's Home Society but whose roles are played in structural and functional settings other than that of a voluntary, non-sectarian, child welfare, casework agency.

The data gathered in the interviews may be synthesized to establish a set of qualifications as criteria for the employment of women in the role of Community Relations worker in a social welfare setting. It is the consensus of those women interviewed that no prior, specific, and formal training for the role performance is required; on-the-job training to execute the specific functions required by the employing subsystem is the best orientation. Therefore, the personnel to play the role affecting the output of the subsystem by interpretive services which, in turn, affect the integrative functional relations among the sub-

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1 Discussion of qualifications and training for the role of Community Relations worker may be found in Appendix D.éons, log. sit., p. 36.
systems in the community horizontal pattern is available in the community. This new field of employment for women creates a new role for them in the community system, a role whose significance to the integrative imperative of social welfare subsystem is to be explored and developed as requirements for interaction and cooperation among community subsystems are built into the standards of welfare programs.

II. CONCLUSIONS

In conclusion, the proposition on which this study is based is that the interpretive role of the Community Relations worker is relevant to the functional relations within the community; it facilitates the integrative imperative of the community system. For the purposes of this study, the concept of community is that of a social system as defined by Loomis and analyzed by Talcott Parsons. The former has defined a social system as:

\[ \ldots \text{the interaction of a plurality of individual actors whose relations to each other are mutually oriented through the definition and mediation of a pattern of structured and shared symbols and expectations.} \]

The latter has defined a social system as "an open system interchanging with environing systems." 

\[ ^1 \text{Loomis, \textit{loc. cit.}, p. 11.} \]

\[ ^2 \text{Parsons, \textit{loc. cit.}, p. 36.} \]
social system theory, the function of integration is imperative to a social system; by means of this function, the units or subsystems within the system are able to make mutual adjustments to facilitate the effective functioning of the system as a whole. Warren has set forth his conceptual structure of a community as having a vertical and a horizontal pattern; the horizontal pattern is "the structural and functional relation of its various social units and subsystems to each other insofar as they have relevance to the community system." The integrative function imperative to the horizontal pattern of the community as a social system takes place within the role-set of each subsystem as it defines its role-set. The concept of the role-set has been developed by Merton and defined by him as "the complement of role-relationships in which persons are involved by virtue of occupying a particular social status." The role of the Community Relations worker is played within the role-set as defined by the Iowa Children's Home Society, Des Moines, Iowa. As defined by the Agency, the role-set of the Agency includes many units in the horizontal pattern of the community; the awareness of these units of child welfare needs, services, and goals has been heightened by

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1Warren, loc. cit., p. 162.
2Merton, loc. cit., p. 377.
the interpretive services of the worker role, thus, affecting the output of the Agency in the input-output exchange which occurs within the horizontal pattern.

The interpretive services of the Community Relations worker have been utilized in taking information to the community regarding the program and policies of the Agency by means of a Program Service which offers programs about child welfare to organizations. Also, the worker has facilitated communication at the administrative level between Iowa Children's Home Society and other welfare agencies through contacts made at professional and community welfare meetings and has assisted individuals in the community to obtain information regarding welfare services.

The interpretive services of the Community Relations worker have been utilized in bringing the community to the Agency by means of a volunteer program in the Agency and conducted tours of the Agency headquarters. A clear distinction between the two uses of interpretive services, taking the Agency to the community and bringing the community to the Agency, is not always possible nor practicable; however, for the purposes of this study, a distinction (sometimes exaggerated) has been structured to emphasize the interactional forms. The third corollary proposition is:

The interpretive services of the worker have been utilized intra-agency to assist the staff members of the
Agency in employing as fully as possible appropriate community resources in their role of providing child-caring and child-placing services, the worker has functioned in a consultant capacity or has provided direct service to Board committees and staff members.

The role of the Community Relations worker has three categories of limitations: (1) the structural versus the functional organization of the agency in which the role is played; (2) the ethos of the agency; and (3) the indigenous characteristics of the role player. From this discussion of possible limiting factors to the playing of the role emerge three corollary propositions. The first of these corollary propositions is: when the Community Relations worker has considerable latitude in the source of supervision and decision-making and in the frequency and content of reporting to the Director of the agency, the worker is better able to play the role in terms of a productive and satisfying work role. The second is: the greater the worker's ability to be imaginative and creative in the playing of the role and the greater the worker's ability to adjust to new groups and situations as well as to understand and manipulate people and groups, the more effectively the worker will play the role. The third corollary proposition is: the larger the number and the more varied the sources from which ideas emanate to the Community Relations
worker, the more effectively the worker will play the role.

The implication for the role as a new field of employment for women is made explicit by the burgeoning welfare programs at local and state levels. The role may be played in a voluntary or public social welfare setting or within the setting of a community planning organization; wherever there are social welfare programs and services provided by an agency or an organization, there is need for interpretive services in order to gain public support and participation. The interpretive role of the Community Relations worker is one which facilitates the integrative functional relations among the diverse publics and subsystems within the horizontal pattern of the community social system in order that they may make mutual adjustments to affect the proper functioning of the system as a whole. Therefore, the role has relevance to the functional relations within the community.
BIBLIOGRAPHY


B. PUBLICATIONS OF THE GOVERNMENT, LEARNED SOCIETIES, AND OTHER ORGANIZATIONS


C. PERIODICALS


D. ESSAYS AND ARTICLES IN COLLECTIONS


E. UNPUBLISHED MATERIALS


F. INTERVIEWS


Being neglected or abused does things to a child... Bad things. It makes him strike back at the world in a desperate demand for love and attention. If he doesn't get it, the troubled child can become a permanent liability to his community, his state, his country. Child Welfare services are changing to meet the rapidly shifting needs of American communities; Child Welfare is being affected by the many special and economic forces that are reshaping our society - urbanization, family mobility, hard core unemployment and poverty.

Who speaks for the child caught in the web of administrative complexities of services? Who coordinates the planning for him? Who determines which facilities he can use best... and what are the available facilities and resources? What is the relationship of child welfare to other welfare programs in the state?

Iowa Children's Home Society believes that it is important to stimulate community awareness of Child Welfare needs, services, and goals. It is this interpretation to the community which we feel would make a provocative organization program; the focus is Child Welfare - in a specific aspect (service-oriented, educational, legislative) or an inclusive survey. There are four possible formats which can be used: 1) A panel of foster mothers describing their relationship with their foster children, their relationship with the Agency, the relationship of the children to the community facilities (Y, Child Guidance, the school, etc.), and specialized foster care for physically and mentally handicapped children; 2) a survey of Child Welfare Services with emphasis on Iowa and Des Moines; 3) "Notes from a Caseworker's Notebook" - a speech given by an ICMS staff member; and 4) a speech with slides, "The Role of the Voluntary Agency in Child Welfare."

I would be delighted to pursue with you the possibility of a welfare-oriented program being presented to your members. In the event that your programs are already set
for the coming year, a program would be available if a substitution needs to be made.

Many thanks for your consideration.

Sincerely

(Mrs.) Joan Mannheimer
Community Relations Worker
June 28, 1965

Dear President,

Never get involved! That sounds like a sensible philosophy --- and certainly a safe one. Not to get involved when a juvenile breaks into the house two doors away; not to get involved when you hear the tortured screams of a child running out of his home --- his little arms wrapped in flaming newspaper by his abusing parent; not to get involved with the foster children in the neighborhood; not to get involved with the unwed mother who belongs to your church.

Why get involved in the maze of health and welfare services in our community; each was created to meet a specific need and each has its function! The same names appear in many agency files, but the child on the merry-go-round of fragmented services often falls in the gaps of services. Not only is he on the merry-go-round, he is the product of it. Never get involved UNLESS you care about your children and grandchildren growing up in the same community with these children of the merry-go-round.

Iowa Children's Home Society believes that it is important to stimulate community awareness of Child Welfare needs, services, and goals. It is this interpretation to the community which we feel would make a provocative organization program; the focus is Child Welfare. There are five possible formats which we suggest: (1) A panel of foster parents describing their relationships with their foster children, their relationship with the agency, the relationship of the children to community facilities; (2) "When Parents Fail" - a speech by an Iowa Children's Home Society caseworker emphasizing either the adoption service or the unwed mother service of the agency; (3) "Wednesday's Children" - the battered, abused, and neglected child and community planning; and (4) "The Role of the Voluntary Agency in Child Welfare" - a speech with slides. Of particular interest to men's service organizations is "Growth Stocks and High Return Investments" - a business man's commitment to Child Welfare - a speech by J. Trevor Davies, Actuary at Bankers Life; Robert Lubetkin,
Merchandise Manager at Younkers or Joe Young, Equitable Life Insurance Company.

I would be delighted to pursue with you the possibility of a welfare-oriented program being presented to your members. In the event that your programs are already set for the coming year, a program would be available if a substitution needs to be made or we suggest you pass this letter on to next year's program chairman.

Many thanks for your consideration.

Sincerely,

(Mrs.) Joan Mannheimer
Community Relations Worker

JM: jab
APPENDIX B
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<td>Byron Rice Pre-School Group</td>
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<td>Carlisle Methodist Church (Women's Group)</td>
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<td>Cottage Grove Presbyterian Church (Couples Club)</td>
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<td>King's Daughters Circle</td>
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<td>Kiwanis Key Club Installation</td>
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C A R E W O R K E R

C - Children's
A - Aide
R - Resource
E - and Educational

The CARE worker at Iowa Children's Home Society is a volunteer whose function is to aid the agency and caseworkers in utilizing the human resources of the community for the development of the emotionally disturbed child and in providing educational experiences - academic and social - for the child. The CARE worker is a community resource for educating the public about child welfare needs, services and goals.

Prerequisite: 1) Interested concern for the neglected and battered child.
2) Desire to learn about our program.
3) Commitment of self to the program.

CARE Worker Opportunities:

I. Foster Home Licensing: Draw floor plans of home to be licensed; relicensing procedure; work with Foster Home Supervisor and Foster Home finder in hastening the availability of homes for more children.

Time: One full day each month.

II. Medical: Typing and recording of medical records; accompanying children to Health Center, hospitals, clinics.

Time: One-half day each week in the office.
One-half day each week with Foster Children at a Well-Baby Clinic.

(For work with the records some knowledge of medical terminology and symbols is preferable.)

III. Big Sister, Big Brother: Provide social experiences (football games, Community Playhouse, Art Center, a meal in a restaurant or at home,
movie, making Christmas cookies & candies, etc.); consistent contact with the child who has little or no contact with his parents.

**Time:** At least one afternoon or evening each month plus a phone call or two between times together.

**IV. Shopping:** Birthday gifts, clothing, Christmas gifts and other special purchases; buying and wrapping of these. In the event of a wedding - to plan and arrange reception.

**Time:** One-half day each month. Considerably more time required at Christmas season.

**V. Tutoring:** Pre-school Children living in Foster Homes - help prepare child for school by reading to him, perhaps playing records for him, helping him to acquire familiarity and dexterity with crayons, scissors, etc.

**Time:** One-half day each week.

**VI. Transportation:** Bring children to the office for case-work interviews; visits with relatives within a 30-mile radius of Des Moines.

**Time:** Once a week by appointment; occasionally on Saturday or Sunday.

**VII. Foster Parents Meeting:** Provide baby-sitting service at the agency.

**Time:** Third Wednesday of each month (1 - 4 P.M.)

**VIII. Adoptive Parents Meeting:** Prepare coffee and cookies, serve; attend meetings.

**Time:** One Saturday afternoon each month - these are scheduled a month in advance.
IX. **Public Relations**: Stenciling Newsletter, mimeographing and mailing.

**Time**: One-half day each month.

X. **Community Resource**: Attend specified welfare conferences and report to the agency and to organizations to which the CARE worker belongs.

**Time**: One-half or one day as requested.

XI. **Volunteer Room**: Decorating and furnishing of room for use of CARE workers and storage of their supplies.

XII. **Accompany Children**: To circus, Charity Horse Show and other events to which the agency is given tickets for children's use.

**Time**: One-half day as requested.

XIII. **Pre-School Nursery**: Planning, directing or assisting in school program.

**Time**: One-half day every week or on alternate week basis.

XIV. **Dietician**: Advisor to Group Home parents in planning menus for the two group homes. (Eight teen-agers in each group home.)
APPENDIX D
QUALIFICATIONS AND TRAINING FOR THE ROLE OF COMMUNITY RELATIONS WORKER

Because the role of the Community Relations worker at Iowa Children's Home Society is founded on a proposition concerning facilitation of the integrative function within the concept of community, the Community Relations worker has been able to view empirically only that part of the conceptual model having to do with the qualifications and training for the role by interviewing the three persons in Des Moines known by the researcher to play a somewhat similar role. There is no role similar to that of the Community Relations worker in any casework agency in Des Moines; therefore, the three persons interviewed play their roles in other kinds of settings. The purpose of the interviews was to determine similarities or differences in qualifications for the role where functional similarities exist but structural organizations differed. The three persons interviewed are the Coordinator of Public Affairs Program for Adult Education,¹ the Community Services Specialist for the Des Moines Public Library,² and the Program Associate for the local YWCA.³ Their opinions

and those of the participant-observer who is Community Relations worker at Iowa Children's Home Society are recorded as a group of four. The structure in which the Coordinator of Public Affairs Programming functions is an adjunct of local government and is ultimately responsible to the Des Moines Board of Education; the financial source of the Adult Education Department is property taxes. The structure in which the Community Services Specialist functions is also an adjunct of local government and is, therefore, locally tax supported. However, in contrast to the Board of Education which is a popularly elected board, the Library Board is appointed by the City Council. The YWCA is a voluntary groupwork agency whose financial support is derived from the United Campaign and memberships. The Board of the YWCA is selected from its membership and its policies are regulated by its national association. The structure of Iowa Children's Home Society as a voluntary casework agency has been set forth in previous chapters. These, then, are the structural settings—public, voluntary, groupwork, and casework—in which the role of facilitating the integrative function within the concept of community is played.

The role played by each of the four in the sampling is an administrative one whose cardinal function is in the area of communication and interpretation. Each is
responsible directly to the director of the agency for planning, promoting, supervising the execution of programs, and reporting to the director; none is involved in budget-making, fund-raising, or the setting of over-all policy.

Within these broad categories of functions, each of the four positions deals with the specific program needs of its own particular agency. For example, the Coordinator of Public Affairs Programming stimulates other community groups to co-sponsor Public Affairs programs with Adult Education and plans and supervises the locally produced Public Affairs programs on KDPS-TV, the locally operated educational TV station. The Community Services Specialist prepares the public mailings and the brochures relating to the Library services and programs, schedules the use of Library meeting rooms, and conducts tours of Library facilities. The Program Associate, in conjunction with other directors of specific program areas of the YWCA plans programs which involve the participation by other groups or persons in the community, writes reports from this local YWCA for the national publication of the YWCA, Staff to Staff, arranges for radio and TV interviews about activities at the YWCA, and supervises the volunteers in the agency. The specific program needs as met by the Community Relations worker at Iowa Children's Home Society have been described in previous chapters. To summarize at this point, each of these roles
is similar in job responsibilities but differs as to the degree of emphasis on written materials, program planning, personal contacts, and intra-agency services according to the needs of the agency in which it is played. Most emphasis on written materials is given by the Library worker; the least emphasis on this media is given by the workers in the two voluntary agencies which utilize board members and staff personnel whose sole responsibility is publicity. Program planning is the primary function of the Coordinator of Public Affairs Programming; it is one of equally apportioned functions of the Community Services Specialist, the Program Associate, and the Community Relations worker. Personal contacts are essential to the role played by the Coordinator of Public Affairs Programming, the Community Services Specialist and the Community Relations worker; the Program Associate did not stress their importance to her position. Intra-agency services are not relevant in a significant measure to the role of the Coordinator of Public Affairs Programming or the Community Services Specialist; these services are an important part of the role of the Program Associate and the Community Relations worker because both supervise volunteers in the agency setting.

Having determined the broad functional similarities among the four roles, the participant-observer sought to
determine what qualifications were considered by those playing the roles to be necessary for meeting the demands of these functions. Each role is played by a woman in the age range thirty-five to fifty who decided to seek employment when her children were in school all day; all four feel that their social maturity is an asset in their jobs. Only the Community Services Specialist is employed full-time; the Program Associate is considered a part-time staff member because she takes two months vacation in the summer, and the Coordinator of Public Affairs Programming and the Community Relations worker are employed on the basis of three days per week. All four women have a Liberal Arts Degree although their major fields of study differ; the Coordinator of Public Affairs Programming majored in Political Science, the Community Services Specialist majored in Theatre and Speech, the Program Associate in Home Economics, and the Community Relations worker majored in Sociology. It is interesting to note and perhaps indicative of their inquisitive minds that three of the four women have a Master's Degree. It is the consensus of the four women that a Liberal Arts Degree is essential to the role they play because of the discipline and training in the inductive and deductive processes of thought received in the attainment of the Degree, the wide perspective of Man as a biological, psychological, and social being, and the
directed exposure to ideas emanating from many cultures and societies.

Another prerequisite for performance of their role, as agreed upon by all four women, is teaching experience, although it need not have been in a classroom situation; the Coordinator of Public Affairs Programming and the Community Services Specialist have taught in classroom situations, the Program Associate has taught teachers of church classes, and the Community Relations worker has been a camp counsellor. It is felt that the teaching experience is an aid to the interpretative function.

Social skills or the "qualities of a diplomat" are considered of prime importance and a basic qualification. These skills were learned by the women through their participation in community service organizations such as PTA, League of Women Voters, agency boards, church groups, etc. The Coordinator of Public Affairs Programming and the Community Relations worker whose roles require the widest range of community contacts of a personal nature consider their participation, past and present, most helpful in the playing of their role. An overt sense of community has been learned by all four women through this kind of participation in community activities and enables them to have a working knowledge of community resources in terms of facilities and personnel. In each job, the constant
building and maintaining of personal relations is required; the Coordinator of Public Affairs Programming and the Community Relations worker have attended many meetings of groups not directly related to the program of the agency by which each is employed and maintain active membership in some organizations. Also, they continue to serve on community boards in performance of their role duties. Building and maintaining personal relations is time-consuming and requires that the worker be out of her office a considerable amount of the working day; all four agencies consider the time spent for this purpose as a part of the working day.

The four women agree that the ability to think creatively is a determining factor in successful role performance and that this ability is innate but may be developed in the working environment. In order to summarize, the qualifications for the role of one who facilitates the integrative functioning within the horizontal pattern of the community as ascertained at this time by the four persons playing the role in Des Moines are: a woman, thirty-five to fifty years old, a Liberal Arts Degree at least at the undergraduate level, wide experience through participation in community service organizations, well developed social skills, an ability to build and maintain personal relations, an ability to think creatively, and teaching experience. The rank of these qualifications has
not been determined but all four women put least emphasis on teaching experience as being helpful but not a pre-requisite. From these qualifications a corollary hypothesis may be developed that a person possessing these qualifications may perform the duties and responsibilities of the role of Community Relations worker in a social welfare agency.

Prior, formal, and specific training in writing brochures, preparing displays, producing TV programs, group-work methods or casework techniques is not considered by any of the four women to be essential for her role performance; each has been trained on the job according to the responsibilities and duties assigned her. When the Community Relations worker began to work at Iowa Children's Home Society, she was placed in an office on the casework floor in order to facilitate informal contacts with the casework staff. In these contacts and visits in the caseworkers' offices, the Community Relations worker was able to question and observe the operation of a child-caring agency staff in action. However, at no time has the worker sat in on a casework interview thus not violating the confidentiality of the relationship between caseworker and client. The worker read all the printed materials, brochures, policy statements, etc., of the Agency. Also, the worker read current issues of Child Welfare, Children, Social Casework,
and other professional journals. With casework staff members the worker visited some of the state institutions and private facilities in which children in the care of the Agency are placed; for example, Independence Mental Health Institute, Eldora, Psychopathic Hospital in Iowa City, and Beliot Children's Home. At these institutions the worker had the opportunity to meet the administrative and staff personnel in order to become acquainted with the program of the institution and its philosophy. The informal contacts with the casework staff of the Agency, attendance at psychiatric staff meetings, group meetings for adoptive parents, and the visits to other institutions and agencies formed the basic orientation for the Community Relations worker. When the worker felt reasonable knowledgeable about the services of the Agency, she began to apply this information to the duties and responsibilities assigned to her and was able to suggest expanded duties to meet needs she observed in the functioning of the Agency such as the establishment of a volunteer program.

In conclusion, the data regarding the qualifications for the role of the Community Relations worker has been gathered from the four women in Des Moines whose role responsibilities have been incorporated in the output of the subsystem by which each is employed and whose roles in the horizontal community pattern affect the integrative
functional relations within the pattern. These data have been synthesized in order to establish a set of qualifications as criterion for the employment of personnel to play the Community Relations worker role. It is the consensus of these women that no prior, specific, and formal training for the role performance is required; on-the-job training to execute the specific functions required by the employing subsystem is the best orientation. It may be inferred from this data that a person possessing the prescribed qualifications may be trained on-the-job to play the role of Community Relations worker. The implication of this inference is the development of a new field of employment for women whose resources have not been utilized in the labor market.