THE CONDITIONING OF THE MUNICIPAL PLANNING TEAM FOR ADMINISTRATIVE DECENTRALIZATION: IN ANTICIPATION OF LOCAL AREA PLANNING IN THE CITY OF VANCOUVER

by

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This thesis evaluates the preparedness of the professional staff in the municipal planning team for programs of administrative decentralization. Administrative decentralization is defined as the delegation of policy-making and programming authority from the central administration down to subunits or field offices. Its use in professional planning today is local area planning. The impetus behind this thesis is the problem presented by what is called the paradox of decentralization. That is, two contradictory motions, the irresistible force and the immovable object, are observed in modern local public administration. On the one hand, the citizen participation movement is refocussing its energies on the civic bureaucracy, demanding that it decentralize its decision-making authority. On the other hand, these civic bureaucracies are, on all accounts, resistant to such reform and incapable of handling these new demands. This paradox suggests that a reconditioning and reorientation of staff competence in the planning organization is required.

The thesis is structured in two parts: first, the construction of an ideal set of new competencies required of the planner for decentralization; second, the application of this ideal set to a local planning organization. The first step is accomplished from a study of past experience in decentralizing planning services, current social planning theory, and administration-organization theory. From this analysis, eighteen qualities for the professional planner are concluded and organized into attitudes and values, knowledge, and skills and techniques.

The second part of the thesis consists of the application of the ideal
set. A questionnaire containing the model's qualities is developed and applied to the professional staff of the City of Vancouver Planning Department. The form tests for the acceptability and availability of the new competencies as they relate to seven key personnel characteristics of planning organizations. These characteristics are: organizational position, service within the planning profession, personal age, professional background, professional allegiance, organizational allegiance, and experience with decentralization.

Two conclusions from the model's application in the case agency stand out. First, organizational position, allegiance to the profession, and experience with decentralization are prime personnel characteristics in staff preparedness for decentralization. Second, the model's themes of politics-intervention and humility contain the crucial qualities for administrative decentralization in contemporary planning organizations inasmuch as they are both unacceptable to and unavailable in the case agency.

With these discoveries, the research ends with some general anticipation of the evolving local area planning program sponsored by the City of Vancouver Planning Department. The ideal set of new competencies is also refined, and the paradox of decentralization is re-evaluated. The thesis predicts that future local area planning in Vancouver will be faced with the dilemma of matching policy and goals with program and delivery, that new approaches in planning style will meet with intra-departmental conflict, and that there will be a tendency to follow the path set by the centralist-traditionalist counterpart. In the refinement of the model, the themes of politics-intervention and humility are reconsidered in view of their importance to decentralization. In the former theme, three new levels of intervention for
the planner are distinguished, along with their respective competencies for the professional. In the latter theme, the distinction between professional and personal humility is sharpened. Lastly, the paradox of decentralization, upon reconsideration, appears to be overstated. The planning organization, as represented by the City of Vancouver Planning Department, is not the immovable object depicted in current commentary and theory. Rather, it appears to be in a state of transition between the inanimate bureaucratic form and the innovative organization implied in the ideal set of new competencies.
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Acknowledgements

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Chapter One: Introduction

1.1 The New Recognition of Public Administration.

Nine years ago Paul Davidoff (1965)* introduced the term "advocacy" to the planning profession, and thereby the critical role the planner and his public service companions play in the public's participation in decisions on urban development. Since that time, planners have debated their own function in citizen participation, simultaneously encouraging many positions: leaders of revolution (Zeitlin 1971, Goodman 1971, Grabow 1973); experts removed from the emotional struggles (Barr 1972); political actors (Warren 1969); or whatever. Academics have also come to realize the importance of the public bureaucracy in public programming and policy-making. As Gittell (1967) remarks, almost every study of power in large cities points to functional specialization, dispersion of power to specialists in particular areas, and eventually, an increased role of the bureaucracy in decision-making. Kaplan's (1969) Toronto analysis and the analysis of the United States federal civil service by Dumont (1970) are good examples.

Presently, this argument concerning the role of the planner and his surrounding public service appears to be shifting beyond restricted professional circles. It now seems the citizen participation movement has matured in its short history in Canada (Frisken and Homenuck 1973), and has redirected its

* references for each chapter are listed alphabetically at the conclusion of the text.
attention from its own shortcomings and those of the politician (Lorimer 1970) to the opposition presented in the public administration at all levels of government. The evidence of this new recognition is beginning to appear in the citizen participation literature. Note the following typical selections:

(i) In its report on citizen involvement in provincial decision-making, the Ontario Committee on Government Productivity (1972) cautioned last year that any "new forms of participation will depend primarily on the willingness of people within and outside the government to assume new roles and experiment with new ideas." (underlining supplied)

(ii) The American municipal-reform movement has been described as an interrogation of who delivers public service and who evaluates this service (Center for Government Studies, 1970). In 1970, a conference on decision-making concluded that the real problem to restructuring American society was changing public bureaucracies to allow more client control (Center for Government Studies 1971), and an observer of the federal planning programs in the United States agrees: "citizen participation in urban development is not only a problem of how best to organize neighbourhood people but it is also a problem of how best to organize the administrative agencies that engage the neighbourhood people." (Lowenstein 1971) (underlining supplied). In short, "the demands for participation are about the relevance, quality, control, and direction of bureaucracy." (Miller and Rein 1969).

(iii) The London Sunday Times in England ran a series of articles in 1972 on the topic of citizen participation; notably, it was captioned, "The Householder's Guide to Community Defence Against Bureaucratic Aggression."

(iv) Desmond Connor (1973) in his latest article on Canadian public
decision-making, dissects the formula for "constructive citizen participation" into nine components, one of which is "management style". The Confederation of Resident and Ratepayers of Toronto, possibly the most experienced and successful citizen group in Canada to date, acknowledges the Connor equation. Pursuant to Metro and City government review in Toronto, C.O.R.R.A. recommends that a "dialectical relationship" (a partnership) be created between the local bureaucrats and the public.

In summary, Herbert Kaufman (1969), the noted administrative scientist, announced before this decade that "the quest for representativeness in this generation centers primarily on administrative agencies". He appears to be accurate. "Something has happened at the interface between government and the communities" (Goldrick 1973) and that is a new public recognition of the power of the public servant in the process of public decision-making.

1.2 Consequences From This New Recognition of Public Administration.

The consequences of this new emergence of public administration are many. Primary is the increasing government awareness of the quality of its public administration. In Canada, the Quebec and Maritime Council governments have only recently reviewed the competence of their municipal public services. The Institute for Public Administration in Canada, along with the Canadian Council on Urban and Regional Research and the Canadian Federation of Mayors and Municipalities has also sponsored regional education programs for lower-level public administrators; for example, that carried on by the University of British Columbia Center for Continuing Education in the Campbell River Experiment.
Predictably, there has been a new sensitivity instilled in the public servant himself. Note the advice to his fellow planners given by W. Wronski, (1971) head of the Metropolitan Toronto Planning Board:

the public servant will come under much closer scrutiny by the general public than ever before and will be expected to produce and justify many more alternative solutions...

There has also been conservative reaction from the public service against this new exposure. Traditional roles and styles are harkened from the past, presumably to provide some comfort. Refer to Barr's (1972) assertion to the planning profession that the profession itself is innately bureaucratic; or refer to another statement by Wronski (1971) that the planner is subservient to the public interest and in fact well-removed from public policy-making.

His (the planner's) role is not that of adjudicator or referee... He must inform and advise his boss and his political masters. He must be prepared to advocate the public interest as he sees it but in the final analysis he must accept the decision of the politicians and work within the limitations of political values which they set. *

Perhaps the greatest significance, however, of the new awareness of public administration for the planner rests in the following:

(i) the redirection of the citizen participation movement towards a goal of significant government change by "decentralization".

(ii) the positive response of the public service at all levels of government both in Canada and the United States to this demand for decentralization with programs of the same.

(iii) the disruption to structure and personnel in the public service involved in this response to decentralization.

* This reaction is close to Gower's interesting theory (1972, p. 230) on how planners solve their moral and legitimacy problems, as well as the insecurity within the profession on the topic of social change. Gower contends that planners when threatened will (i) cling to the legal fiction that they themselves do not make decisions, and (ii) accord technology an independent authority of its own.
It is important to comment briefly on all the above consequences.

The recent literature dealing with both public administration and citizen participation associates and often equates the participation movement with what is termed "decentralization". This term will be more precisely defined in section 1.5, but essentially, decentralization refers to the dissemination of the central public service, along with its decision-making authority, into the community. Waldo (1971) argues that there is a natural relationship between the two terms, decentralization and participation, which makes this association a logical one:

Both are centrifugal, seeking to draw authority and power downward (in a hierarchical sense) and outward (in a spatial sense). The animating idea of decentralization is obviously to further freedom and equality by dispersing power and increasing citizen participation; believers in participation also seek to disperse power and increase citizen freedom and equality.

The most obvious references to the participation-decentralization equation are made, of course, in the New Left writings on the theme of community control; for example, those by Hunnius (1972), Benello (1971), and Reisman (1970). Even less radical analysis such as Frederickson (1972), Stenberg (1972), Hallman (1971, 1972), Myren (1972), Hart (1972), Head (1971), Cunningham (1972), Jaffary (1972), and Wharf and Carter (1972) concludes that the participation phenomenon is developing into a decentralization movement. The empirical evidence presents the same picture. For example, three years ago in 1970, Lai summarized Vancouver's Strathcona experience as "in fact a new kind of politics which involves the redistributing of power to the have-not citizens and the decentralization of government functions." Winnipeg's Unicity experiment is a similar phenomenon (Axworthy 1972).
The reaction from the public bureaucracies in North America to this new demand for reorganization has been dramatic, particularly in those sections more immediate to the public, or as Frederickson (1972) vividly describes, "where the rubber meets the road." As outlined below, the services and institutions affected are wide ranging. (Decentralists are comprehensive in their planning -- they see the "control of the educational institutions, hospitals, the police force, social agencies, and other agencies serving the neighbourhood as essential." (Head 1972)).

A cross-national survey by the International City Managers Association (I.C.M.A. 1970) discovered that those municipalities using decentralised service (25% in 1970) incorporated both 'hard' and 'soft' planning services -- the former being public housing, streets, transportation, renewal, and the latter being health, employment, recreation, and the social services. Similarly, surveys made recently by the United States Advisory Commission on Intergovernmental Relations in 1972 found that a majority of major municipalities in that country were experimenting with various forms of decentralization. Notably, multi-service centers (considered as a form of administrative decentralization by the survey) were used in 86 municipalities, 15% of the sample, and were found to affect many traditional planning services -- primarily the management of urban renewal, housing rehabilitation, public housing, recreation, health, community action, and local area planning (I.C.M.A., 1972). The history of the response to decentralization in the United States, in comparison to Canada, has been long, colourful, and tragic. Reviews of the Office of Economic Opportunity programs (specifically Neighbourhood Health Centers, Community Action, Model Cities) and other services may be found in Kristol (1970),
Schmandt (1972), LaNoue and Smith (1972), Wasmis (1971), Howard (1972), Rein (1972), Strange (1972), Stenberg (1972), Smith (1971), Hallman (1970), Myren (1972), Kaufman (1969), Spiegel (1968), and Gittell (1972) among others. The federal programs in the United States are of course phasing out O.E.O. and its Model Cities mandate. The New Federalism emphasizes stronger city administration, rather than neighbourhood administration, and while some perceive this as centralization (Gilbert 1973), I maintain that the locus of decision-making has in the larger scheme of things continued to shift towards decentralization.

The decentralization of public organizations and their services in Canada is very evident and important at all levels, even though there has been no documentation comparable to that of the United States. The senior government programs in health care and the social services are perhaps the most conspicuous. The Hastings Report 1972 (Jones 1973), the Castonguay-Nepveau Report 1970 and the Quebec Bill Number 65 in 1972, the pending Foulkes Report in British Columbia (Moser 1973), the Manitoba White Paper on Health and Social Development 1972, and the Commission on Emotional and Learning Disorders in Children (CELDIC 1970), all advocate comprehensive breakdown of central administration to community health and social service centers.

There are also noteworthy experiments in other planning services at the senior levels. Central Mortgage and Housing Corporation and the Department of Regional Economic Expansion are reorganizing into more accountable regional and local offices. In Ontario, the response to the previously * DREE's decentralization may be interpreted as partly political, since Jean Marchand's favoritism for Central Canada programs, specifically Quebec programs, was a frequent accusation of the Opposition in the last federal election. The new Minister, the Honourable Don Jamieson, .... (cont'd p.8)
mentioned Committee on Government Productivity, the new Ministry of Community and Social Services has established a "community secretariat" program to provide support services to community groups around the province. In the same province the Ontario Housing Corporation has recently decided to decentralize its management function to the project level (Ontario Housing Magazine 1973). The Federal Department of National Health and Welfare, in cooperation with the Province of Prince Edward Island, is experimenting with a regional service center on that island. Importantly, to-date this regional center serving twelve thousand people has been preoccupied with providing the range of normal planning services: resource management, housing, property taxation, land development, and the management of social services. Finally, the Blakeney government in Saskatchewan, for the purpose of making the "work of government more efficient and programs more effective", has decided to shift the focus of its civil service to the local level and "not rely on central co-ordination." (Premier press release 1973). Accordingly a new Department of Northern Saskatchewan has been created in Lac La Rouge and all senior personnel including the deputy minister are to be located on-site.

With regard to the decentralization at the lower municipal levels, Canada has begun to emulate the local area planning programs begun earlier in the United States (Needleman 1972). The case study of this report is such a program -- the local area planning recently started in the City of Vancouver. In other cities as well the administration and decision-making involved in planning services are being located from city hall to the city's

*(continued from page 7)... claims that the planners have got to "have their heartsbeats with the people they're trying to help." (Ottawa Citizen, 1973).*
neighbourhoods. In this regard, Unicity's operation has already been cited. Note also the network of decentralized multi-service centers designed by the Halifax Regional Social Planning Council to integrate the health, welfare, family, and recreational services. Similar is the new social service system announced in October 1973 for Vancouver by the Honourable Norman Levi, British Columbia Minister of Human Resources. Furthermore, observe the recommendations of the Alberta Task Committee on Urban Government Effectiveness that suggests community councils within larger cities be funded out of general city revenue and be responsible for local services such as recreation, beautification, social services, and other human development functions (Task Force on Urbanization and the Future 1972). Lastly, witness the sophisticated neighbourhood planning and committee programs which are now institutions in the City of Toronto (City Hall Magazine, v.4,#3ff, 1973).

The third major consequence of this new recognition of the restricting role played by public administration in urban development -- the disruption to structure and personnel in the public service involved in decentralization -- is the general focus of this report. There is a consensus amongst those currently observing the movement towards decentralization that both the structure and personnel in today's public institutions will have to adapt to a new environment. In fact, Frederickson (1972) claims that "it is probable that public administration will emerge considerably changed as a consequence of re-evaluations of the citizen-bureaucracy links." The new demands on the structure of public administration organizations are relatively clear in comparison to those on public personnel, and while they are not the specific subject of this thesis, they can be summarized by some key catchword
phrases: "accountability" (Hamilton 1972) (Miller and Rein 1969); "enrollment of minorities" (Miller and Rein 1969); "militancy and aggression" (Miller and Rein 1969) (Herbert 1972); "rejection of efficiency-orientation for equity-orientation" (Herbert 1972) (Howard 1972); "the project team approach" (Howard 1972); "participatory administration" (Howard 1972); "rejection of bureaucracy" (Caiden 1972); "responsiveness" (Caiden 1972).

The degree of change demanded of Canadian public administration under terms of decentralization is crystallized in Frederickson's (1972) description of the new and old styles: "Ideas such as participative work-groups fly in the face of traditional notions such as hierarchy, tight job descriptions, position classifications, and spans of control." As represented in the New Public Administration movement (see Chapter Two, Diagram II), the structural shift of public administration has been the preoccupation of the social scientists in their analysis of decentralization.

On the other hand, the character development of personnel under programs of decentralization has gone relatively unnoticed and unresearched, even though personnel is viewed as an important element in the functioning of decentralized administration (O'Donnell and Sullivan 1972, Gittell 1972, Miller and Rein 1969, Herbert 1972). There is some intriguing but vague conjecture that contemporary public personnel will require new roles, attitudes, values, knowledge, and skills to operate in such a reorganization. For example, in his 1972 dissertation on the quality of public personnel in the United States Federal Service, Ryan commented that "the competencies required" in decentralized programs such as Model Cities and the Poverty Program
"are widely diversified and alter traditional roles, functions, and tasks."

The following is a further selection from the references to personnel change:

the present generation of municipal administration is generally not well equipped to play this (decentralist) role. (Schmandt 1973)

it will be a painful, on-the-job education process for many administrators. (Hallman 1971)

(decentralization will) require some redefinition in the role of the professional planner in the total planning process. (Head 1971)

(with the decentralization of health services) an entirely new kind of health personnel is required. (Howard 1972)

cities will have to obtain employees with new skills to solve problems heretofore ignored. (Floyd 1971)

(the decentralist's) approach, manner, and nature of his work are so different from the traditionalist's. (Needleman 1972)

(the decentralist's approach) represents a whole new set of issues for the administrator of social services and the government agency. (Miller and Rein 1969)

(the decentralization of administration requires) civil servants to adopt new attitudes and roles. (Citizen Involvement 1972)*

As Maxwell (1972) in her study of Maritime local government found: "the ball park" has changed and the "players" must change if they are not to find themselves, like many before them, caught up in a process in which

they are unable to influence or control. Change in personnel procedure, attitudes, values, and skills, is demanded by decentralization to the point that some submit hope must lie in a "new cadre" of public service personnel. This is a serious revelation. One that requires further investigation.

1.3 The Paradox of Decentralization.

The central task of this thesis arises from the paradox created by this change in public service personnel, seemingly demanded by decentralization, and the concurrent realization that today's public administration is resistant to alteration in its established practices. At the same time that demands are being made for a new cadre of civil service, social scientists have generally been demonstrating a conservative character in urban public bureaucracy which is reactive to such demands. For instance, Ermer (1972), Bennis (1966), and Marx (1963) found higher civil servants to be "emotional defenders of the given order of things", and Waldo (1971) severely characterized the bureaucracy of this civil servant as "static, unimaginative, timid, self-protective, dilatory, unresponsive, mindful of its own interests rather than those it is created for and instructed to serve." This reactionary nature of the local bureaucrat is further evident in Szabowski (1971), Myren (1972), Lee (1966), Kotler (1968), Landau (1973), La Pierre (1965), and Dumont (1970). Perhaps the most elaborate theory on the rigidity of the bureaucrat is Donald Schon's Beyond the Stable State, discussed in subsection 2.3.

More specific commentary on the planner as local bureaucrat abounds in
Piven (1965, 1970), Needleman (1972), Kaplan (1973), Levine (1972), Morris and Binstock (1966), Dennis (1972), Marris and Rein (1972) and Davies (1972). In fact, the most serious charges against the public service are directed within the professional planning circle. Frances Piven has continually highlighted the conservative bureaucratic planner in her writing to the extent that she claims only "idiosyncratic" personnel in planning departments are at all responsive to change (1970). Marshall Kaplan in Urban Planning in the 1960's: A Design for Irrelevancy (1973) notes that the failure of the American planning effort may be attributed to the "unwillingness of the planners ... to change ideas in common currency concerning professional goals, patterns of behaviour, and techniques." On the Canadian scene, Gerecke (1971) found the practice of planning "highly bureaucratized...with the result that change has not been internalized into its own practices." And perhaps the most dramatic characterization of the planner as conservative is Gowers's "evangelistic bureaucrat", picturing the professional "immune from change for "the belief in the charismatic and evangelistic righteousness of his own utterances." (1972).

The paradox, therefore, becomes clear: in one direction, decentralization demands that civil servants be armed with new skills, attitudes, roles, and values, and simultaneously in the opposite direction, the public bureaucracies reportedly resist change -- particularly the profound changes seemingly represented in decentralization. The classic crisis between the irresistible force (the demands for a new cadre of public servants) and the immovable object (the bureaucratic rigidity of the public service) arises.

The task of this thesis becomes, thereby, fourfold. (i) to develop from the literature on the theory and experience with decentralization, an ideal set of new competencies which are demanded of the public servant in programs of decentralization. (ii) to determine by case study the conditioning for decentralization of a local planning organization by measuring how acceptable these new competencies are to its staff, and to what extent these new competencies already exist within its membership (availability/presence). (iii) to utilize these conclusions concerning the conditioning of the municipal planning team by anticipating administrative decentralization within the case local planning organization, from a staff-preparedness point-of-view. (iv) finally, to refine the ideal set of new competencies which were established at the beginning of the research by using the results of the case study.

My specific approach to this task involves the following hypotheses. (a) that acceptability of the new competencies for decentralization will vary within the personnel of the planning administration according to the following personnel characteristics (independent variables): organizational position, service within the profession, personal age, professional background, professional allegiance, organizational allegiance, and experience with decentralization.

* Caiden (1969) notes that acceptance of reform within administrations can also be factored by: the manner and means of its presentation; the number and type of contacts between the informed and uninformed; the issue of whether the reform promises solutions to felt needs; the prestige and (continued on page 15) ...
(b) that the existence (availability/presence) of these new competencies for decentralization will be similarly affected.

(c) that there will be some relationship between acceptability and availability of these new competencies.

The premise of the paper is, of course, that personnel competence is crucial not only in service delivery, but also in policy formulation in the planning function of government. This matter is acknowledged elsewhere. As outlined in the following chapter, subsection 2.3, the concept of a change agent developed by Bennis (1969), or the principle of entrepreneurialism (Dresang 1973, Fainstein 1972), and the interpersonal competence concern expressed by the revisionist organization theory, all relate to the notion that public administration must be appropriately staffed for it to function effectively. I shall rely on a simplified version of Sharkansky's diagram of the "administrative system" (1970), to place in context my specific concern in this report. This administrative system, also termed the "policy process" and diagrammed below, is an attempt to depict the totality of elements in the system that formulates, approves, and implements government programs.

The Administrative System/Policy Process

<table>
<thead>
<tr>
<th>Inputs from the Environment</th>
<th>Conversion Process</th>
<th>Output to the Environment</th>
</tr>
</thead>
<tbody>
<tr>
<td>-demands</td>
<td>-structures</td>
<td>-goods and services to public and officials in government</td>
</tr>
<tr>
<td>-resources</td>
<td>-procedures</td>
<td></td>
</tr>
<tr>
<td>-support/opposition from citizens or officials</td>
<td>-administrators' personal experiences and predispositions</td>
<td></td>
</tr>
</tbody>
</table>

Feedback

* (continued from page 14) ... charisma of the propagators; the timing; the intensity of resistance; and how sharply the reform contrasts to existing beliefs. Some of these factors are covered by the variables used in the above hypotheses, while others (charisma, timing, manner and means of presentation) are not directly relevant here.

** Planners have adopted this systematic framework for their (see page 16)....
The competence of the public service (shown in shaded block) is, thereby, clearly only \textit{one} of many elements contributing to policy formulation and its implementation. However, research on government performance suggests that it is a crucial one. For example, Lipset's study on the C.C.F. regime in Saskatchewan demonstrated that the personnel in a bureaucracy are very effective in blocking many changes demanded by their political boss (Lipset 1950). Similarly, the most recent overview of Canadian social planning (Carter 1973) concludes that "personality and competence of the staff of a planning organization can be very important for its success."

1.5. \textbf{Definitions.}

The literature on decentralization and citizen participation, like that in many other themes of the social sciences, is imprecise in its terminology. While this is widely acknowledged in the field (Hallman 1970, Schmandt 1972, Eisinger 1971) -- as Hallman writes "when it comes to specifics, there is great divergence in meaning" -- there has been no comprehensive attempt to consolidate and clarify the morass of definitions and models of decentralization. The consequences are predictable: contradiction and misunderstanding both in academic circles and, more seriously, in practicing public administration itself. It is useful, therefore, not only to form specific terms for this report, but also to place these definitions in the context of the wider argument concerning the term "decentralization."

Initially, it must be understood that the term "decentralization" borrows from different social science theories. Its roots are established in

** (continued from page 15)...own research. For example, Bolan (1969) maps four variable sets influencing community decision-making and Marris and Rein (1972) use a model government using the administrative part as the core (pp.275-276). In both these frameworks, the predisposition of the administrator is but one influence on the system's operation.
organization-administration theory, social psychology, and concepts in political science, among others (Hart 1972). The following excerpt from the definition used by the United States government clearly illustrates this varied background (United States Advisory Commission 1972):

(decentralization is) a public policy issue, a means of increasing bureaucratic responsiveness, improving service delivery effectiveness, reducing citizen alienation, and restoring grass roots government.

The concept of public alienation stems from Durkheim's "anomie" in a bureaucratic world, and references to it are common in the literature (Schmandt 1972, Hart 1972). Frequent also are the links made between decentralization and the Marxist notion of political imperialism exercised by central city government against surrounding neighbourhoods (Kotler 1969, White 1972, Stenberg 1972, Schmandt nd., Cohen 1969, Zimmerman 1972).

The most common and useful means of defining decentralization, and the chosen path of this thesis, is by understanding it as an organization-administration phenomenon. The concept of decentralization has been a concern to the social scientists well before its current vogue expressed in the citizen participation movement. In 1931, for example, White attempted a definition in the Encyclopedia of the Social Sciences that determined decentralization as:

a process, the transference of authority from a higher level of government to a lower one. It is the converse of citizen participation and should not be confused with deconcentration, a term used to denote mere delegation to a subordinate officer of the capacity to act in the name of a superior without a transfer of authority.

This theme of organization and authority within its levels was carried on both by Fayol and Fesler in 1949. In his book, General and Industrial Management, Fayol described decentralization as "everything
which goes to increase the importance of the subordinate's role", and Fesler claimed the term meant the "delegation of authority from higher to lower levels within an organization." With Baum's dissertation in the early 1960's (1961) decentralization again became a concern for academics interested in public administration as well as private industry. In his extensive analysis on the United States federal civil service, Baum stated decentralization is the "delegation of decision-making down through the bureaucratic hierarchy." Theorists in public and private organizations have since maintained their regard for decentralization as:

(i) a process, strategy, or a technique within organizations whose purpose is to develop more effective management, order, policy flexibility, and a more human approach to operations.


Inevitably as the concept has become a wider concern, distortions and variations on decentralization have entered the literature. For example, it is now common to distinguish the decentralization of public administration by the "information-community education approach", the "advisory-consultation approach", and the "delegated-authority and community-control approach" (Vrooman 1972). More simply, Lipsky contrasts "radical decentralization" and "conservative decentralization". Costikyan and Lehman (1972), the United States Government Report (1972) and Schmandt (1971) among many others have, in fact,
treated decentralization defined by the organizational theorists as only a general concept and accordingly have sub-categorized different types found in the complex urban environment. The following Typology of Decentralisation on page 20 is a representation of these various classification schemes.

Typology of Decentralization works from a continuum of power; from a conservative reshuffling of administrators -- keeping authority and decision-making intact -- to complete reorganization of policy structure from central administration to newly-created neighbourhood political units. As made evident by the chart (dotted line), there is a general agreement on typology along a territorial, administrative, and political decentralization axis. For purposes of this report, these may be defined:

(i) territorial decentralization: the delegation of information-dissemination and communication authority from central administrative offices to field offices. No policy-making authority is transferred out of the central office. Example: municipal information centres.

(ii) administrative decentralization: the delegation of policy-making and programming authority from the central administration to field offices or sub-units within the central administration. Policy-making and programming authority is partially transferred out of the administration into controlled citizen representation on advisory panels or committees at the field office. Example: local area planning.

(iii) political decentralization: the complete delegation of policy-making and programming authority out of the administration, investing full decision-making responsibility amongst its constituents. The administration assumes an advisory capacity. Example: community development corporations.
## Typology of Decentralization

<table>
<thead>
<tr>
<th>Source</th>
<th>Administrative Control</th>
<th>Power continuum</th>
<th>Local/Client Control</th>
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<tbody>
<tr>
<td>Schmandt (1971)</td>
<td>Exchange Model</td>
<td>Modified</td>
<td>Development Model</td>
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<td>Washnis (1972)</td>
<td>Bureaucratic Model</td>
<td>Bureaucratic</td>
<td>Government Model</td>
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<td>admin.</td>
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<tr>
<td>Fesler (1968)</td>
<td>Administrative Model</td>
<td>Practical Model</td>
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<td>- internal allocation</td>
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<td>within administration</td>
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<td>Hallman (1971)</td>
<td>Physical</td>
<td>Total</td>
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<td>Hymen (1969)</td>
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<td>Margolis (1967)</td>
<td>Diffusion of Information</td>
<td>Diffusion of Authority</td>
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<td>U.S. Advisory</td>
<td>Territorial Decentralization</td>
<td>Administrative Decentralization</td>
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<td>Black (1968)</td>
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<td>Functional Decentralization</td>
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<td>Eisinger (1971)</td>
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<td>Client Representative</td>
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<td>Kristol (1970)</td>
<td>Bureaucratic Model</td>
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<td>Undefiend</td>
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<td>Lipsky (1969)</td>
<td>Conservative Decentralization</td>
<td>Radical Decentralization</td>
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<td>Gittell (1972)</td>
<td>Administrative Decentralization</td>
<td>Political Decentralization</td>
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<td>Rein (1972)</td>
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<td>Decentralization</td>
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<td>Vrooman (1972)</td>
<td>Information-</td>
<td>Advisory-</td>
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<td>Communication-</td>
<td>Consultation</td>
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<td>Education Approach</td>
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This thesis is limited to the discussion of administrative decentralization. Reasons for applying this restriction are:

(i) the popularity of this particular practice among public administrators today.

(ii) conversely, the aversion of contemporary public administration to the more extreme political form, and thereby, the "unreality" of political decentralization. As Herbert says (1972), "a switch from the primary, contemporary public service delivery system is necessary... but the implementation of total effective control at the neighbourhood level is too distant to be of concern."

(iii) the current consideration by the case agency, the City of Vancouver Planning Department, of a comprehensive program of administrative decentralization.

(iv) last but not least, the discovery that dramatic challenges are presented by this form to the existing practices of local public administration.

1.6 Introduction to the Following Chapters.

As noted in subsection 1.4, this study consists primarily of four tasks: first, the construction of an ideal set of new competencies for public administration personnel under conditions of administrative decentralization; second, the measurement of the acceptance and presence of these competencies in a case administration, in order to reach conclusions about the conditioning of municipal planning teams for such programs; third, the anticipation of decentralization in Vancouver; and fourth, the refinement of the ideal set. In this regard, the following chapter, Towards New Competencies for the Planning Team, develops these new competencies from the limited documentation available on local area planning, as well as from organization theory and social planning
theory. It then arranges the competencies into the dimensions most commonly used to measure civil service competency. Chapter Three, Methodology, introduces and evaluates the means of inquiry used in the measurement of competency in public organizations. Specifically, this chapter rationalizes the use of an ideal set in terms of similar social experiments and it elaborates on the problems and prospects of diagnosing organizations. The case agency is also introduced and its growth to the current consideration of local area planning is outlined. The particular strategies used -- a questionnaire and the approach to the organization -- are set out. Finally, the conceptual and specific limitations to the research are explained. Chapter Four, The Conditioning of the Municipal Planning Team deals with the second and third tasks of the thesis -- evaluating the presence and acceptance of the new competencies in the ideal set; testing the three hypotheses; and anticipating in broad terms the pending decentralization in Vancouver. Lastly, Chapter Five, Conclusions, manages the final task -- refining the model constructed earlier in Chapter Two. In this section, moreover, the major impetus behind the research -- the crisis presented in the paradox of decentralization -- is re-evaluated and some directions for future complimentary research are outlined.
Chapter Two: Toward New Competencies for the Municipal Planning Team.

This chapter develops and presents the ideal set of new competencies for administrative decentralization, according to the first task of this thesis. Subsections 2.1, 2.2, and 2.3 develop these personnel qualities and subsection 2.5 organizes them into a manageable form.

The reader will note the ideal set is constructed primarily from three blocks of information: (i) the experience of administrative decentralization in other planning organizations in North America in terms of local area planning; (ii) the more recent contributions to the general body of knowledge in social planning by such theorists as Friedmann and Bolan, that reveal new skills, attitudes and values, and knowledge for the planner in a decentralized organization; (iii) the developments in what is loosely termed "administration-organization" theory. It is noted that this method is the most common path of government or organization analysis; this is, borrowing from various disciplines and discussion on the faith (and with the risk) that what is gleaned from the sources is relevant to the case research. The limitations to constructing a model from such a restricted span of theory and evidence are obvious, and indeed, have so far prevented any such venture in the planning literature, to my knowledge. However, this is a common obstacle to social research; furthermore, a general scan of the research and understanding of decentralization leads to the conclusion that a wider synthesis of information would only confirm and contribute to the final model of new competencies, rather than negate it. A preliminary chart, diagram I, summarizes the new

* Note that the Canadian Council on Urban and Regional Research has recently placed this very theme of changing urban decision-making structures on its (footnote continued on page 24) ....
competencies developed in the following three subsections and is included on the following page 25. It is hoped that the subsequent discussion will thus be made clearer.

2.1 The Experience of Local Area Planning/Administrative Decentralization.

Despite the fact that administrative decentralization is developing as an increasingly popular structure and process for public planning organizations, there remains little documentation and much less analysis of its effects on structure and personnel within the organization. To this effect, Eisinger (1971) comments: "As is perhaps customary in response to reform proposals which capture the imagination, policy planners and practitioners have tended to plunge into these experiments with little sense of what they signify."

This lack of research is particularly apparent in Canadian literature on Canadian planning. As outlined below, only the works of McNiven on decentralized social service planning in Vancouver (1972), the reporting of Graham Fraser on the Trefann Court Working Committee in Toronto (1972), and possibly some of the reports of Doyle (1972) and McLemore (1972), refer to new demands on the traditional competencies in the public service which are presented by administrative decentralization. Similar to many Canadian planning reports, this thesis, therefore, has resorted to American planning studies for guidance and information. This is a severe impediment when the unique racial, economic, social and political conditions in the United States are considered. For example, I am cautious to transfer directly the experiences

* (continued from page 23)....research priority list (1972). For an excellent overview of what has been accomplished in this field, planning literature or otherwise, refer to R.H. Kent, "Research in Urban Decision-Making", Urban Affairs, June 1973, (Department of Municipal Affairs, Province of Manitoba.)

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<tr>
<th>ATTITUDES AND VALUES</th>
<th>pragmatism</th>
<th>sense of mission</th>
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<th>generalist</th>
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<th>SKILLS AND TECHNIQUES</th>
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of the staff in the six Eastern United States planning agencies discussed by Needleman (1972) below; undoubtedly the warfare which occurred in these administrations has racial overtones on a scale unknown in our municipal planning organizations. I have tempered and interpreted the American decentralist movement, therefore, for its application to the Canadian scene.

What then have been the new demands on personnel competence in programs of administrative decentralization in North America? Until this past year decentralist planners in the United States (those working primarily under Model Cities legislation) were described as artists, with what could be described as exotic talents. Lisa Peattie (1970), perhaps the prime journalist on advocacy, imagines the local area planner as a theatrical agent, cognizant of dramatic moments, performance, emotional engagement, and staged demonstrations and actions. Peattie's planner is an actor in a political theatre, manipulating an audience of political clients. This same image is pursued by Keyes and Teitcher (1970), who argue that decentralization has shown a propensity for "exhortation" rather than more traditional "nuts and bolts" planning skills.

Spiegel and Mittenthal (1968) are a little more explicit about these new competencies; their report emphasizes that planners working outside the central offices need reorientation from a "traditional" set of talents to a concern with the here-and-now, planning action, social injustice, the project approach, software services, dynamics of community power, and confrontation tactics ("hard bargaining, negotiation, and interpretation"). All this while working in an environment of suspicion.

* Note that "traditional" is used here as the caricatures were used by Jane Jacobs in The Life and Death of Great American Cities, 1961, pp. 3-25. An accurate description of this type of planner is provided by Brooks (1970), specifically his "hard-line physical planner", "the socially-sensitized physical planner", (footnote continued on page 27)...
Lipsky (1969) agrees with Spiegal and Mittenthal, and adds that the local area planner needs to be far more discretionary than his traditional counterpart, able to work with inadequate resources, and to be effective within an environment where threats are made to his authority. Finally, from the neighbourhood work of the Newark Housing Authority, Lowenstein (1971) concludes that decentralist planning requires extra commitment, experience, and the following talents if it is to be successful: skills in managing the dynamics of groups; negotiation; the ability to deal with conflict; and mediation. Lowenstein saw the commitment required as an "attitude preparation", including the willingness to delegate autonomy, power and decision-making, as well as the willingness to accept and adopt values contrary to one's own. These were viewed as contrary to the normal competencies required of the planner.

Experience sufficient to analyze the impact of decentralization in the United States seems to have accumulated only within the past year. The evolution of the New Federalism, with programs such as the Allied Services Act (Cappocia 1973) and Planned Variations (Gilbert et all 1973) has further stimulated the practice of public decentralization and interest in its personnel requirements. Last year saw a series of articles reporting on the consequences of administrative decentralization to planning personnel. Finkler performed a national survey for the American Society of Planning Officials, examining planning organizations for programs of neighbourhood planning (neighbourhood or local area planning are treated herein as administrative decentralization). Out of 980 respondents, 47 agencies confirmed such programs; Finkler then

*(continued from page 26)...and perhaps even some traits of the "social-service planner". Gerecke (1971) defines traditional planning as that "practice oriented towards physical design, comprehensive or master planning, and an apolitical position."
focused on eight. This more intensive analysis found that decentralized planners were in friction with their superiors; that they required a wider knowledge about municipal and higher-level services; that personal abilities that "engender trust and confidence" were prerequisites; and that a much shorter time frame had to be adopted to produce more immediate action.

Similar conclusions are expressed by Howard's study (1972) of health-service personnel, in which "new management tasks" are synthesized from the American neighbourhood health delivery experiments. Important suggestions for this thesis can be derived from the general statements of these new tasks:

1. to operate in a complex environment
2. to work for social equity
3. to work and maximize the use of paraprofessionals
4. to develop holistic service teams
5. to develop participatory administration whereby power and operations are progressively transferred to the local citizens.
6. to develop "purposeful and mutually supportive relationships between the internal and external environments"
7. to develop new service approaches allowing personal goals and organizational goals to converge
8. to acquire the techniques in organizational development and skills in interorganizational negotiation.

These changes are so basic, in Howard's opinion, that an entirely new kind of health service personnel is required.

The most comprehensive research into this problem of demands for a
new personnel in planning under decentralization is Needleman's dissertation *Planning Against Itself: The Community Planning Experiment in the United States*, 1972. As the title suggests, Needleman found decentralized and centralized planning to be "within one bureaucratic system two very dissimilar planning approaches based on fundamentally incompatible assumptions." Common to all of the six major planning departments studied was a significant rift separating decentralists from centralists. The two factions differed in methods and techniques in planning, their understanding of professional competence, moral commitments, and the interpretation of legitimacy. Needleman found the decentralists to be younger, more liberally educated, of normative orientation (that is, concerned with what should be rather than what is), more politically aware, in full agreement with citizen power, and finally, more concerned with immediate action than their city hall counterparts. In addition, community planners as discovered by Needleman are in agreement with decision-making on planning matters expanding well beyond the traditional circle of experts and with open dispute within the planning department itself. Needless to say, the American local area planner was a minority figure in the departments, and irritated the traditional majority to the extent that his planning activities necessarily became clandestine and subversive. Needleman describes a gradual metamorphosis of the community planner from a position of naivety about local power structures (including the conservatism of public bureaucracy) to an "administrative guerilla". All neighbourhood planners were found to be such "subversives" in the planning department and were consequently skillful in engaging in conflict, searching out sympathizers, and leaking information. Outside the department these personnel, through trial and error, developed
skills that were foreign to normal practitioners.

The administrative guerilla requires skills which most planners received no training in and never imagined they would. The administrative guerilla has to be able to think on his feet. He has to present his argument to skeptical, often hostile community leaders with enough eloquence to persuade them and enough forcefulness to inspire their confidence. In winning community acceptance, he is forced to function not only as a planner but also as an actor, a politician, a salesman, a con man, perhaps even a charismatic leader.

(Needleman 1972)

In short, the challenge to traditional personnel in planning organizations, in terms of the American experience, appears dramatic.

As stated earlier, the Canadian reports on local area planning are much more scarce, and perhaps would not reach the same conclusions as the American studies. McNiven's (1972) study of the local area approach in social service delivery in Vancouver, however, supports the contention that North American experiences have universal features. The relatively long history of local area planning in Vancouver, in terms of other Canadian cities, has shown the special requirements for decentralized planning to be expertise in "inter-organizational negotiations and administration", a generalist background, an ability to handle competing clients, and cooperation with the service team. McNiven alludes to this array of special competencies:

Competence in the Vancouver social planning scene seems to be primarily related to a combination of ideas and imagination, together with the ability to anticipate problems and negotiate settlements amongst contending groups.

Unfortunately, she does not elaborate.

Graham Fraser in Fighting Back (1972), devotes a good deal of his book to narrating the hit-and-miss process of indoctrination experienced by the City of Toronto planner assigned to the Trefann Court local area. It is
same time an amusing and sad story that reveals the state of preparedness of the planning profession to work in settings different to city hall. At the outset, the planner, Howard Cohen, was described as a physically-oriented professional (an architect in fact, with planning experience in Winnipeg). He is more preoccupied with project insignia than with meeting the multitude of residents' problems. Fraser implies that this was no fault of Cohen but rather a downfall of the planning profession; he infers this by including the terms of reference drawn-up for Cohen's assignment -- terms which conspicuously omit the competencies Cohen found necessary. Quickly, Cohen discovered that new abilities, styles, knowledge, and relationships were necessary for success in Trefann. Notably, he mimicked the local community organizer in a "soft sell" approach which emphasized particular communication skills and engendered a feeling of trust. He also reorganized his priorities to include a more comprehensive attack on problems -- one that included "software" services as well as the usual "hardware" services. In the end, Fraser commends the adaptability of Cohen and perhaps the flexibility of the planning profession, by his final vignette, which juxtaposes Cohen and a pitiful Development Department clerk. Transferred to the site office, the clerk proceeds mindlessly and inefficiently in his city hall world -- a bad case of what Bolán would call "cognitive dissonance". (Bolan 1972).

A quick review of the lessons learned by the social planners in the Halifax Social Planning Department, as reported by Doyle (1972), finds that those professionals in contact with the community are in need of a different range of talents and orientations. The delicate skills of working with others (who are not likely to be professionals), communicating, collaborating,
politicking, interacting, as well as a keen knowledge of one's own values, assumptions and objectives -- all of these have become requirements for the successful professional planner.

Lastly, it is important to cite McLemore’s thesis (1972) on social planning and the alleviation of Canadian poverty, for its work on the different approaches to local area planning. From his Montreal experience and that in rural Quebec, McLemore concludes that administrative decentralization is required to incorporate the strategies of planning, therapy, and social action, if it is to expect success. The report implies that any decentralist office would require staff with abilities to solve primarily technical problems ranging from housing construction to recreation to juvenile delinquency, to organize and encourage local residents to formulate self-help programs and indigenous community-organization programs, and lastly, to analyze and effectively attack unresponsive, negligent, or harmful agencies and organizations outside the community. The means suggested are similar to those used by Peattie (1970): political bargaining, embarrassment through the media, boycotts, protests, or other means.

To assemble all these new competencies for administrative decentralization suggested from the North American experience, it becomes evident that the following are prerequisites for programs of local area planning:

1. concern for present problems rather than long range prospects --- that is, a concern for action in the "here and now".

2. a concern for social injustice and an orientation to improve social inequalities.

3. an awareness of community and city power institutions and the dynamics therein.
4. a practical knowledge of confrontation tactics, including the skills of hard bargaining, negotiation, and interpretation.

5. a willingness to work under uncertainty, suspicion, and turmoil from all directions.

6. an ability to work effectively with citizens and paraprofessionals.

7. a personal style/ability to engender trust and confidence.

8. an ability to develop and maintain interpersonal relationships via persuasion and communication skills.

9. a knowledge of available resources both internal and external to the community -- for example, government aid programs.

10. a social as well as physical orientation in planning philosophy.

11. flexibility in roles.

12. a heightened knowledge of the self -- of values, assumptions, attitudes.

2.2 Contributions from Recent Social Planning Theory.

As Mertins (1971) describes it, planning theory is in actuality a loose construction of "specific but separate compartments" that may incorporate thinking on city planning, fiscal policy-making, corporate planning, budgetary planning, and social planning, among other things. This diversity, also depicted by Friedmann and Hudson (1974), has confused many who have tried to resort to the professional planner's theory in order to rationalize his performance. This is the case, for example, when Davies remarks in frustration in his book that "the very vagueness of planning theories and arguments makes them so difficult to control." (Davies 1974). With Friedmann's latest review
of the "new wave of planning theory" (Friedmann 1973), moreover, it appears this confusion will persist. Thereby, without further discussion of all of the above compartments which Mertins puts forward, some of which obviously are not pertinent to this report, planning theory is specified here to mean what is traditionally called social planning theory.* Specifically, social planning theory deals with the change or rejuvenation of organizations and the personnel therein which deliver both hard and soft urban planning services. ** A social planning attack on planning theory facilitates a seemingly wide selection of literature from major planning contributors: from Rein, to Dyckman, to Bolan, to Friedmann, and to more obscure writers. Again, the literature has been scanned only for particular references to new competencies under decentralization and thereby the text has in most instances not included a complete representation of the particular argument. Conclusions are drawn from the arguments on page 42.

As in the examples of the previous subsection, where time brought more sophisticated observations of the decentralized professional, so planning theorists have seemed to advance in their understanding of the new demands and requirements of decentralization. The earlier writings were both rare and vague in their comprehension of decentralized planning. To illustrate such vagueness, reference should be made to Report IV of the Twelfth

* Social planning is normally treated as a tripartite: one section being concerned with the injection of social considerations into the physical Master Plan (Webber 1968, Rothman 1970, Dyckman 1970); another part focusing on the coordination and delivery of social services (Perloff 1965, Ecklein and Lauffer 1972, Gans 1962 1968, Rothman 1970, Mayer 1970); and lastly, the societal review side, outlined above and used in this essay. One must note, however, that despite its apparent clear definition social planning has its own vagaries. For instance, Gross (1970) refers to social planning as one of the great "blah ideas in the Western World"; Piven thinks the term to be "very broad and murky" (1970) and McNiven remarks that "after a decade of activities, social planning is still in a somewhat ambiguous position.... (footnote continued on page 34)....

** refer to Ecklein and Lauffer 1972; Morris and Binstock 1966; Gans 1962; Stumpf 1965; Cherry 1970; Rothman 1970; Piven 1970; Dyckman 1970; Mayer 1972.
International Conference on Social Work 1964, which claimed that social planners in the community required research, administration, and community organization skills along with a sensitivity to the political process. Likewise, Morris and Binstock in 1966 implied generally that planners must become experts in understanding the dynamics of organizations and effective in overcoming organizational resistance.

However, Martin Rein in the Journal of the American Institute of Planners, 1969, evidenced a more thorough understanding of social planning and the skills required for extra-bureaucratic operations. In this article, the knowledge and practice of insurgency, "closed and open door politics", "boring from within", cooptation, coordination, offering reform as rational, coherent, intellectual solutions, and the ability to deal with conflict, to seize opportunity, and to adapt to shifting political coalitions were recognized as requirements for effective personnel. Rein presented at the same time, but in another publication, the Public Administration Review, 1969, corresponding arguments concerning the pressures for "new categories of man-power", in the public service under conditions of decentralization. He advocated that new behaviour, new processes and new relationships were required primarily in the interface between the public and its civil servants. Specifically this meant that paraprofessionals were to assume increasing responsibility, that the traditional stuffiness in hierarchical roles were to be replaced with less docile behaviour in collegial patterns, and that

*(footnote continued from page 33) ... It is not clearly defined. Its functions, area of competence, and scope of its ventures are still vague or an object of dispute. It wavers between preferences for the grassroots and citizen participation supporters and the claims of the PPBS proponents. Experience has not helped to determine yet whether a social planner is primarily a coordinator, a change agent trying to sensitize various community systems and networks to human needs, a social service network administrator or an expert in developing plans related to specific areas of responsibility, such as housing for low-income citizens groups.*
planning would reject its political neutrality. Rein not surprisingly concluded that training in the public service will assume greater importance as more professionals "find themselves in difficult and disturbing job situations." *

Notice should also be given to Dyckman's (1971) urban policy analyst, a mature form of the advocate planner. This is another theoretical construct that is established for the conditions of change under decentralization. The policy analyst as Dyckman sees him has several unique characteristics, listed below:

- he views the planning organization not "on the model of the machine", but rather as a political, humaninstrument sensitive to change.
- he views "scientific rationality" as insufficient and ill-informed and rejects it as a normative model for organizational decision-making.
- he is pragmatic, favouring issues and projects.
- he rejects efficiency as an organizational goal with its streamlining coordination and rationalizing programs.
- alternatively, he accepts redundancy, incrementalism, and "roundabout ways" as a means of increasing reliability in decision-making.
- he believes that planning agencies are political institutions.

Clearly the urban policy analyst suggests new direction for the planner in decentralization: to accumulate knowledge and skills in incremental decision-making, politics, and to effect a value shift from efficiency and professionalism to what may be termed "humanism".

* Rein has continued this thinking on local area planning in his most recent publication -- specifically in the Epilogue of the second edition of Dilemmas of Social Reform, 1972.
Within this same period, 1969 - 1970, Bolan introduced his theoretical inquiry into the local approach to urban planning. In his breakdown of community decision behaviour (1969), Bolan contended that the skill and ability with which the planner performs his role in the larger decision-making system will have a significant impact on the system's outcome. The roles of the planner are wide-ranging and suggest a similar span of competence. They include: critic, initiator, planner, technical expert, investigator, analyst, socio-emotional expert, strategist, organizer, spokesman-advocate, mediator-arbitrator, negotiator, propagandist, symbolic leader, enforcer, and evaluator. But beyond this catalogue of roles, it is the subsequent hypothesis of the article which is of prime importance to this study. Bolan suggested that motivation (the inclination to participate), opportunity (a matter of resources), and skills, were the determinants of the planner's role performance. By "skills", he denoted the following qualities and abilities: personal intelligence; personal experience in local decision-making; competence in inter-personal affairs; good ability with communications (speaking and writing well, with effective use of the media); extensive and specific knowledge of the local issues; and a wide network of socio-professional contacts. From his own knowledge, Bolan concluded that the planner does not have all the skills required and that appropriate education in interpersonal skills, social integration, group dynamics, politics, communication, and community organization were essential. Lack of training in these areas, in Bolan's opinion, "has contributed to failures in urban policy making."

In his second and most recent article for the planning profession in 1971, Bolan continued to call for a revision and renewal in the professional
ranks in matters of local area planning and administration. Bolan sees
the city planner at this time not as a technocrat but as a personal relations
manager where the "engagement and commitment of the client are of greater
importance as a means of professional skill and service than are the
methodological skills with which the problem has been analyzed and a
solution developed." Social abilities in the form of organizing and
communication skills, personality traits, and knowledge of group dynamics,
politics, role theory, and organizational studies were considered vital.
Perhaps Bolan's most important point, however, is his warning via the
principle of "cognitive dissonance" -- the behaviourist's belief that one
must do what comes naturally for the sake of success. Accordingly, the
point is made that decentralized administration requires decentralists,
and conversely, centralized administration requires centralists.

John Friedmann seems to have been following a similar road to Bolan with
regard to the decentralization of planning services and the projection of
new abilities required in this new environment. In 1969, he remarked that the
success of planning was largely a function of managing interpersonal relations.
By 1971, Friedmann explicitly enjoined his profession to change from "inflexible
automatons programmed to only a thin repertoire of action responses", to
something similar to Dyckman's urban policy analyst. This new form of planner
has much greater contact and a much closer relationship with the client than
the traditional professional, whom Friedmann rejects. In fact, the planner-client relationship he envisions is symbiotic, requiring of the planner
professional competence in developing interpersonal and on-going exchanges,
competence in a new "willingness to explore", and competence in a "a general attitude of openness." Friedmann sees the planning process as one of quick and effective personal adjustment by the professional so that he "integrates new observations into ad hoc models useful for strategic intervention." This person-centered style of planning, essentially a decentralized approach, automatically implies "drastic changes in expert roles and institutions." Lastly, in his most recent article (1973), Friedmann continues to cry for the "debureaucratization" of the professional order into interpersonal relationships structured around small groups. Again he implies that new abilities in dialogue are required under this decentralized planning.

Retracking America: The Theory of Transactive Planning (1973) incorporates and elaborates much of what Friedmann has written earlier in the above articles (all of which he proudly admits). To effect the partial bureaucratic breakdown which he advises must occur, task-oriented work groups bound within a cellular structure are to be established. Correspondingly, he formulates a new name for his nonhierarchical, face-to-face style of planning and calls it "transactive planning". Successful transaction is seen as a function of some eight qualities in the professional:

1. a heightened knowledge of the self as a person, not as a professional.
2. an increased capacity for learning and openness.
3. special skills in the use of symbolic materials and expression.
4. the ability and orientation to empathize with others; a special sensitivity.
5. the ability to live with and cope with conflict.
6. an understanding of the dynamics of power.
7. the ability to "get things done" in the "here and now".
8. the maturity to accept personal responsibility for actions.

Friedmann concludes that such decentralized planning demands a change within the total planning system:

(such) innovative systems require benevolent internal climates tolerant to ambiguity, contradiction, challenge, and unconventional approaches, and a willingness to assume organizational risks and rewards for behaviour that departs from the customary responses.

Within the last year the professional theory in social planning has increasingly focussed on new forms and directions of planning, and the challenge to traditional talents represented in this change. Bolan set the mood in his editorial policy statement for the Journal of the American Institute of Planners, January 1972, which called for innovation and diversification:

The urban upheaval of the 1960's has left an indelible mark on urban planning in the 1970's. The last decade has seen the profession shaken to its roots. Shibboleths of only a few years ago now seem distant and irrelevant. Comfortable and sensible concepts like "land use standards", and "optimal efficiency" are discussed less frequently. The tidy good logic of being "comprehensive" and "long range" seems to be only a nostalgic notion -- honoured today primarily in the hollow bureaucracies of federal regulations.... At the beginning of 1972 the planning profession is in disarray. Yesterday's themes were consensus, comprehensiveness, rationality, order; today the dominant themes are diversity, conflict, division, and tension... As a result planning is emerging as more honest and less paternal; more open and substantially less naive; more varied while also more relevant. (underlining supplied)

Levine (1972) has continued this very theme: the era of extra-bureaucratic planning has arrived. As a consequence, planners must learn to cope with competition and confrontation. Similarly, Mayer in Social Planning and Social Change (1972) proceeds with an attack on traditional professionalism and advocates a redirection to a practice more concerned with "socio-structural
change". The tools demanded for the management of this change are generally found in professions other than city planning; namely social work, education, law, and in the knowledge of economics, sociology, and political science. Mayer does not elaborate on these new competencies but he emphasizes that a distinctive break with present professional concerns is imperative.

The most recent contributions to social planning theory as it comprehends professional reorganization under non-bureaucratic structures come from the scenarios drawn by Heskin and Grabow (1973) and Mark (1973), as well as the review by Kaplan (1973). With broad brush strokes, the first two sources picture a decentralized planning system with general reference to the competence of its practitioners. Grabow and Heskin comment that the decentralist must have an internal willingness to experiment, to act in uncertainty, as well as being receptive to innovation. Professor Mark views the skills of the future as: information management (the ability to act without sufficient data); creative decision-making ability (skills similar to those preached in de Bono's *Lateral Thinking* 1972); communication (the ability to suspend judgement, to listen, to probe); and tolerance of ambiguity. Mark infers that contemporary professionals are ill-equipped with these skills and that a major educational program must be forthcoming. Lastly, Kaplan evaluates the performance of American planning in the previous decade and concludes that future practice must learn to comprehend uncertainty and instability, and must incorporate the following "new norms": political sensitivity; the injection of personal values into professional work; an orientation to social equity; and a "basic humanism".
I would like to conclude this overview of new social planning theory regarding personnel in decentralized service with Thompson and Rath's (1973) projection on the future prospect of urban planning. It is in this paper, and to a certain extent in Friedmann's *Retracking America*, that the personnel implications of decentralization not yet apparent are indicated. The Thompson and Rath paper enumerates six major alterations to professional planning for the future. These changes are:

1. unstructured problem solving -- the increasing use of incremental methods to solve what will be recognized as "fuzzy, poorly defined, messy problems".
2. the use of goal defining processes such as the Delphi Technique as a specific method to deal with the elusive nature of goals, criterias, and objectives.
3. the use of non-herarchical organizations.
4. increasing reliance on individuals within and without the organization by means of more effective response mechanisms and lower-level decision-making.
5. experimentation in administrative service.
6. the use of interdisciplinary teams.

According to Thompson and Rath, administrative decentralization will be more common and more sophisticated. The personnel both within the planning agency and within its clientele must have facility with "unstructured problem solving", with "goal defining processes", increased responsibility, and with the turbulence represented in administrative experiment. In the end, the decentralist planner must learn to communicate effectively to teams of decision-makers composed of divergent interests and expertise.
To sum up therefore, the social planning theorists are in general agreement on new challenges to personnel in decentralized planning. These major demands are synthesized below:

1. a workable knowledge of the dynamics of organizations and a corresponding skill in their manipulation, subversion, and development.
2. a workable knowledge in the art of politics and a corresponding skill in cooptation, persuasion, confrontation.
3. an openness to the participation of paraprofessionals, citizens, and professionals of other disciplines in the planning process, and a corresponding sensitivity to the concerns, problems, and prospects of these groups.
4. an orientation to, a workable knowledge of, and skill in incremental decision-making.
5. a flexibility in roles and attitudes, but a constant "basic humanism".
6. organization and communication skills effective both in professional and in nonprofessional environments -- primarily in small group encounters.
7. a general but workable knowledge of the related professional skills -- particularly in social work, law and education.

2.3 Suggestions from Administration-Organization Theory.

An evaluation of the personnel in public administration benefits, of course, from that body of knowledge specifically concerned with administrations and organizations.* The theory dealing with the organization and personnel in public systems, called here administration-organization theory, is a broad

* This body of knowledge has, in fact, great application to urban planning. John Dyckman (1970) has predicted that "organization theory will play a more central role in urban studies and policy analysis." Indeed the "new paradigm" for planning has its foundations on this theory; reference should be made to Friedmann and Hudson (1974).
constellation of ideas that has evolved over time. It includes the
classical arguments about bureaucracy; the socio-psychological needs of
the employee (both worker and management), the trade-off between production
and human satisfaction, and more recently, the specific concern for public
organizations. Like the preceding subsection, however, the object of this
division is not to detail these "schools" of theory. This has been performed
in the references listed in the respective blocks in Diagram II, page 44.
Rather, the objective is to manage this complexity of theory by selecting the
themes developed in it which deal with personnel under administrative reform,
represented by decentralization, as well as those themes which deal with
the models of decentralization itself.* Accordingly, I have depicted the
process of my selection in Diagram II, as a sifting machine sorting the raw
material within administration-organization theory, for elements dealing with
decentralization, its implied administrative reform, and personnel reorientation
under this reform. As demonstrated in the following pages of this subsection,
the concepts falling from the sieve are helpful to an understanding of what
possible preparation the planning team must undergo for local area planning.

(i) Models of Decentralization:

Organization-administration theory may be considered to be an evolution
of models of public and private administrative structure, within which the
As such models of decentralization are frequent and deal with a variety of

* for some insight into the frustration this complex theory has caused the
social scientist, refer to Woolf (1968), Nigro (1970), and Caiden (1969)
Diagram II: A Representation of AdministrationOrganization Theory
And the Process of Selection used in Subsection 2.3

Scientific Management School
1910 - 1935 (classical theory)
- Perrow 1970 pp.14-18
- Subramaniam 1968
- Mouzelis 1969
- Baker 1972, chp.1&2
- Hill 1972
- Litwak 1961
- Scott 1967 pp. 102-109
- Baker 1972, chp.1&2
- Hill 1972
- Nigro 1970 pp.84-103
- Wilson 1973 pp.193-205

Revisionist School 1950+
- Argyris 1962
- Bennis 1966 pp.66-78
- Miles and Fitch
- Scott 1967
- Meade 1971
- Perrow 1970 pp.14-18
- Baker 1972 chp.1&2
- Silverman 1970 p.217
- Nigro 1970

Weberian Bureaucracy (classical theory)
- Pfiffner & Presthus 1968
- Bennis 1966 chp.2.

Human Relations School
- Scanlon Plan 1973
- Mouzelis 1969
- Baker 1972 chp.1&2
- Litwak 1961
- Silverman 1970
- Scott 1967 pp.109-119, 413-415
- Bennis 1966 pp.66-78
- Hill 1972
- Nigro 1970 pp.84-103

Public Administration Division
- Caiden 1972 pp.233-243
- Seashore 1971
- Meade 1971 pp.176-179
- Mosher 1967
- Ostrum 1971
- Sayre 1968

New Public Administration Division
- Waldo 1970
- Marini 1970
- Caiden 1972
- Public Administration Review 1969-1972
- Rowbottom 1973

(i) Models of Decentralization
(ii) Personnel Change Under Administrative Reform
circumstances: decentralization in both government and private industry, in the practising agency as well as the future ideal organization. I have quickly sampled a cross-section of these models of decentralization: one that exhibits public-private orientation, another with predominant public focus, and finally two with futuristic appeal. Note how similar these varieties are to one another, especially in their implications for personnel competence.

The most conspicuous and referred-to decentralization model is Bennis' organic-adaptive structure (1966). Clear traces of this model are found in planning documents such as McLemore (1972) and Thayer's (1971) report to the Ontario Government. Against the traditional bureaucratic structure which he calls "mechanistic", Bennis has created an alternate for public and private organizations. Its characteristics are: temporariness; problem-focus; adaptable to changing circumstance; personnel division according to skill and training rather than rank and role; an environment of interdependence rather than competition; reduced scale of operations into small groups or teams, representing a diversity of skills. This model has a far-reaching impact on the demands on the bureaucrat. The employee in the organic-adaptive structure, as Bennis makes clear, must become more committed to the job and must become more competent in managing conflict via skills in human interaction ("people will have to learn to develop quick and intense relationships on the job and to endure their loss."). Further elaboration on this decentralization may be found in Crozier's dynamic form (1967), the organic systems described in Burns and Stalker (1961), and in Shephard and Blake (1962) and Wilcox (1969). The relevance of this structure to this thesis is highlighted in Barrett and
Tannenbaum's (1971) assertion that such an organic model "can lead to confusion and chaos unless those who function in it are appropriately skilled and knowledgeable ... to a degree not called for in the mechanistic system." Bureaucratic conditioning is not suitable for decentralized conditions.

Within the public administration group of administration-organization theory (refer to Diagram II) there have been empirical models of decentralization developed from experiments in the public services, for example, American police organizations (Angell 1972) (Myren 1972) and American social-service organizations (White 1969). The "dialectical organization" found by White in a San Antonio church agency is more relevant to our planning concerns here because of its high degree of agent and client interaction. Other pertinent features are: the new relationship of the client as peer and as a total person with an independent set of needs, the unqualified commitment to all clients given by the professional, the flexibility of agency policy to changing circumstances, and the consensus format for decision-making in policy formulation and service delivery. White discovered that the personnel involved had to undergo major professional re-orientation to be effective in this decentralization of service.

The New Public Administration movement (see Diagram II) in which White has participated, has contributed with Kirkhart's (1971) consociated ideal type to the modern conceptualization of decentralization for government. In many ways, as Kirkhart admits, this model parallels and builds upon the work of Bennis, but it also includes some unique features of its own. The nature of this consociated model is described below:
1. The basic work unit is the project team, which has financial autonomy and which is interconnected with other project teams.

2. The measures for effectiveness within these teams are made via the development of noncompetitive, trusting relationships with the outside, the attraction of capable personnel, the development of client-centered services, and the elimination of the need for the organization's services.

3. Within the project team, hierarchies are avoided and leadership/authority is situational.

4. The project team are themselves temporary, established to solve a particular problem within specified time limits.

5. Training in interpersonal competence is managed by the most permanent project team — the training unit.

6. Clientele assume authority equal to professional members on the team.

7. Skills required for operation are of two types: technical skills, and those that "promote interdependence and the ambiguity useful in problem solving."

8. Personnel are committed to the values of the organization — it is not solely a place of employment.

Kirkhart's model is treated as the core of the New Public Administration, and as such has had great effect at least in the academic circles. Certainly Friedmann's arguments for the planner in *Retracking America* (1973) are patterned on these lines. The understanding of decentralization and particularly its impact on the competence of the public servant is advanced here. Under a project-team approach, personnel must be more intensively involved in their work, must exhibit and transfer a confidence and trust to the client, and
must cope with uncertainty, the client as equal, and the fluidity of agency policy.

The models of decentralization of the future formed in administration-organization theory may include that developed by Schon in *Beyond the Stable State* (1971), and the recent projection made by the National Academy of Public Administration (Chapman and Cleavelam 1973). The scenario drawn by Schon for future public administrations is very much like that used by Kirkhart -- adaptive task forces comprised of "pools of competence" representing "content skills" (economics, social work, engineering ...) and "process skills" (coordination, planning communication ...).* Schon goes to great lengths to portray the public servant as conservative, and even reactionary to change (the theme of "dynamic conservatism" is responsible for the title of his book). Thus, he arrives at the following implications for reorganization. These priorities of the new public servant under decentralization will be in "fast footwork", short time frames, sensitivity to new issues and perception of "institutional mismatch" (government out-of-tune). Several new roles are envisioned for decentralization: systems negotiator (an ombudsman, guide or middle-man capable of negotiating out of difficult, isolated, rigid, or fragmented agencies); underground manager (Needleman's administrative guerilla); manoeuvrer (an agent adept at persuading and manipulating agencies); broker (matchmaker who maintains formal and informal contacts within and without the newly-created organization); network manager (responsible for information distribution, referrals, and follow-up); facilitator (consultant, guide).

Schon concludes that present professional training leaves its graduates short of the requirements for these new roles, those requirements being: the ability

* Note that John Friedmann includes Schon's work as a prime contributor to the "new wave of planning theory". (Friedmann and Hudson 1974, and Friedmann 1973).
to work in the "interpersonal here-and-now", a willingness to use the self as an "informational instrument", and the competence to "listen rather than assert, to confront and tolerate the anxieties of confrontation, and to suspend commitment until the last possible moment."

The second future projection of decentralized organization selected here is that concluded by a panel of public administration experts in 1971. When asked to foresee the character of the public service and the administrator in the 1980's, they concluded decentralization similar to that of Schon, with comparable profound implications for its agents. The administrator of the next decade will be challenged in how he leads and directs his agency; how he handles relations with other organizations, government, the public and his supervisors; how he maintains his own competence and sense of direction; and lastly, how he expresses his own personal values and ethics. This administrator-to-be is projected more as a moral leader, broker, and coordinator than an expert or commander, and more as a bargainer and politician. The emphasis will be on innovation, adaptation, and communication. (Chapman and Cleaveland 1973).

From the range of models of decentralization used in administration-organization theory it becomes clear that the public servant has had and will continue to have pressure for reorientation in his conditioning. Certain skills, ethics, and knowledge, are concluded to be requirements for the successful operation of the transformed centralized public agencies. It is noted that the contemporary civil servant is ill-prepared for such a transformation.
(ii) Personnel Change Under Administrative Reform.

Charles Perrow (1970) one of the more recent and important contributors to administration-organization theory has remarked that one of its primary enduring themes is that organizations are made up of people and as such the problems and prospects of organizations arise from the people employed within. Perrow's analysis is indeed basic to this thesis, but there are some who think that much of this personnel literature in administration-organization theory is too limited and dated to be useful to an understanding of modern issues.* Accordingly, I have limited what is a very broad range of ideas related to personnel change under reform, and have used the most recent developments in administration-organization theory. I have organized these into two parts pertinent to an understanding of conditioning of public servants in programs of administrative decentralization. This includes the general themes of management of organizational change (based on the evidence put forth in subsection 2.1, I am assuming that decentralization in planning departments will mean organizational change); and more specifically the management of change in a decentralized environment (planning or otherwise).

Personnel requirements for both the initiation and successful operation of organizational change may be found in the relatively new principle of entrepreneurialism and its practical form, the change agent. It had become apparent primarily during the last decade with the aforementioned academic and public sensitivity to the power of public administration (section 1.1)

* For example, Sharkansky (1970) claims that the research into personal traits of the employee has revealed little that is very significant; Hyman (1971) says these theorists have demonstrated an acute inability to draw conclusions about the skill requirements for personnel under change; and Seashore (1971) comments in his book on personnel resources: "Today the traditional literature of local government (continued on page 51)....
that innovation within the public bureaucracies would arise (if at all) via the leadership of an elite group of "entrepreneurs" (Dresang 1973, Fainstein 1972, Child 1973, Lee 1966). These employees are termed "change agents" and their personal qualifications have been studied closely both within public and private organizations.

Warren Bennis (1966) has developed the fundamental characteristics of the change agent upon which others have built.* To Bennis, an employee likely to lead or adapt to organizational review and revision is identified by his preoccupation with the seriousness of his work, his concern for organizational effectiveness and for interpersonal and group relations, his interest in the relationships, attitudes, perceptions and values of his fellow employees, his flexibility in role, and his sensitivity both to strategic points of intervention within the organization and the group dynamics involved in the bureaucracy. Scott (1967) confirmed these traits of the change agent and added that such an employee would want to improve interpersonal competence, communication, have more effective team management, and methods of conflict resolution within the organization. Furthermore, Lee's study, The Role of the Higher Civil Service Under Rapid Social and Political Change, 1966, concluded that those responsive to change in government were in fact those expressing a "positive attitude" to social change and

* (footnote continued from page 50)...and the training based upon it have a curiously archaic ring. The traditional knowledge of urban affairs based upon these inquiries has all too often become inadequate, inaccurate, out-of-date, or in most cases, simply irrelevant to the exploding problems of the modern metropolis."

* The idea of certain personnel being more receptive to change than others is, of course, a logical one and has been recognized well before Bennis. Refer to Barnett (1953) and his classification of reformers (the dissident, the indifferent, the disaffected, the resentful). For the purposes of this thesis, however, the change agent came of age with the work of Bennis and his contemporaries.
the future. Lee also suggested that these personnel would be younger, exhibiting more intelligence in their work, or superior education (through both pre-service and in-service training) and with greater "exposure" outside the organization.

The concept of the change agent has since been refined by theorists such as Caiden (1969) and Hyman (1971). The former classifies change agents on a continuum according to nature and speed of change desired, toleration of resistance to ideas, acceptance of crisis, and the use of imposition as a means of change. Change agents, thereby, range from "societal changers" to "societal reformers" to "societal revolutionary" -- the last stance being the most radical. In any event, Caiden considers the talents of the reformer in bureaucracy to consist of a "missionary zeal, strong sense of comparison, a consideration for the individual, and independence of thinking, intellectuality, technical skill, administrative ability and a sense of politics." Hyman agrees with Caiden's agent but he supplies some further qualifications of his own. Successful management of change requires: skills in coordination; fact finding and problem solving; experience with change itself; an ability to cope with uncertainty; and a willingness to relinquish "old methods". Hyman concludes that the prospects for reform in government today, if it is to be a product of his change agent, are remote:

Who in the profession of public management is competent to plan and direct the revisions necessitated? There appears to be little realization (or perhaps admission) that this role calls for special knowledge and abilities, and that today's public officials have not been given the opportunity adequate to acquire these qualifications.

In sum, administrative reform represented by decentralization of existing planning departments may be a function of personnel qualified in skills of
interpersonal communications and group dynamics, sensitive to means and points of intervention, aware of their counterparts abilities and limitations in the organization, concerned about the future and organizational effectiveness therein, and finally, experienced in administrative reform itself. The literature in administration-organization submits that such personnel are rare in current public services, a fact attributable to training and to the nature of the service itself.

More specific to the concern of this report is the research in administration-organization theory on the adjustment to the public service necessitated by decentralization itself. Notably, this research is very new and as such is limited in quantity. Earlier work in this specific field, such as that by Makielski (1967), had predicted that decentralist programs carried on by the American public service would fail due to the absence of the necessary administrative prerequisites. These were considered to be "a skill pool, experience, communication skills, and the appropriate administrative norms."

Recently, however, Caiden (1973) and Herbert (1972) have advanced this understanding. In what is essentially a decentralized administration, Caiden reformulated the role of the public servant from that of "the consolidating bureaucrat" to a complete range of new roles for the 1970's.* Pertinent to this study are the new abilities required for these pending roles: the ability to reformulate problems in new terms in order to elicit new responses and initiatives; the ability to deal with uncertainty and fluidity and to absorb change, instability, and interdependence; the ability to turn crisis to advantage, to use deviation and conflict in problem solving to generate new solutions without alienation; the ability to tolerate deviation, conflict, and confrontation

* These roles include: crusading reformer; policy formulator; social-change agent; crisis manager; dynamic program manager; humanitarian employer; political campaigner; competent administrator; (continued on page 54)....
without ever reaching or losing a sense of proportion; the ability to mobilize resources to meet problems and to engage in inter-disciplinary problem solving; the ability to encourage error-correction initiative and creativity, and to learn from mistakes; the ability to learn from experience and uncertainty; and the ability to remain human and humane under stress. Caiden concludes that the public servant must undergo re-education to develop such a set of knowledge and skills.

In Herbert's article, Management Under Conditions of Decentralization and Citizen Participation", in the Public Administration Review, October 1972, there lies the most thorough analysis of the conditioning demands made by decentralization on the public service. It is, in fact, the primary impetus behind this report. Herbert demonstrates that the civil servant will be profoundly affected by administrative decentralization. He deduces nine managerial skills which are essential:

1. the ability to operate effectively in conflict situations via bargaining skills and negotiating skills

2. a familiarity with group dynamics that will facilitate a quick understanding of why and how groups are created and die; what motives are behind citizen and administrative group formation, and how these motives may be accommodated in the planning process.

3. a sensitivity and understanding of the feelings, demands, frustrations, and hopes of the client.

4. the ability to work with several bosses where boss values and motives may be in conflict

* interest broker; public relations manager; speedy decision maker; constructive thinker; optimistic leader.
5. the ability to work in tenous, highly uncertain work conditions where clear-cut solutions are difficult to define and environmental conditions are constantly changing.

6. the ability and orientation to be mobile within the profession.

7. greater political awareness and skill in operating in the political arena.

8. more effective communication skills -- the ability to be a good listener and a good synthesizer.

9. the willingness and ability to shed the common aloof, elitist image of the professional.

These practical skills are seen as dependent upon the public servant's personal philosophy and sense of ethics. As such, the redirection of public administration under decentralization goes beyond demands on knowledge, skills, and challenges attitudes and values.

Therefore, administration-organization theory, specifically that aspect which studies personnel in circumstances of reform, suggests "new competencies" for decentralization which are similar to those concluded in the models of decentralization. The change agent idea submits that those capable of leading/adapting/effecting decentralization require personal inclination towards change, uncertainty, instability, and innovation, as well as skills in negotiation, group dynamics, interpersonal confrontation, and communication. In the final analysis, Caiden and Herbert focus on the decentralist public servant himself and confirm most of what the experience with decentralization in planning departments (subsection 2.1), new planning theory (subsection 2.2), and administration-organization theory (subsection 2.3) have concluded about the conditioning of the public service for administrative decentralization.
2.4 The Dimensions of Competence for the Public Servant

The traditional focus of public manpower planning and research has been from a quantification point of view — estimating the supply and demand prospects. However, the new recognition that the municipal public administration "is a service which has an impact on the well-being of the citizens as great as the impact of education, health and welfare" (Council of Maritime Premiers 1972) may well shift this emphasis to an evaluation or qualification approach, as has been the case with teachers, doctors, and social service workers. The quantification analysis of planning personnel is evident in the most recent analysis of the Canadian planning scene — Hodge's (1972) calculation of the planning market between 1961 and 1981, but the latter is apparent in the manpower study by the Council of Maritime Premiers 1972 and the 1968 British Local Government Training Board activity. From all accounts in personnel study elsewhere, the transition in research in the public service will be a difficult one. Bass (1971) in his summary of employee research deduced that the "criteria problem" (evaluation) is the most critical and difficult problem with which the personnel researcher is faced. The questions which arise for this report, thereby, are: by what general criteria has the civil service been evaluated in the past? and, are these criteria suitable for organizing the competencies deduced from the previous subsections?

An overview of the literature dealing with personnel quality reveals a number of methods by which public servants --specifically those in urban
planning departments -- may be judged. For instance, Caiden (1969)
postulates that the competence should be measured by the following:
1. skills and aptitude, practical ability, health, output.
2. judgement, wisdom, values, ethics, responsibility.
3. knowledge and information, range of experience, articulation.
4. personality, character, morality.
5. attitudes, beliefs, opinions, will, aim, ambitions.
6. enthusiasm, incentive, drive, expectations.
7. job satisfaction, mobility, security.
8. creativity, originality.

Others argue that only more general categories are required, or are
even measurable. It seems the planners concerned with the competence of their
fellow planners opt for the latter, more general approach. Rein (1972),
Spiegel and Mittenthal (1968), Morris and Binstock (1966) and Lowenstein (1971)
all agree that the personal attitudes and values of the planner are the key
criteria for evaluation. As mentioned earlier in subsection 2.3, Bolan claims
that there are three contributors to competence: motivation; opportunity;
and skills.

The relatively long experience in the field of public education as
summarized and used by Ryan (1972) has demonstrated, however, that competence
of the public servant may be best estimated along three primary dimensions:
1. How the individual should act in his work; this is represented by personal
   attitudes and values.
2. What the individual should know -- an established base of knowledge.
3. What the process of action or implementation should be; that is, skills
   and techniques.
I have adopted this format for this report on the basis of its established success and because, as outlined in the following subsection 2.5, it facilitates an organization of the various conditioning requirements concluded from the previous subsections.

2.5 Conclusion of an Ideal Set of Competencies for Administrative Decentralization.

Assembling the suggestions and experiences of both theory and practice of administrative decentralization produces a chart of ideal competencies for the public servant. For the purposes of measurement and evaluation in the case study, the various requirements have been assembled individually in Diagram III, page 59. It should be clear, however, that there are patterns and interdependencies within the ideal set. These patterns are shown in the plastic overlay as themes in politics-intervention-organization, group management, and personal character. Similarly, it is obvious that not all the qualities of the ideal set are requirements unique to decentralized planning. Traditional bureaucratic planning, for example, has emphasized a knowledge of the client and his resources. The model presented in Diagram III, thereby, is treated only as a tool for estimating the preparation for local area planning in one planning agency.
### Diagram III: Ideal Set of Competencies for Administrative Decentralization of Planning Services

<table>
<thead>
<tr>
<th>Attitudes and Values</th>
<th>Personal Character Themes</th>
<th>Knowledge</th>
<th>Skills and Techniques</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Pragmatism</strong></td>
<td><strong>Sense of Mission</strong></td>
<td><strong>Client and Resources</strong></td>
<td><strong>Group Management</strong></td>
</tr>
<tr>
<td>Orientation to projects and tasks in the here-and-now</td>
<td>Sense of social justice and a value for social equity</td>
<td>Grasp of means &amp; points of intervention into agencies in planning process; knowledge of agency life cycles</td>
<td>Organizing teams of professionals and non-professionals &amp; a mix of both with the goals of interdependence and production</td>
</tr>
<tr>
<td><strong>Commitment</strong></td>
<td><strong>Commitment</strong></td>
<td><strong>Generalist</strong></td>
<td><strong>Politics</strong></td>
</tr>
<tr>
<td>Seriousness of work; concern for effectiveness of personal contribution &amp; that of organization</td>
<td>Willingness to shed professional mantle, to delegate authority, to accept and work within values contrary to one's own</td>
<td>Capability in software and hardware approach to community improvement</td>
<td>Negotiation, mediation, confrontation, cooption, conflict resolution</td>
</tr>
<tr>
<td><strong>Humility</strong></td>
<td></td>
<td><strong>Experience</strong></td>
<td><strong>Politics</strong></td>
</tr>
<tr>
<td>Willingness to value the individual rather than professionalism and expediency</td>
<td>Experience in local-area planning and administrative reform</td>
<td>Objective and critical evaluation of personal attitudes and values; awareness of their influence on professional effectiveness</td>
<td>Approaching individuals and organizations on interpersonal level that engenders trust and confidence</td>
</tr>
<tr>
<td><strong>Humanism</strong></td>
<td></td>
<td><strong>Self-awareness</strong></td>
<td><strong>Politics</strong></td>
</tr>
<tr>
<td>Value the individual rather than social equity</td>
<td>Self-awareness of personal attitudes and values; awareness of their influence on professional effectiveness</td>
<td>Initiative and independence; flexibility in role playing if situation so demands</td>
<td></td>
</tr>
<tr>
<td><strong>Group Dynamics</strong></td>
<td></td>
<td><strong>Experience</strong></td>
<td><strong>Politics</strong></td>
</tr>
<tr>
<td>Mastery of issues, problems and prospects of teamwork</td>
<td>Experience in local-area planning and administrative reform</td>
<td>Experience in local-area planning and administrative reform</td>
<td>Approaching individuals and organizations on interpersonal level that engenders trust and confidence</td>
</tr>
<tr>
<td><strong>Management</strong></td>
<td></td>
<td><strong>Production</strong></td>
<td><strong>Politics</strong></td>
</tr>
<tr>
<td><strong>Intervention</strong></td>
<td></td>
<td><strong>Production</strong></td>
<td><strong>Politics</strong></td>
</tr>
<tr>
<td><strong>Politics</strong></td>
<td></td>
<td><strong>Resourcefulness</strong></td>
<td><strong>Politics</strong></td>
</tr>
<tr>
<td><strong>Politics</strong></td>
<td></td>
<td>Initiative and independence; flexibility in role playing if situation so demands</td>
<td>Initiative and independence; flexibility in role playing if situation so demands</td>
</tr>
</tbody>
</table>
Chapter Three: Methodology — The Application of the Ideal Set of New Competencies.

In appraising the techniques for analyzing groups and the individual members therein, Romans wrote some time ago that "there are neither good nor bad methods but only methods that are more or less effective under particular circumstances." (Romans 1949). This chapter discusses both the "circumstances" of this thesis and the specific methodology used to evaluate the hypotheses. The circumstances or terms-of-reference for the methodology are established first. They are: the use of an ideal set (subsection 3.1); the common paths of diagnosing organizations (3.2); the case agency (3.3). Subsequently, the specifics of the methodology are described (3.4), and evaluated in terms of problems and limitations (3.5).

§ 3.1 The Use of an Ideal Set.

As outlined in subsection 1.4, this study consists primarily of two parts: the creation of an ideal set of competencies (in the previous chapter) and the application of this model to a case agency (in Chapters 3 and 4). This double-barreled approach is common to social-science research, most notably in the study of organizations and the evaluation of personnel training. The purposes of this technique, fundamentally, are to discern the accuracy of the developing theory on a given topic by testing it against reality, and secondly, to reassess the validity of one's own research propositions. The reader will note that the next two chapters of the thesis deal individually with each of these two purposes.
Most relevant to this thesis have been the ideal-set methodologies used by the theorists in administration-organization. Starting with Weber's construction of an "ideal-type bureaucracy" (Weber 1952) which was used to calculate efficiency in the organization, ideal sets have since been effected by studies such as that by Perrow (1970) and by Hage and Aiken (1970) on receptivity to change. Within the personnel theme of administration theory, furthermore, the model-testing approach is even more extensive. Ryan's dissertation (1972) and his discussion of public education research on teacher training document this well. Another recent and related work has been the study on local public administration by the Council of Maritime Premiers in Halifax (1972). From a synthesis of Canadian material (primarily research by Michael Goldrick for the Canadian Institute of Public Administration (1963), and from 1964-1967), the Council created an "ideal senior municipal administrator" to use in calculating the conditioning of the region's staff for "today's changing municipal scene."

Within the urban planning literature, the ideal-set approach is implicitly developed in planning education. The model, marketable student is created and applied to programs; for example, note the four articles submitted under "Comments on Educating Planners", in the Journal of the American Institute of Planners, July 1970, pages 222 to 228. More conspicuously, note research such as Rondinelli's (1973) model of "skills and knowledge needed by the planner in urban policy-making." Rondinelli's particular set is formed in the context of re-education and professional assessment.

In sum, the ideal-set technique is familiar and demonstrably effective in research of concern related and relevant to this thesis.
3.2 Organizational Diagnosis.

The normal defensiveness of organizations to examination (Landau 1973) has necessitated that many studies explain their techniques of approach and procurement of relevant information (Blau 1964, Needleman 1972, Ryan 1972, Ermer 1972, Baum 1961). This matter of diagnosing organizations is, in fact, sufficiently difficult and important to justify some explanation in detail. For example, Levinson (1972), Laframboise (1959), Scott (1965), Vroom (1967), and Carter and Wharf (1973) have devoted entire books and articles to this subject. For the purposes of this thesis, it is necessary only to outline the two classic approaches to studying organizations and briefly synthesize the issues.

An overview of the methodologies in organization studies demonstrates two salient facts: first, the case study approach is a common means of inquiry; second, with the case study approach there is a split between the participant-observation method and the formal questionnaire technique of data collection. While the case study technique is conceded as a manageable and efficient means of analysis, there are trade-offs involved in the latter two approaches.

Levinson (1972) has claimed that "research on organizations depends too much on interview and questionnaire data ... and that too few spend time observing the actual processes of work, work flow, communications, and work relationships." There is, moreover, agreement with Levinson; for example, Alderfer (1973) and Scott (1965) state that more accurate information may be collected from a more enduring, inconspicuous, and more intensive involvement

* The questionnaire strategy, as is the case in this thesis, is normally supplemented with observations and records of the case agency over a period of time. (Perrow 1970).
in the case agency. Several studies have used this technique to good effect. For some relevant organization analysis, note Baum (1961), Mosher (1967), Vosburgh and Hyman (1973), and White (1969). In the planning literature, note Dennis’s exercise in Sunderland (1972), Lorimer in Don Vale (1971)** and the research of Keyes (1969) and Davies (1972) among others.

Time restraints and specific data requirements have usually rationalized the more formal interview-questionnaire strategy, commonly called the consultant approach (Dickinson 1973). This strategy also provides the additional advantage of greater objectivity, since "a stranger to an organization can usually notice things the organization has kept hidden from itself" (Schon 1972). As Dickinson (1973) points out, it may be the best technique for the client; speaking to public administrators, he says:

> We need consultant advice from non-public servants... because we need to face the challenge of receiving, comprehending and implementing the advice of those who do not share our bureaucratic values and traditions.

It is noted that analysis similar to that of this thesis has usually selected the questionnaire method. Stanley (1963), Ryan (1972), Ermer (1972), and Needleman (1972) have successfully incorporated this form into personnel studies. In fact, the most recent staff review in the City of Vancouver Planning Department was by questionnaire and interview method (City of Vancouver Planning Department, 1973).

This research is based on the questionnaire strategy and only consultation with the case agency. The production demands of this thesis and its relatively

* It should be noted that Dennis changed his research strategy in Public Participation and Planned Blight, 1972, from a more removed independent analyst position to the full involvement of participant observation.

** For an excellent critique of Lorimer's participant observation, and thereby the limitations of this methodology, refer to Marjaleena Repo "The Poverty of Sociology", Transformation Magazine, 1971.
restricted information requirements justify its use. Its inherent problems and limitations are discussed in subsection 3.5.

3.3 The Case Agency — The City of Vancouver Planning Department and its Local Area Planning Program.

The theme of this thesis being the preparedness of the municipal planning team for programs of administrative decentralization, its empirical work must focus on a large planning organization contemplating involvement or involved with decentralized services. In fact, the hypotheses and themes developed throughout this research were always intended to be applied to the City of Vancouver Planning Department, and it is with the fortunate cooperation of this agency that the second part of this thesis is completed.

There are two concerns to the case study of the City of Vancouver Planning Department: (i) the development of its professional staff function, and (ii) the staff's awareness to date of this relatively new demand for decentralization. The following brief outline on these two concerns will place in context the questionnaire response analyzed in Chapter Four, and hopefully will permit some comparisons to other large municipal planning organizations.

(i) The Development of the Professional Staff Function.

The early growth of the City of Vancouver Planning Department staff was fundamentally characteristic of the "Second Effort" stage in Canadian planning as described by Wiesman and Gerecke (1972). Its roots rest in volunteer work, Engineer and Building Department personnel, and a low Council priority. In 1955, four years after its creation, the City of Vancouver Planning Department
was represented by only twenty-five employees and an annual budget of $130,000. At that time, the professional component of the staff presented a positive image to the city-management review, which described the staff standard as "commendably high" (Public Administration Service 1955). Notably, professional excellence in these formative years was judged by the mastery of the knowledge and skill of traditional physical planning. For example, management consultants in 1955 found "particularly commendable the methods used in conducting origin and destination studies by telephone", and the effective use of assessment records, voter canvassers, and aerial photographs in land use studies. The early management review obviously did not contemplate the demands of decentralization; however, importantly, flexibility in the staff conditioning was foreseen as desirable:

Future personnel requirements will depend on the future role of the department. New responsibilities may very well arise upon the completion of old ones.

Since 1955, the City of Vancouver Planning Department has "matured" to incorporate amongst five divisions, approximately seventy staff members and an annual operating budget of three-quarters of a million dollars. This is a reflection of Vancouver's growth, and more recently, the challenge of the "new responsibilities or recognition" outlined in Chapter One. This development has been accompanied by normal organization and staff adjustments, but within the past year, under a new political mandate, the pressure for change has become excessive. Since the election of the new City Council in November 1972, the planning staff have operated under three different directors, a new committee system, and pending reorganization. There have been intermittent resignations from within, and public criticism from Council and the press (Leiren 1973, 1974) from without. The consequence is partly articulated in

The most recent, and in fact the first official evaluation of the City of Vancouver Planning Department since the Public Administration Service Report of 1955, is the Spaxman Report of 1973. Commissioned by Ray Spaxman, the new director, it was conducted by the staff about itself in October 1973. While the terms-of-reference were not to test the preconditions for decentralization, the report disclosed the following five important facts about the personnel of the City of Vancouver Planning Department, with regard to local area planning.

(i) **Public role**: the staff were in agreement that the Department must be very close to the public, but at the same time, also must maintain a professional and independent stance; suggested means of gaining independence were the hiring of a public relations officer, separation of work areas from public inquiry areas, and non-direct telephone lines.

(ii) **Organization**: two themes should constitute the means for dividing the Department service — overall policy planning and local area planning; moreover, within these divisions, hierarchy should be reduced, with teamwork and collegiality at all levels developed.

(iii) **Staff competence**: ability in the fields of economic development, housing, public relations, artistic sketching, transportation, and implementation were felt to be lacking within the ranks, but generally the quality of the staff was considered to be underestimated; competence could be more effectively used with clearer job descriptions and duties.

(iv) **Departmental relations**: the City of Vancouver Planning Department should be "autonomous and independent" within the city hierarchy, most expressly from the political operations of the City of Vancouver Social Planning Department.

(v) **Planner I syndrome**: the least experienced members of the staff singularly expressed dissatisfaction with the lack of change within the organization, lack of cooperation between departments, lack of dedication amongst the staff to their work, lack of supervisor's support, the poor quality of the work being produced, the over-emphasis on physical planning, and the survival of "deadwood" within the ranks. Generally this sentiment was contrary to that bared at higher levels of the Department, particularly the assistant directorship level, which considered dedication, staff quality, morale, and work to be good.

In the period following this October report to the present brink of
reorganization (October 1973 to February 1974), the staff of the City of Vancouver Planning Department have remained "at loose ends". From all accounts, the situation under the new Director is uncertain -- a result of what might be called Spaxman's "unorthodox" philosophy to planning as a non-bureaucratic and learning discipline, as well as a result of Council's request for review and redirection (Coffin 1974). It is noteworthy that this uncertainty is accepted and rejected in various shades within the City of Vancouver Planning Department.

(ii) Staff Awareness of Local Area Planning in the City of Vancouver Planning Department.

A common criticism levelled at the planner has been his propensity to react and respond rather than to anticipate and prescribe. "Planners tend to go along with the latest fashion", says Spaxman (Daly 1973). An overview of the progression of local area planning in Vancouver substantiates this criticism. The initiative for decentralization of planning services has, for the most part, been directed from "external" sources: from quasi-public agencies such as the United Community Services and Neighbourhood Services Association (McNiven 1972); from the federal government new National Housing Act programs; from the City of Vancouver Social Planning Department; from neighbourhood groups; and, in the latest case of Champlain Heights, even from consultants.

In an overview of the records of the Department, this research has found that from its inception, the progress of decentralization within the staff has featured the following characteristics.

(a) extended "muddling through". The staff have produced, to date, approximately nine reports on local area planning, including the initial report on
Community Improvement and Development Programs in the Vancouver Urban Renewal Report, 1970.* All have slightly modified the position and process of the program but do not, by themselves, institute action. Only two of these policy papers have reached Council; none have attained Council's approval. The City of Vancouver Planning has proceeded, nevertheless, with two local area planning operations. At present, Council has requested another report, but the Department has yet to respond. Overall the generation of ideas and guidelines has not been vigorous. This may be partly attributable to staff priority, general department malaise over the past year, and possible lack of political leadership.

(b) preeminence of the traditional linear planning process in local area planning proposals: A preoccupation has existed in the reports for decentralization, with classic centralist planning; that is, information collection and assimilation, alternative production, client consultation, political recommendation. To some extent, local area planning is envisioned, moreover, as primarily serving an information function. This traditionalist conception may now be changing, most notably at the senior levels of the Department. For example, recent conflict with the public meetings in Champlain Heights spurred one senior planner to suggest the following plan of action:

We (the City of Vancouver Planning Department) free somebody, or have somebody appointed to work with whatever group we can find in the neighbourhood, to examine the plan, to examine the effectiveness of what has been constructed, to draw conclusions for further work.

* The concept of local area planning developed earlier than 1970 in the local area resource councils (McNiven 1972) and more specifically in B.S. Mayhew's Local Areas for Vancouver, a report for United Community Services, 1967. In fact, Council in March 1969, motioned the City Administration and public-private agencies to guide their services by a local area plan.

** For elaboration on planning as a centralist, coordinative, and totally rational approach relying upon a singular interpretation of the public interest and a good deal of technocracy, refer to Friedmann (1971), Barr (1972), Warren (1969), Frieden (1967).
(c) response to infringement on bureaucratic jurisdiction: The difficulty of working with other departments in formulating local area planning policy is pronounced in the Vancouver local planning history. The City of Vancouver Planning Department and its social planning counterpart have attempted to work in partnership via a joint Task Force on Local Area Planning, but nothing consequential came out of this board, and it was bypassed after almost two years of frustration. As one staff memo concluded: "there is little sense in meeting again and again with Social Planning to see what they think and constantly have our position shift" (March 1973). The Department records are marked by frequent admonitions that clear lines of responsibility must be developed in the city hierarchy and even with Central Mortgage and Housing Corporation. Apparently other departments share similar attitudes towards the teamwork approach. Social planning, in one letter to the City of Vancouver Planning Department, admitted it supported a disjointed approach to planning decentralization because "the results (of teamwork) would be strained relationships between our respective departments that could hinder the likelihood of success of the program." (June 1973).

(d) conservative innovation in the lower levels of the organization: Proposals for decentralization primarily have been generated from those planners located at the bottom of the hierarchy. There has been some irony, however, in this process of innovation; while the ideas have been initiated from the junior levels, the restraints placed upon decentralization by the staff have also been derived from this same group. The two basic reports on local area planning in 1972 and 1973* outlined three fundamental directions

for the program, and in both cases recommended the most emasculated alternative.

(e) confidence in staff competence: Perhaps because none of the reports on local area planning from the City of Vancouver Planning Department considered decentralization to be anything but classic linear planning, the capability of the staff to function in these decentralized programs has been questioned only once. In April 1972, the Gallins Report suggested that modifications to "the usual skills and attitudes of the planners" would be required, including: "skill in community organizing, use of the media, creating special means of communication, some sketching ability, and advocate experience ... not necessarily defined within typical planning bureaucracies." The Report noted that some of this competence was lacking in the City of Vancouver Planning Department and devised a strategy of assigning to each local planner "a translator, or liaison person who has some of the above skills which the particular planner lacks." Subsequent analysis by the Department has treated the staffing issue, however, in manpower terms; that is, calculating professional and supportive staff needs in man-hours and budget allotment. We should note here that the new Director has recognized a staff-competence problem in local area planning for Vancouver. In an informal discussion at the University of British Columbia (November 1973), as well as through the press and Council reports, Spaxman acknowledges that existing staff quality is unsatisfactory. Presumably this deficiency will be contemplated in the current reorganization and expansion of the City of Vancouver Planning Department.

In conclusion, there are signs and symptoms that the staff of the City of Vancouver Planning Department exists in potentially difficult circumstances at the present time. While its Director intends to implement a full-scale
decentralized administration, the Spaxman Report and the staff history in preparing for decentralization reveal an underlying conservative/traditionalist character innately resistant to the type of change which local area planning has represented in other cities. In more colourful organizational terms, a seemingly unimaginative and unresponsive system is confronted by new political and professional leadership demanding change.

3.4 Specific Strategies

The concept and practice of measuring competence in a local public administration, particularly one diagnosed as "semi-comatose", is obviously a very delicate matter. Two overriding concerns become evident in this type of research: establishing the credibility/worthiness of the model and the objectives therein to the client; second, insuring its objective and accurate response from the client by avoiding any overtures which are threatening and offending. These barriers were handled in the following way:

(i) The ideal set of competencies was constructed and approved by the faculty advisors before any approach of the case agency was attempted. This permitted general digestion and further refinement of the research; development of confidence in the model, important for approaching the client; and lastly, indirect and informal "debriefing" of the Director of the case agency via Professor Wiesman. As shown below, this pre-contact proved very valuable.

(ii) For obvious time and manpower limitations, the decision was made to proceed with the questionnaire-consultant strategy.

(iii) The Director of the City of Vancouver Planning Department, forewarned of this research, was subsequently approached with the model and its request for empirical study. Ray Spaxman was very cooperative and promptly reviewed
the second chapter of the thesis. His response was receptive (see Appendix, item I) and only one further meeting was required to finalize the form and distribution of a questionnaire, notably with the authorization of the Director's office.

(iv) The model was reworked into questionnaire form, guided by the specific hypotheses of the thesis (subsection 1.4) and the outstanding themes within the model itself. The model's stress on intervention and organization knowledge and skills, politics, group management and group dynamics, and humility was continued in the questionnaire (Appendix, item II). It was felt, moreover, that these qualities were the most contentious in terms of acceptability and availability/presence in contemporary planning organizations. The form was kept brief and simple to "fit in" with the professional's work schedule. A draft copy was presented to two planners outside the case organization (employed by the Municipality of Richmond) for critical comment. This pre-test found the questionnaire suitable in length, intent, and its non-threatening approach, but with some wording difficulties. A subsequent draft was prepared; it was discussed with Spaxman before the final form was drafted, printed, and distributed to every professional in the City of Vancouver Planning Department. This totalled thirty questionnaires handed out. Subsequently, the forms were collected anonymously, and the response analyzed for frequency and association by the CODEBOOK and CROSSTABS programs contained in the SPSS computer manual (1970).

3.5 Problems and Limitations

The problems and limitations of the thesis may be categorized into those inherent in its concept and those more specifically related to the empirical
work.

(i) Conceptual Limitations:

(a) Lack of Precedent: In the search for guidelines for this study, the absence of any closely similar research became apparent. In fact, Dickinson (1973) has recently encouraged his fellow public administrators to explore this very theme of the conditioning of the civil service.* Little help was available from the traditional approach to personnel in the study of public administration outlined by Perrow (1970), Sharkansky (1970), Ryan (1972), Ermer (1972), and Kernaghan (1968) in Canada.** Caiden (1969) concluded that there is little or no empirical research on the bureaucrat's receptivity to reform, and Perrow (1970) has added that "there is very little information about the values, attitudes, and personalities of administrators." About relevant Canadian material, Kuruvilla (1973) wrote last year:

* Notably Dickinson proposed that such a study might pursue the very method of this thesis; that is, a consultant stance, and a "sketching of anticipated broad changes in environment and demand", which may "very well spill over existing organizational boundaries and hopefully suggest appropriate changes and adjustments in departmental organizations and strategy." Such a sketch "should define roles, attitudes, beliefs, etcetera, which are appropriate to the activity to be undertaken by the public servants involved."

Unfortunately in Canada little attention has been devoted to the study of public and bureaucratic behaviour patterns ... in this absence of sufficient empirical substantiation, our knowledge concerning the dimensions and details of Canadian public administrative culture continues to be impressionistic and piecemeal. In light of this serious limitation, a detailed and rigorous analysis of all aspects of the administrative culture in Canada is simply impossible at the moment. (underlining supplied).

More specifically, there is no apparent research on the behaviour of the bureaucratic planner in professional planning literature.

(b) Bureaucratic Behaviour: A thorough review of today's civil service in Great Britain (Wright 1973) has concluded that a set of professional values or "basic work assumptions" are commonly shared by all bureaucrats.* Two of these values -- the importance of establishing a "firm basis of mutual trust and confidence" in work relations, and the need for "precedent", are immediately seen as limiting response to a questionnaire. Organization-administration theory, moreover, has always found that there exists a "secret" or "dark side" to bureaucracy that may cause the researchers to overlook a number of significant variables (Sjoberg and Miller 1973, Crozier 1964, Waldo 1968). As Wright (1973) has found: "there are conventions and customs about consultation which guide a civil servant in a particular situation sitting in a particular desk in a particular department." Obviously, an external analyst cannot fully understand the conditions unique to each bureaucratic setting.

In the final analysis there are those who think the study of organizations in an intensive case study manner to be a fruitless exercise. Casselman (1973) notes the fundamental problems of "secrecy, manipulability, arbitrariness, and

* These assumptions are: principle of reciprocity in everyday relations with colleagues; disposition to seek agreement according to the values of adjustment, flexibility, collegiality; promotion of the department head's interest; fairness and honesty; firm basis of mutual trust and honesty in relations; existence of formal and informal rules governing accessibility; import of precedent; secrecy and confidentiality.
lack of concern with results." Landau (1973) discourages that:

the modern bureaucracy devotes inordinate amounts of energy to
the construction of barriers to review and account, and we can
often observe that it masks itself with symbols of knowledge
when no such knowledge in fact exists. (underlining supplied)

In his list of "limits to organizational research" Perrow (1970) states
that the researcher can never be certain that controlled experiments in
this environment will discover true behaviour.

(c) A Focus only on Personnel: A recent overview of theory on administration
proved that "researchers have just begun to identify those factors which
determine the nature of services delivered by urban bureaucracies" (Ermer 1972).

More specifically, administrative reform, like that represented in local area
planning to planning agencies, may be dependent upon a host of factors, of
which personnel is only one. That the staff is or is not conditioned for
decentralization, thereby, does not necessarily mean that such programs are
not feasible or desirable. For example, Hage and Aiken (1970) comment that
"the structure of an organization may be more crucial for the successful
implementation of change than the particular blend of personality types."
The most difficult statement for the concept of the thesis to reconcile,
however, is Piven's (1970) argument about the "political-economy" of planning.

She asks rhetorically:

Is it for lack of knowing or for lack of technique that our
institutions fail to do what they fail to do and serve those
they serve so well?

The source of planning failure rests not with the personalities, knowledge,
and skills, but rather with the corruptive environment in which the profession
circulates. Reference should be made back to Sharkansky's (1970) policy
process used in subsection 1.4.
(ii) **Empirical Limitations:**

(a) Sample Size: Because the function of the second part of this thesis was to test the model of competencies in planning organizations experienced in local area planning, the sample, of necessity, was restricted among Lower Mainland agencies to the City of Vancouver Planning Department. Time prevented a study of similar depth of the other two or three organizations in Canada similarly experienced. As mentioned, the professional component of this Department represents only thirty planners. While it is evident that such a small data base distorts response and emphasizes extremes, it is precisely these extremes which are of prime concern to this thesis. Administrative reform in the past, particularly in planning organizations, has been guided by the extremes within the group (Needleman 1972). In no way is the response to the questionnaire intended to represent the planning profession, but rather only one of its groups under very specific conditions.

(b) Timing: Current circumstances in the City of Vancouver Planning Department, referred to in subsection 3.3, may have had an influence on the questionnaire response. A mood of uncertainty and insecurity may not be conducive to gaining accurate information on personnel competence.

(c) Bias: A copy of the ideal set of competencies for local area planning was circulated prematurely amongst the planner I's before the questionnaire was distributed. Thus, these levels of the organization were preconditioned.

(d) The Questionnaire Approach: The problems in translating and interpreting the concepts contained in the model into the questionnaire were fundamental. Some of the response faltered on what was thought to be clear and concise language, such as "professional mantle" and "stifle conflict". Therefore,
in some instances the questionnaire method turned into an exercise in semantics, with the overall purpose and intent of the form passes by.

In light of these problems and limitations, it is fair to ask: What is the justification for both the concept and the case study of the thesis? There are basically two responses: The trend and paradox of decentralized administration (subsections 1.2 and 1.3) are such fundamental issues to the future delivery of effective planning services in Canadian municipalities that their inherent barriers to research must be challenged. Secondly, research dealing with organizations and their members can never be controlled, but rather must always run risks and at least attempt to break the ground on the issue of the conditioning amongst our public service.
Chapter Four: The Conditioning of the Municipal Planning Team for Administrative Decentralization.

This chapter deals with the second and third tasks of this thesis as set out in subsection 1.4 and repeated below:

(b) to determine by case study the conditioning for decentralization of a local planning organization by measuring how acceptable these new competencies are to its staff and to what extent these new competencies already are present within its membership (presence/availability).

(c) to anticipate administrative decentralization within the case local planning organization from a staff-preparedness point-of-view.

Furthermore, the three hypotheses of this thesis are evaluated in Chapter Four; the reader will recall from subsection 1.4 that these hypotheses are concerned with the interrelationships between personnel characteristics in the case agency and the acceptance and presence of the new competencies.

To accomplish these general tasks and to consider the hypotheses, the chapter is organized into three subsections. From the questionnaire response, subsection 4.1 presents the personnel characteristics (independent variables) as well as the acceptance and presence of the competencies in the ideal set (dependent variables). Subsection 4.2 evaluates in summary form the three hypotheses. Finally, subsection 4.3 outlines some basic expectations for the future decentralization of planning services from the case agency. The information presented in the text of the chapter is at a very general level for reasons of comprehension. Unless otherwise included, the statistics that substantiate the text are appended as item III.
4.1 Personnel Characteristics, the Acceptance, and the Presence of the New Competencies in the Case Agency.

By way of introduction, 24 out of 30 questionnaires (80%) were returned. Such a high rate of response is significant and may be attributed to the importance of the issues in the questionnaire to the Department, as well as to the follow-up service provided by the Director's office. Overall, the replies indicate that the form was considered seriously. Several respondents chose to comment on the questionnaire and those few who did not fully complete the form did so not out of neglect but rather out of a desire for privacy or in disagreement with its content. Thus, it seems fair to say the reply was both a responsible one and was representative of the City of Vancouver Planning Department professional staff.

(i) Personnel Characteristics of the Case Agency (Independent Variables)

In general, the City of Vancouver Planning Department incorporates a diversity of personal age and professional service in a moderated hierarchy. An overall uniformity in allegiance to the organization and to the planning profession was expressed as well as a lack of experience with administrative decentralization. In terms of these characteristics, the case agency approximates what has been called a familiar profile of a contemporary large municipal planning organization (Needleman 1972).

The rate of response was significantly lower at the senior planner level. All other levels participated well in the study, equalling or exceeding the overall response rate of 80%. The bottom level of the administration claimed over 40% of the total response. This 40% level corresponds to their proportionate membership in the City of Vancouver Planning Department.

* those considered were: organizational position, service within the profession, personal age, professional background, allegiance to the profession and to the organization, and experience with decentralization.
A mix of experience within the planning profession exists in the sample, with half of the group claiming under 5 years of experience. In more revealing terms, half the organization has most likely graduated from planning school since 1969, the vanguard of the "fresh troops" (Godschalk 1970) for the profession.

The pattern of personal age reveals a youthful department. Over half of the return comes from professionals under 40 years of age.

Planning is the major professional background shown in the sample. Some trace of the classic engineering-architecture backbone of the profession is still apparent in the City of Vancouver Planning Department.
The interest and participation in the planning profession was measured in two ways: by membership in the Town Planning Institute of Canada and related professional organizations,* and by an interest in developing theory and commentary in the professional literature. While it may be difficult to interpret membership in the Town Planning Institute of Canada or its counterparts as a positive indication of allegiance, the cumulative effect of these indices demonstrates an overall interest in the state of the planning profession. It should be noted that those not holding Town Planning Institute of Canada memberships were in large part participating in other organizations; thus, most respondents did claim some affiliation with a professional group.

* organizations listed by the respondents in the questionnaire were: Community Planning Association of Canada, Royal Architectural Institute of British Columbia and Canada, Planning Institute of British Columbia, Institute of Civil Engineering, and Professional Engineers.

** the difficulty arises with the aversion of planning students to joining these professional organizations and the recurrent disatisfactions at the Annual Town Planning Institute of Canada Conferences.
The future direction of the Department is an important issue to the majority of the respondents.

<table>
<thead>
<tr>
<th>organizational allegiance</th>
<th>replies</th>
<th>% of replies</th>
</tr>
</thead>
<tbody>
<tr>
<td>future direction of CVPD - an important issue</td>
<td>17</td>
<td>70.8%</td>
</tr>
<tr>
<td>future direction of CVPD - an issue</td>
<td>3</td>
<td>12.5%</td>
</tr>
<tr>
<td>future direction of CVPD - of no personal concern</td>
<td>3</td>
<td>12.5%</td>
</tr>
<tr>
<td>no response</td>
<td>1</td>
<td>4.2%</td>
</tr>
</tbody>
</table>

The sample reflects the limited amount of administrative decentralization which has occurred so far in the City of Vancouver Planning Department. This content of the questionnaire makes it fundamental to recognize that most of the respondents replied from a "city hall" point-of-view.

<table>
<thead>
<tr>
<th>experience with decentralization</th>
<th>replies</th>
<th>% of replies</th>
</tr>
</thead>
<tbody>
<tr>
<td>work at a site office</td>
<td>4</td>
<td>16.7%</td>
</tr>
<tr>
<td>work at a site office and at city hall</td>
<td>2</td>
<td>8.3%</td>
</tr>
<tr>
<td>work at city hall</td>
<td>17</td>
<td>70.8%</td>
</tr>
<tr>
<td>no response</td>
<td>1</td>
<td>4.2%</td>
</tr>
</tbody>
</table>

(ii) Acceptance and Availability/Presence of the New Competencies in the Case Agency: (Dependent Variables).

The response to the ideal set of new competencies as translated into questionnaire form is divided into acceptance of these qualities in the professional performance of a planner, and personal availability/presence of these qualities. Acceptance of the qualities in the case agency may be further categorized into those qualities which were positively received and those which were more contentious. For all variables, this classification was clear-cut; there was either agreement or disagreement with the acceptability of the new competencies.
Totally acceptable to the City of Vancouver Planning Department professional staff were the following attitudes/values, knowledge, and skills:

1. an orientation to practical projects and tasks to be completed in the here-and-now.
2. a desire to explore new methods and to take on different roles, even if these roles involve uncertain and difficult work situations.
3. a propensity to view and work with the local problems in terms of larger social issues such as income redistribution.
4. a knowledge and skill in the software/social services in planning.
5. a knowledge of community organizing and development techniques.
6. a knowledge of the principles of group dynamics.
7. an ability to organize teams of professionals and nonprofessionals or both.
8. a skill in long-range planning.
9. skill in intervening, reforming, and animating government and private administrations, including your own.
10. an ability to maintain a position independent of community politics.

This response reflects a general agreement amongst today's municipal practitioners that certain themes within the new-competence model are acceptable. Specifically, there is consensus that the values of pragmatism, flexibility, and a sense of mission are agreeable to the planner. Moreover, knowledge and skill in the group dynamics/management theme and some parts of the intervention-organization-politics theme are acceptable. As might be expected, from a profession sensitive to comprehensiveness, it appeared that more knowledge is considered good knowledge, and that the more skills available to the practitioner, the better. In this regard, the generalist theme of the model was very well received by the sample. It is notable that the planners reacted
positively to the skill in long-range planning, a skill which had not been
deemed essential in the model.

Not all the competency themes of the model, however, proved entirely
acceptable to the organization. The following themes evoked contention,
as outlined below:

**an ability to stifle conflict (politics-intervention)**

<table>
<thead>
<tr>
<th>replies</th>
<th>% of replies</th>
</tr>
</thead>
<tbody>
<tr>
<td>very acceptable</td>
<td>6</td>
</tr>
<tr>
<td>acceptable</td>
<td>4</td>
</tr>
<tr>
<td>neutral</td>
<td>5</td>
</tr>
<tr>
<td>unacceptable</td>
<td>4</td>
</tr>
<tr>
<td>very unacceptable</td>
<td>3</td>
</tr>
<tr>
<td>refused to answer</td>
<td>1</td>
</tr>
<tr>
<td>word comprehension</td>
<td>1</td>
</tr>
</tbody>
</table>

**a skill in manipulating, managing, and subverting agencies affecting the local area (politics-intervention)**

<table>
<thead>
<tr>
<th>replies</th>
<th>% of replies</th>
</tr>
</thead>
<tbody>
<tr>
<td>very acceptable</td>
<td>1</td>
</tr>
<tr>
<td>acceptable</td>
<td>6</td>
</tr>
<tr>
<td>neutral</td>
<td>3</td>
</tr>
<tr>
<td>unacceptable</td>
<td>9</td>
</tr>
<tr>
<td>very unacceptable</td>
<td>4</td>
</tr>
<tr>
<td>refused to answer</td>
<td>1</td>
</tr>
</tbody>
</table>

**a willingness to accept values contrary to one's own and work within that frame of reference (humility theme)**

<table>
<thead>
<tr>
<th>replies</th>
<th>% of replies</th>
</tr>
</thead>
<tbody>
<tr>
<td>very acceptable</td>
<td>5</td>
</tr>
<tr>
<td>acceptable</td>
<td>10</td>
</tr>
<tr>
<td>neutral</td>
<td>4</td>
</tr>
<tr>
<td>unacceptable</td>
<td>3</td>
</tr>
<tr>
<td>very unacceptable</td>
<td>2</td>
</tr>
</tbody>
</table>

**a willingness to lay aside the professional mantle in dealing with the public (humility theme)**

<table>
<thead>
<tr>
<th>replies</th>
<th>% of replies</th>
</tr>
</thead>
<tbody>
<tr>
<td>very acceptable</td>
<td>7</td>
</tr>
<tr>
<td>acceptable</td>
<td>9</td>
</tr>
<tr>
<td>neutral</td>
<td>3</td>
</tr>
<tr>
<td>unacceptable</td>
<td>3</td>
</tr>
<tr>
<td>very unacceptable</td>
<td>0</td>
</tr>
<tr>
<td>word comprehension</td>
<td>2</td>
</tr>
</tbody>
</table>
a sense of independence from the central administration

<table>
<thead>
<tr>
<th>replies</th>
<th>% of replies</th>
</tr>
</thead>
<tbody>
<tr>
<td>very acceptable</td>
<td>7</td>
</tr>
<tr>
<td>acceptable</td>
<td>7</td>
</tr>
<tr>
<td>neutral</td>
<td>5</td>
</tr>
<tr>
<td>unacceptable</td>
<td>3</td>
</tr>
<tr>
<td>very unacceptable</td>
<td>1</td>
</tr>
<tr>
<td>refused to answer</td>
<td>1</td>
</tr>
</tbody>
</table>

From the above tables it may be concluded there are limits to what the Department as a whole would agree to in the practice of a fellow planner. Most striking is the response to professionalism as measured by the theme of humility. As discussed in subsection 4.2, there are significant groups who are hesitant to discard their professionalism or to work within a set of values different to their own. Within the sample group, the greatest extremes of acceptance and non-acceptance are found within the theme of humility. Thereby, this theme presents the most probable source of conflict and irritation in future decentralization in the case agency. Of similar but lesser concern is the divergence of opinion in the politics-intervention skills theme. Again, there are subgroups who differ about what type of knowledge and skill is acceptable. Lastly, there are differences of opinion about the level of commitment and independence suitable for the planner.

The second set of dependent variables is the self-evaluation of professional competence with regard to eight qualities in the ideal set. In total,
this response provides some indication of the availability in the municipal planning team of the attitudes, skills, and knowledge purported to be essential for decentralization. The response was formed with care and objectivity. As shown below, only a few planners considered themselves specialists in any of the skills or knowledge fields, while more estimated their competence to be in the limited or low brackets. The qualities are presented in ascending order of confidence, ranging up from number 1, which was the quality most in need of development.

1. an ability to manipulate, manage, subvert agencies affecting the local area (politics-intervention theme):
   specialist 1(4.2%) competent 9(37.5%) limited 13(54.2%) low 1(4.2%)

2. a knowledge of the principles in group dynamics (group management theme):
   specialist 1(4.2%) competent 9(37.5%) limited 13(54.2%) low 1(4.2%)

3. a knowledge of the techniques of community organizing and development (group management theme):
   specialist 2(8.3%) competent 8(33.3%) limited 12(50.0%) low 2(8.3%)

4. an ability to stifle conflict (politics-intervention theme):
   specialist 0(0.0%) competent 11(45.8%) limited 6(25.0%) low 3(12.5%)
   refused to comment 3(12.5%) word comprehension 1(4.2%)

5. skill in intervening, reforming, and animating government and private administrations, including your own (politics-intervention):    
   specialist 0(0.0%) competent 12(50.0%) limited 6(25.0%) low 3(12.5%)
   no answer 2(8.3%) refused to comment 1(4.2%)

6. a workable knowledge in the software (social) services in planning, generalist theme:
   specialist 1(4.2%) competent 13(54.2%) limited 10(41.7%) low 0(0.0%)
7. an ability to organize teams of professionals and non-professionals or both (group management theme):

- specialist 1(4.2%) competent 13(54.2%) limited 6(33.3%) low 0(0.0%)
- refused to comment 1(4.2%) no answer 1(4.2%)

8. skill in long-range planning:

- specialist 2(8.3%) competent 14(58.3%) limited 6(25.0%) low 0(0.0%)
- no answer 2(8.3%)

A further indication of the availability of the new competencies in the planning group is presented in the following bar graph. It illustrates the preference of the sample in answer to the question: "which qualities would you select for your own professional development?"

<table>
<thead>
<tr>
<th>No.</th>
<th>Quality</th>
<th>Replies</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>knowledge of group dynamics</td>
<td>13(19.7%)</td>
</tr>
<tr>
<td>2.</td>
<td>ability to manipulate, manage, subvert local agencies</td>
<td>2(3.0%)</td>
</tr>
<tr>
<td>3.</td>
<td>knowledge of techniques of community organizing</td>
<td>12(18.2%)</td>
</tr>
<tr>
<td>4.</td>
<td>ability to stifle conflict</td>
<td>4(6.1%)</td>
</tr>
<tr>
<td>5.</td>
<td>skill in intervening, reforming, animating government agencies</td>
<td>8(12.2%)</td>
</tr>
<tr>
<td>6.</td>
<td>knowledge in software (social) services</td>
<td>10(15.2%)</td>
</tr>
<tr>
<td>7.</td>
<td>organizing teams of professionals and non-professionals</td>
<td>8(12.2%)</td>
</tr>
<tr>
<td>8.</td>
<td>skill in long-range planning</td>
<td>9(13.6%)</td>
</tr>
</tbody>
</table>

The positive desire of the planners for professional development in the group management theme (qualities 1 and 7) is clear. Equally clear is the
rejection of the politics-intervention theme (qualities 2 and 4). In general, there is a positive orientation for professional development; this has significant implications for the potential of assimilating parts of the ideal set into the planning organization. It should be noted, however, that there are no strong relationships between those qualities ranked low in competence and those selected for further training. As a result, a low level of capability in the skills of politics-intervention will probably persist in the City of Vancouver Planning Department.

To conclude, the response from the questionnaire presented three salient points:

1. The case agency presented (a) a diversity of age and experience in a hierarchy, (b) a uniform allegiance to the organization and the profession, and (c) an overall lack of experience with administrative decentralization.

2. There does exist a boundary in the minds of the municipal planning team as to what is and what is not acceptable in the attitudes, knowledge, and skills of its members. That which is acceptable includes: the values of pragmatism, sense of mission, and skills and knowledge in group management and generalist themes. The values of humility and commitment, and the knowledge and skills in intervention-organization-politics, and resourcefulness are more contentious. The ideal set of new competencies, thereby, is simultaneously accepted and rejected in various degrees. This leads to the important implications for decentralization of planning services in Vancouver from a staff point-of-view which are outlined in the following subsection 4.3.

3. The level of skill in the new competencies for decentralization amongst the staff of the case agency was assessed by the staff itself as in need of
improvement, primarily in the group management and generalist themes.
Notably, there appears to be a positive orientation to further professional
development in these same themes. In politics-intervention, however, no
desire was expressed to gain skills or knowledge.

4.2 Testing the Hypotheses.

As stated in subsection 1.4 there are three hypotheses to this research.
Subsection 4.2 presents each supposition along with its evaluation in summary
form.

The means of evaluating the hypotheses was kept at a general level.
This was necessary due to the sample size which prevented the use of more
sophisticated, non-parametric statistical techniques that calculate dependency
between variables. For example, the chi square calculation. The method for
considering the hypotheses contained the following four steps:
1. A cross-tabulation of all three sets of variables (personnel characteristics,
   acceptability, availability) was prepared.
2. From this cross-tabulation, the proportional response from all the
categories contained within the independent variables was compared against
all dependent variables (for Hypothesis C, the "availability" variables
were treated as independent variables).
3. A 'linkage' was noted when that proportionate response either greatly
   exceeded or did not nearly achieve the proportion of the other categories
   in the variable. For example, it was observed that a linkage existed
   between organizational position and the theme of politics-intervention
   because 40% of Planner I's found manipulating, managing, and subverting
local agencies to be an acceptable skill for the planner but only 25% of Planner III's and 0% of the Director group were favourable to this quality. The term 'linkage' is used to connote some interplay between the variables and does not pretend to be as rigorous as the more formal measures of association.

4. To bring these linkages to an appropriate level of generality, they were assembled in a summary matrix to establish general overall patterns or primary relationships between the variables.

This method, while less elegant statistically, proved to be well-suited for appraising the accuracy of the hypotheses. A number of patterns in the matrices were found along with some noteworthy linkages therein. (These are detailed in Item III of the Appendix under their appropriate hypothesis).

**Hypothesis A:**

That acceptability of the new competencies for decentralization will vary within the personnel of the planning administration according to the following characteristics (independent variables):
- organizational position
- service within the profession
- personal age
- professional background
- professional allegiance
- organizational allegiance
- experience with decentralization

Among the personnel in the case planning organization the acceptability of the new competencies for decentralization varied primarily according to organizational position, professional allegiance, and experience with decentralization. Conversely, the other characteristics did not exhibit any noticeable influence on the acceptance of the ideal set.
The variation according to organizational position can be seen by comparing the lowest level in the case agency, the Planner I's, to the Planner III's and Directors; in all of the following instances, the Planner I's were proportionately more receptive to laying aside the professional mantle, accepting and working with values contrary to one's own, adopting the plan as a personal commitment, manipulating/managing/subverting local agencies, and incorporating a sense of independence from the central administration. Generally, thereby, there are tendencies for the junior levels in this particular organization to be more receptive to the contentious themes in the model.

Those exhibiting greater allegiance to the planning profession were proportionately less receptive to the planner participating in the manipulation/management/subversion of local agencies than were their counterparts showing little interest in professional association. Contrary to the popular notion of professionalism, however, this same group was more favourable to the planner laying aside his professional mantle and to working with and adopting values which are contrary to personal values.

Lastly, those with experience in decentralization found more acceptable on a proportional basis the quality of working with other values, and the quality of the planner incorporating a sense of independence from the central administration. Those without decentralization experience found these qualities less acceptable. On the other hand, the group at city hall found the ability to manipulate/manage/subvert agencies, the stifling of conflict, and greater commitment to work to be more acceptable than those "decentralists" working out of site offices.
Hypothesis B:

That the presence/availability of the new competencies for decentralization will vary within the personnel of the planning administration according to the following personnel characteristics:
- organizational position
- service within the profession
- personal age
- professional background
- professional allegiance
- organizational allegiance
- experience with decentralization

The linkages found between personnel characteristics and the new availability of the new competencies in the case agency established that availability varied with five main variables. As in the preceding hypothesis, position in the organization, allegiance to the planning profession, and experience with decentralization were related to competence. Unlike acceptability, however, the availability of these qualities seems to be related also to professional background and personal age. All of these personnel characteristics closely reflect education and/or experience with the planning practice.

Amongst the four levels of the City of Vancouver Planning Department, the junior level judged itself least competent in the group management theme of the model, in the software services, and in dealing with conflict. In the latter two qualities, the directors also evaluated themselves as lacking competence. As a general rule, the middle management levels considered themselves to be most capable for programs of administrative decentralization. These results are contrary to the pattern found in American planning departments where lower levels of the department were not only more receptive to decentralization, but were more competent to carry it out (Needleman 1972).
In all but one of the qualities tested in the model, those planners with interest in the planning profession expressed greater competence than did their associates lacking allegiance to the profession. The exception was the knowledge of group dynamics, where 53.8% of non-T.P.I.C. planners assessed themselves as capable, compared to only 20% of T.P.I.C. members. This general association between professional allegiance and capability for new programs of decentralization is important and is further discussed in subsection 5.2.

As expected, on a proportional basis, those with experience in decentralization considered themselves more capable than did their counterparts at city hall, in all the competencies except that of stifling conflict. This response gives credibility to the model as a reflection of what decentralization demands for planning competence.

Professional training in planning as opposed to engineering, architecture, the social sciences or some other discipline was linked to greater competence in the theme of politics-intervention and to the quality of organizing teams of professionals and nonprofessionals. Planners with planning education notably were far more confident in their capability to manipulate/manage/subvert local agencies, as well as in reforming government administration.

Lastly, personal age was linked to competence in group management and in administrative reform. The youngest cohort (under 30 years) felt least capable in its knowledge of community organization techniques. Along with its succeeding cohort (30 to 40 years), however, this group appraised its competence higher than did the senior age brackets in group dynamics. Skill in administrative reform is most apparent in the middle age brackets.
Hypothesis C:

That the acceptability of the new competencies for decentralization will vary within the personnel of the planning administration according to the availability/presence of these competencies within the same administration.

The acceptability of the new competencies for decentralization varies primarily by capability in skills for manipulating/managing/subverting local agencies as well as in the knowledge of group dynamics. This is illustrated in Table C of Item III of the Appendix. Competence in the politics-intervention theme was linked to greater acceptance of independence from the central administration and logically, politics-intervention itself. Conversely, those with skill in politics-intervention were not so receptive to adopting values contrary to their own. This may indicate some conflict between two fundamental themes in the model: politics-intervention and humility.

Planners with greater competence in group dynamics were proportionately more receptive to the planning professional developing a sense of independence from the central administration in his work, manipulating/managing/subverting local agencies, and working with values differing from his own.

To summarize the more important observations from the analysis of the three hypotheses, note the following:

1. organizational position, professional allegiance, and experience with decentralization are key characteristics in terms of the acceptance and presence of the new competencies for decentralization in the personnel of the planning organization.

2. those with experience in decentralization did not accept the entire list of competencies but were confident that they themselves possessed all but one of these qualities.
3. the junior level of the City of Vancouver Planning Department, while more receptive to the model, assessed itself as largely incapable to meet its requirements. The converse was the case for middle management levels, who seemed more competent but less enthusiastic about the new competencies.

4. in comparison with those with non-professional allegiance, planners with membership in the professional associations and with interest in the developing theory and commentary in the literature were more competent in the model's qualities, but not necessarily more receptive to these qualities.

5. those capable of successfully engaging and intervening in the management of local agencies as well as handling group situations seem to be more receptive in general to decentralized professionals as described in the ideal set.

4.3 Anticipation of Local Area Planning in the City of Vancouver.

The introductory chapter of this thesis argues that administrative decentralization represents change for local public administration and that such change might not be easily assimilated by these civil servants. The ideal set of new competencies constructed in chapter two clarified this personnel challenge of decentralization and subsection 4.1 and 4.2 measured how this change is presently accepted in one particular planning organization. In the United States, groups within the planning departments have engaged in struggles over local area planning direction, and groups from without have demanded its reform (Needleman 1972). This dismal record of decentralization makes it essential that this thesis apply its
information from the case agency to anticipate future programs of decentralization. It is this anticipation of future programs which forms the third task of this thesis.

From the general observations and conclusions about the city planning staff, as of February 1974, what are some general expectations for Vancouver's evolving local area planning program?

At the start, it is understood that the model of competence facilitates only general predictions of local area planning. This is because the ideal set requires refinement in certain themes if it is to yield more accurate forecasts (see subsection 5.1). However, there are some primary currents discovered within the City of Vancouver Planning Department which clearly factor pending decentralization in this city. It is important to note that the ideal set of new competencies was accepted and rejected simultaneously, and that the reaction varied according to position in the planning organization, allegiance to the profession, and experience with decentralization. It is noteworthy that there does exist a positive orientation to further professional development in some themes and not in others. Lastly, that those most receptive to the model are at the same time least capable in its competencies is also fundamental to anticipating the type and extent of decentralization.

In addition, there are broader concerns presented by the response to the model. Three such issues are explained below.

1. **Containment of professional planning performance:** The more articulate criticism of the planner, such as that by Piven (1970) and Goodman (1971), has focussed upon the "double track mentality" of this professional.
More specifically, there has been observed a fundamental difference between the planner's values for reform and subsequent performance. Despite the professional's liberal leanings, so-called reform programs such as decentralization have failed to represent change at all under his direction. In essence, the planner has been hypocritical.

This double track mentality is apparent in the response from the case agency, with implications for future decentralization in Vancouver. The reader will note that, overall, the response favoured a wider knowledge base, and a wider set of values for the professional, but it balked at action such as the management, manipulation, and subversion of local agencies, or laying aside the professional mantle, or accepting/adopting values which were contrary to one's own. This seems to reflect a basic understanding in the department about decorum for the planning practice. More knowledge and an expansion of only some attitudes are acceptable. As a result, future local area planning initiated by the City of Vancouver Planning Department may be faced with the common planning dilemma of matching policy and goals with program and delivery.

2. **Breakdown on humility and politics-intervention**: The greatest contention in the ideal set of competencies was found in the themes of humility and politics-intervention. We noted in Chapter Two, particularly subsection 2.3, that the theory and experience of decentralization makes it very clear that one of the prime determinants of success is mutually-productive interpersonal relations, which necessarily involve confrontation, conflict, and intervention. We might also add that the
change in the paradigm of planning (Friedmann 1973, 1974) is similarly dependent on such close contact between client and professional. It would seem however, that the City of Vancouver Planning Department, particularly at the more senior levels, is caught in the bind that Prefontaine (1973) ascribes to most Canadian public administration:

We do not stop to reflect that while goods and services can be delivered, relationships have to be entered into. Nor do we reflect on the differences between 'delivering' and 'entering into', or the degree to which our architecture and organizational forms facilitate the production of goods and services and inhibit the entering into of relationships. We miss the point that sensitivity and humility are necessary to entering into relationships, but not to delivering goods and services, and that sensitivity is neither an output nor an outcome. We also fail to note the differences between entering into a relationship and entering into a meat grinder.

Decentralization is in part a response to the citizen's participating against the formalities and inaccessability of central administration. This is outlined in Chapter One. One wonders what degree of decentralization is contemplated, or in fact possible, while some civil servants are unenthusiastic about a more personal approach without the professional mantle, and about working with values contrary to their own. If new relationships are indeed formulated in local area planning in Vancouver, it may be at the price of departmental conflict. The junior groups apparently endorse the development of humility, along with politics-intervention into the planning of local areas, but more senior levels are less receptive to this practice. Similar situations in American planning departments have resulted in a new professional stance called "administrative guerilla". This is popular amongst the local area planners who try to animate their centralist superiors (Needleman 1972). It should be stressed that such conflict is, in the long-term, counter-productive for the community,
city, and the administration.

The general misgivings expressed by the case agency about the intervention in agencies affecting the local community, furthermore, casts doubt on the ability of forthcoming decentralization to achieve social equity. Equity, it will be remembered, is a quality in the model ("sense of mission") which was widely accepted by the case agency. If it is unacceptable for the planner to intervene with those organizations which are malaffecting the client, and if no group in the department is desirous of improving these skills in intervention, can we really expect the local area program in Vancouver to be an effective instrument for social equity? (If not, what is the purpose of planning, decentralized or otherwise?) It would seem that pending decentralization in Vancouver might serve objectives and patterns familiar to its traditionalist-centralist counterpart. Piven (1970) and others would argue that we could not expect much else. The potential implications of this fusion of centralist with decentralist planning are frightening, and are dealt with by Gross (1971) in his "techno-urban fascism", the ultimate in a centrally-planned, non-participatory and repressive state.

3. **Projections of current decentralization:** Any future local area planning in Vancouver will naturally be affected by the present course of decentralization in the West End, Kitsilano, and Champlain Heights. It was expected that those planners working at on-site projects would be more receptive to the qualities contained in the model; however, only three of these more contentious qualities were more positively received by the decentralists. With reference to the concern with
politics-intervention, it merits noting again that those working at city hall were more receptive to intervention into organizations than were those employed at the site offices. A continuation of this style of decentralization would mean a centralist and tradition-oriented program, rather than a process approximating the new styles of planning as represented in the model, and in the new paradigm of the profession (Friedmann, 1974).
Chapter Five: Conclusions

To conclude this research into the conditioning of the municipal planning team for administrative decentralization, there is but one major task remaining: to use the empirical work in Chapter Four to refine the ideal set constructed in Chapter Two. This is accomplished in subsection 5.1. The reader will also remember that the impetus to this thesis was the "paradox of decentralization", whereby a crisis was forecast between a reactive planning bureaucracy and new demands for decentralization. Subsection 5.2 re-evaluates this paradox. Finally, some future directions for complimentary research on Canadian local public administration are outlined in subsection 5.3.

5.1 Refinement of the Ideal Set of New Competencies

In this thesis, the purpose of the ideal set methodology was to create a model, not as an end product, but rather as a construct, to be further reviewed and refined. How then can the ideal set of new competencies be refined to give a more accurate picture of the personnel demands of decentralization?

The case study of the City of Vancouver Planning Department established that a municipal planning team found politics-intervention and humility to be the most contentious themes in the ideal set. Thus, the concepts of planning as politics, as intervention, and as a personal approach seem to be the crux of decentralization in contemporary planning organizations. This indicates that a further review of these two themes in the model is necessary. To this end, a re-investigation of the literature on decentralization yields the following overview.
(a) Politics-Intervention: The position of the planner with regard to engaging in political activity and intervention of organizations was clearly defined during the past decade of planning theory. Under the guidance of theorists such as Altshuler (1965), Daland and Parker (1962), and Friedmann (1966), the planner of the 1960's maintained an independent and advisory role to decision-making. However, within the past three or four years and the experience of decentralization primarily in the United States, the advice from the theorists to the practitioner has become perceptibly more critical of this classic, comprehensive planning position and more inclined to suggest political participation. Note is made in the professional literature that the apolitical stance exhibited in Buck and Rath (1970), and Barr (1972) is giving way to new ideas about planning, considering it as social change and confrontation, as put forward by Friedmann (1973, 1974), Bolan (1971), Heskin and Grabow (1973), Rondinelli (1973), Gorss (1971) and Schon (1971), among others.

The advent of planning as politics and intervention is sufficiently new, however, to suffer from vague, catchword terminology. For example, Friedmann recommends that the profession emphasize "interpersonal transactions" and "strategic intervention" (1973); Schon guides planning down a "crisis path of invasion and insurgency" (1971). This is frustrating to research which attempts to measure the reaction to this theme from the profession; Mazziotti (1974) rightly claims that this new intervention notion is not well articulated. What follows below, therefore, is a very basic beginning to sharpen the meaning of planning as politics and intervention, with the intent of clarifying the competence required.
Initially it is helpful to adopt the classification scheme developed by Herzog and Denton (1971) for distinguishing possible levels of intervention and politics. Three such levels are:

1. Instrumental interventions, aimed at individuals.

2. Facilitative interventions, aimed at groups or institutions and intended to improve their functioning within the existing social and economic system.

3. Structural interventions, intended to alter the existing social and economic structure to improve its functioning by eliminating existing structure-determined problems.

In this example, politics-intervention has been broken down by focus, purpose, and means.

Current decentralization theory can be seen to differentiate between two interpretations of politics-intervention. The implications of these two interpretations for the competence of the planner are considerable, and should be incorporated into the ideal set of competencies.

One explanation of the theme in planning theory is put forward by Bolan (1971), and follows closely levels (1) and (2) of the Herzog and Denton example. According to Bolan, the intervention by the planner is said to vary according to units (individuals or groups), rules, the process of interaction itself, and the surrounding environment. Bolan's suggested means of engaging in politics and intervention is adopted from Murray Ross (1955) for organizing communities.* According to Ross and Bolan, the client is helped by the planner to identify problems, to develop an ability to analyze them, to find the resources to deal with

*There is much more to community organization, of course, than Ross' process implies. It contains many more strategies, roles and competencies for the decentralized planner. For an outline of the scope of community organization, see Roland Warren, "Social Change Strategies", paper delivered at Advanced Staff Seminar of the Community Funds and Councils of Canada, Dec. 1967.
them, and to take action on them. Thereby, Bolan clarifies planning intervention as action which is: primarily focussed on the individual and small groups; dependent upon consensus; working in the background and through the client rather than in the frontline on its own. This particular style of intervention requires a certain competence of the planner, chief of which is the ability to coordinate and control the client and his adversaries, and to attain access to those resources essential to this representation. Notably no demands are made for some of the political skills such as manipulation, subversion, and co-optation.

The second interpretation of this theme may be termed structural intervention, for it deals with the remaining level (3) of Herzog and Denton. It is more common to the developing decentralization literature and is apparent in Grabow and Heskin (1973), Rondinelli (1973), Friedmann (1971; 1973) and as far back as Warren (1969). In structural intervention, the action of the planner turns to attaining goals and policies rather than satisfying clients. This intervention deals more with organizations than with individuals; it is more active and apparent than passive and unobtrusive. Its objective is to overcome the barriers presented by modern organizations to achieving social equity. Consequently, the competencies required are more diverse and potentially more difficult to find in the planner than those demanded by the community-organization explanation. They include: the skills in manipulation, management and subversion of institutions; the abilities to negotiate, mediate, confront, coopt, and resolve.
It is evident that politics-intervention in decentralization can assume different meanings. Only one of these interpretations has been incorporated into the model - the structural intervention type. The model of competencies should distinguish between the "community organization" and "structural intervention" levels, and others that may be uncovered in research. Further analysis of the literature on decentralization may help to refine this theme in the ideal set of new competencies.

(b) **Humility**: The ideal set of new competencies incorporated the theme of humility in the context of the professional planner. For the purposes of the questionnaire, the quality was conceptualized as laying aside the professional mantle and working with values contrary to one's own while performing professional tasks. These are the most common implications of the theme in the planning-decentralization literature and are prominent in Piven (1970) and Prefontaine (1973). The concern for humility seems to be directed primarily at professional institutions and their members, for it is they who are most in want of it. As Prefontaine says, "we need - all of us who are collectively connected with the human sciences - to learn humility."

Recently there has been a subtle but important distinction made in the meaning of "humility". With the advent of Friedmann's (1973) concept of transaction, the "individualistic processes" in Thompson and Rath (1973), the personal relations manager approach in Bolan (1971), and the "new ecological ethic" for planning in Grabow and Heskin (1973), it appears that humility is becoming more a personal-value problem than an issue of the professional or professional organizations. The newer contributions to decentralization, typified in Friedmann's transactive
planning, seem to be concerned primarily with exchanges between individuals, rather than with the planner-client relationship. Such decentralist planning demands that the planner be a person, not a role-playing professional. He must establish direct, non-threatening relations with others and must be sensitive to the needs of others. In contrast the model of competencies tested in this thesis does not incorporate this new, more personal meaning of humility in planning. A further refinement of the model then, would have to look beyond a willingness to lay aside the professional mantle to a further willingness to establish personal relations with others.

5.2 The Paradox of Decentralization - A Reevaluation.

The impetus for this research arose from what is called, in subsection 1.3, the paradox of decentralization. At that point it was demonstrated that while the citizen participation movement was beginning to require a decentralization of services and power from the municipal government, the local civil service was purported to be resistant to such reform. It was implied that future decentralization, specifically in planning, would need to anticipate and perhaps act on the conditioning of the staff, so as to avoid the classic conflict between the irresistible force and the immovable object. What conclusions follow from this research about the immovable object - the planning organization so often criticized as dilatory, dull, and even reactive?

The case study of this thesis found the City of Vancouver Planning Department to be in a zone of transition between the two extremes envisioned for such organizations: the bureaucratic/mechanistic model (Burns and Stalker 1961) resembling the immovable object, and the innovative public organization described in Schon (1971), Friedmann (1973),
among others. This transitory state should be qualified by noting three conflicting observations in the case study.

First, it was found that those planners with high professional allegiance claimed that they were also the most capable in meeting the challenges of decentralization presented in the ideal set. With a further professionalization of planning probable in the future, we might expect planning to be more adaptive to new decentralist forms and approaches.

The case study response also revealed the cautious side of the bureaucrat. There is a general inclination amongst the planners in the case agency to further professional development only in the 'safe' areas of competence and not to venture into more contentious zones such as politics and intervention. To repeat Kaplan's (1973) conclusions, there is an "unwillingness to change ideas in common currency concerning professional goals, patterns of behaviour, and techniques."

Thirdly, there was a propensity for younger members of the organization to be more receptive to the ideal set. This could indicate that planning organizations in transition will move towards the innovative extreme as those at junior levels assume greater importance. Such a trend assumes that the process of co-optation and bureaucratization will not influence the views of those junior members. One wonders how the senior groups of the case agency would have responded to the model during their early years in the planning organization.

In sum, there are traces in the empirical work that indicate the contemporary planning organization is neither the immovable object nor "adaptive task forces and pools of competence" (Schon 1971). It simultaneously exhibits characteristics of both. The demands for
decentralization made by the citizen participation movement would seem to be effective in moving the planning organization away from its bureaucratic syndrome, so evident in the recent past. Now that this movement has begun, the crisis of local area planning, the so-called paradox of decentralization, appears to have been over-stated in the literature. Nevertheless, there do remain some centralist-bureaucratic tendencies as outlined in subsection 4.3. This is natural, since tradition has been called the natural path for any large organization (Warren 1971). It is clear that the demands for decentralization of planning services will have to continue to pressure the planning administration in order to guide the state of transition in a decentralized direction.

5.3 Recommendations for Further Study.

There are four broad areas evolving out of this thesis in which further research would be useful.

1. The mix of decentralization and centralization in local public administration.

It is becoming increasingly clear that large central organizations are both a modern way of life and a modern necessity (Kaufman 1973, Wilbern 1973, and Wald 1973). In fact, an overall centralized structure is now being assumed in the decentralized services; note A.J. Kahn's latest book, Policy Issues in the Social Services, 1973. As a result, there arises a need to reanalyze the personnel requirements of centralized planning, (have they changed since the 1960's?) and their compatibility with a seemingly different approach in decentralization.
2. **Attaining decentralization in local public administration.**

What are the strategies for achieving decentralization? Attrition, continuing education, and experimentation are the most popular methods, but remain little understood. In her concluding remarks from a national survey of social planning in Canada, Carter (1973) claimed that experimentation in approach and structure were the fundamental needs of current planning. She did not, however, enunciate at what level, time, or occasion such experimentation should take place.

Gross (1971), Thompson (1965), and Caiden (1969) seem to think a value shift in the individual is the primary prerequisite for achieving reform represented by decentralization. They also leave us with little guidance on how to perform this value shift. Gross, in fact, gives up in despair: "what can any person or group do to bring about fundamental value changes in himself or others?"

3. **Suitability of decentralization for local public administration.**

O'Donnell (1971) has raised a critical issue in his caution that decentralization is in danger of becoming an "organization Twiggy" temporarily capturing the imagination of public administration and causing the disregard of other useful models and experience. It may be a fact that much of the hardware of planning is best delivered and performed from traditional structures. Moreover, as Buck and Rath (1970) clearly point out, the demands for planning services are not entirely reform-oriented, but rather are based on gaining traditional objectives. This challenge makes it necessary to determine the limits of decentralization, as planning theory has apparently done with centralization. For what kind of scale, services, timing, and issues does this approach work?
4. **Conditioning of the citizens for administrative decentralization.**

A final word about the group which has brought the issues of local area planning to prominence. It has been an accurate criticism from the administration and the politicians of the city that citizen groups are capable of opposition but not capable of proposition. The common rebuttal from the citizens is equally accurate - no opportunities are given them to make positive suggestions. Hopefully, with decentralization of the public service and its decision-making role, such opportunities will arrive. The citizen groups will then be confronted with unprecedented problems of consensus, coordination, intervention, and politics. There would be substantial value in an analysis of these new demands and of the resources available to meet them.
References to Chapter One:


*City Hall Magazine,* Toronto. various volumes and issues since 1971.


Ryan, J.H. *A Study Concerned with the Competencies Required in Urban Public Service Occupations*. PhD at the State University of New York at Buffalo, 1972.


White, R. Direct Political Participation and Representative Democracy in the City of Toronto. June 1972, mimeo.


References to Chapter Two:


References to Chapter Three:


Daly, M. "A young angry city planner leaves -- older and happier", Toronto Star, August 27, 1973, p.03.


Laframboise, H.L. "Administrative Inspections and Methods Analysis in the Department of Veterans Affairs", Canadian Public Administration, v.11, 1959, #4, pp. 195ff.


References to Chapter Four:


References to Chapter Five:


January 11, 1974

Mr. Ross Perry,
School of Planning,
University of British Columbia,
Vancouver 8, B.C.

Dear Ross:

I felt obliged when I said that I would at least "flick at it", to "flick at it" early. I did this last night in a "spare moment" and read the whole of Chapter II. I like it very much.

It is right-on where I need to learn, from in depth research, which I believe you have done.

What I would like to do is:

(a) circulate Chapter II to the Local Area Planners in the Department;
(b) arrange (with Brahm) to set up a mind opening session where we can discuss the subject more fully.

The need for this type of meeting, as I think I mentioned to you, is very important to those of us concerned with decentralization. The importance is that we still need to be closer to each other's ideas if we are going to be able to operate in the decentralizing system and retain a sense of purpose and ability to communicate with our fellow planners.

Thank you for letting me see your report. I'll have a word with you again when I get further along with the meeting idea. Please contact me if I can help - or anything.

Sincerely,

Ray Spaxman.
Dear Planner,

This questionnaire is part of research conducted into the preparedness of the municipal planning profession pertinent to local area planning programmes. Local area planning is considered to be the operation of planning services like those provided by Vancouver's Department of Planning from neighbourhood site offices. The West End site office and those intended for Kitsilano and other communities are good examples.

Your objective response to this form is important and confidential. To this end, the questionnaire is distributed and collected anonymously through the cooperation of Mr. Spaxman's office.

The new roles created by local area planning may demand new skills, attitudes and values, and knowledge for the professional planner. Please indicate in each case below to what extent you would approve of and accept these qualities in the professional performance of a fellow planner. (If you wish to elaborate on any answer, please do so on the back of each page.)

1. A knowledge and skill with the software (social) services in planning.
   very acceptable _ acceptable _ neutral _ unacceptable _ very unacceptable _

2. An ability to stifle conflict.
   very acceptable _ acceptable _ neutral _ unacceptable _ very unacceptable _

3. A knowledge of the techniques of community organizing and development.
   very acceptable _ acceptable _ neutral _ unacceptable _ very unacceptable _

4. An orientation to practical projects and tasks to be completed in the near future.
   very acceptable _ acceptable _ neutral _ unacceptable _ very unacceptable _

5. An ability to organize teams of professionals and nonprofessionals or both.
   very acceptable _ acceptable _ neutral _ unacceptable _ very unacceptable _

6. A willingness to lay aside the professional mantle in dealing with the public.
   very acceptable _ acceptable _ neutral _ unacceptable _ very unacceptable _

7. A sense of independence from the central administration.
   very acceptable _ acceptable _ neutral _ unacceptable _ very unacceptable _

8. A skill in manipulating and managing, even to the point of subverting agencies affecting the local area.
   very acceptable _ acceptable _ neutral _ unacceptable _ very unacceptable _
9. A desire to explore new methods and to take on different roles even if they involve uncertain and difficult work situations.

very acceptable_ acceptable_ neutral_ unacceptable_ very unacceptable_

0. A knowledge of the principles of group dynamics.

very acceptable_ acceptable_ neutral_ unacceptable_ very unacceptable_

1. A propensity to view and work with the local problems in terms of larger social issues such as income redistribution.

very acceptable_ acceptable_ neutral_ unacceptable_ very unacceptable_

2. A skill in long range planning.

very acceptable_ acceptable_ neutral_ unacceptable_ very unacceptable_

3. An acceptance of the plan as a personal commitment.

very acceptable_ acceptable_ neutral_ unacceptable_ very unacceptable_

4. Skill in intervening, reforming, and animating government and private administrations (including your own).

very acceptable_ acceptable_ neutral_ unacceptable_ very unacceptable_

5. A willingness to accept values contrary to one's own and to work within that frame of reference.

very acceptable_ acceptable_ neutral_ unacceptable_ very unacceptable_

6. An ability to maintain a position independent of community politics.

very acceptable_ acceptable_ neutral_ unacceptable_ very unacceptable_

Please evaluate as objectively as possible your own strengths and weaknesses in relation to these qualities of the local area planner.

7. An ability to manipulate, manage, even subvert agencies affecting local communities.

specialist_ competent_ limited_ low_

8. A knowledge of the techniques of community organizing and development.

specialist_ competent_ limited_ low_

9. Skill in long range planning.

specialist_ competent_ limited_ low_

0. Knowledge of the principles of group dynamics.

specialist_ competent_ limited_ low_

1. An ability to organize teams of professionals and nonprofessionals or both.

specialist_ competent_ limited_ low_

2. An ability to stifle conflict.

specialist_ competent_ limited_ low_

3. A workable knowledge in the software (social) services in planning.

specialist_ competent_ limited_ low_

4. Skill in intervening, reforming, and animating government and private administrations (including your own).

specialist_ competent_ limited_ low_
For your own professional development, which of the preceding eight qualities (#17-24) would you choose to improve?

Please list number (s) __________________________.

Would you care to comment further?

Please check the following:

1. You are a planner I __, planner II __, planner III __, director-level __.
2. You have been in the planning profession for under 2 years __, 2 to 5 __, 6 to 10 years __, over 10 years __.
3. Your professional training has been in planning __, architecture __, engineering __, the social sciences __, other (Please specify) ____________.
4. You are a member of the Town Planning Institute of Canada: Yes __ No __.
5. Please list any memberships you have in other professional organizations, and any professional journals which you read regularly.
   ____________________________________________________________________________
6. You view the future direction of this department as an important issue __, an issue __, not really of personal concern __.
7. Your personal age is under 30 __, 30 to 40 __, 40 to 50 __, 50 to 60 __.
8. Your work is accomplished primarily out of a site office __, both out of a site office and at city hall __, at city hall __.

Thank you very much for your consideration and response. Please use the brown envelope to return the questionnaire to Ms. Marnie Cross of Mr. Spaxman's office, by Wednesday, February 6, 1974.

The information gathered from this form will be used in my master's thesis, The Conditioning of the Municipal Planning Team for Administrative Decentralization: Anticipation of Local Area Planning in the City of Vancouver, to be submitted to the University of British Columbia library, May, 1974.

Thanks again,

__________________________

School of Planning, University of British Columbia.
Appendix: Item III

Statistics for Subsection 4.2: Evaluating the Hypotheses.

Hypothesis A

Summary Table A: Linkages Between The Characteristics of Planning Personnel and Acceptability of New Competencies for Decentralization.

<table>
<thead>
<tr>
<th>Organizational Position</th>
<th>Ability to Stifle Conflict</th>
<th>Willingness to Lay Aside Professional Mantle</th>
<th>Sense of Independence from Central Administration</th>
<th>Manipulative, Manoeuvre Subvert Local Agencies</th>
<th>Adopt Plan as a Personal Commitment</th>
<th>Accept/Work with Values Contrary to One's Own</th>
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</tbody>
</table>

Linkage = (see pages 89, 90) established by 'outstanding' proportional response of categories in independent variables (listed at top of summary table) to new competencies.

A(i) position in the planning organization:

- Receptive to laying aside the professional mantle:
  - Junior planners: 87.5% (7)
  - Senior planners: 50.0% (2)
  - Directors: 75.0% (3)

- Receptive to accepting and working with values contrary to one's own:
  - Junior planners: 60.0% (6) (all response very receptive)
  - Senior planners: 75.0% (3)
  - Directors: 75.0% (3)
receptive to adopting the plan as a personal commitment -
  junior planners 50.0% (5) (all response very receptive)
  senior planners 50.0% (2)
  directors 50.0% (2)

receptive to manipulating, managing, subverting local agencies --
  junior planners 40.0% (4)
  senior planners 25.0% (1)
  directors 0.0% (0)

receptive to incorporating a sense of independence from the central administration in professional performance -
  junior planners 70.0% (7)
  senior planners 50.0% (2)
  directors 25.0% (1)

A(ii) allegiance to the planning profession:

receptive to manipulating, managing, subverting local agencies -
  TPIC members 69.2% (9)
  non-TPIC members 40.0% (4)

receptive to laying aside professional mantles and working with/adopting values contrary to one's own -
  TPIC members 78.0% (7)
  non-TPIC members 56.5% (8)
  regular readers 82.0% (6)
  non-readers 60.0% (3)

A(iii) experience with decentralization:

receptive to working with/adopting values of others -
  site-office planners 75.0% (3)
  city-hall planners 60.0% (10)

receptive to planner incorporating a sense of independence from the central administration -
  site-office planners 100% (4)
  city-hall planners 47.8% (8)

receptive to manipulating, managing, subverting local agencies -
  site-office planners 25.0% (1)
  city-hall planners 41.7% (7)

receptive to stifling conflict -
  site-office planners 25.0% (1)
  city-hall planners 56.3% (7)
receptive to planner adopting plan as a personal commitment -
  site-office planners  25.0% (1)
  city-hall planners  52.9% (9)

Hypothesis B

Summary Table B: Linkages Between Characteristics of Planning Personnel and the Availability of New Competencies for Decentralization.

<table>
<thead>
<tr>
<th>Linkage</th>
<th>(see pages 89,90) established by 'outstanding' proportional response of categories in independent variables (listed at top of summary table) to new competencies.</th>
</tr>
</thead>
<tbody>
<tr>
<td>B(i)</td>
<td>Position in the planning organization:</td>
</tr>
<tr>
<td>low-limited competence in the knowledge of community organizing and development techniques -</td>
<td>junior planners  70.0% (7)  intermediate planners  0.0% (0)  senior planners  50.0% (2)  directors  50.0% (2)</td>
</tr>
</tbody>
</table>
limited competence in long-range planning skills -
- junior planners 50.0% (5)
- intermediate planners 0.0% (0)
- senior planners 0.0% (0)
- directors 0.0% (0)

limited competence in skill in organizing teams of professionals, non-professionals or both -
- junior planners 66.7% (4)
- intermediate planners 0.0% (0)
- senior planners 0.0% (0)
- directors 25.0% (1)

low-limited competence in skills of administering reform in private and public organizations -
- junior planners 66.7% (4)
- intermediate planners 0.0% (0)
- senior planners 0.0% (0)
- directors 50.0% (2)

low-limited competence in the political skills of stifling conflict -
- junior planners 40.0% (4)
- intermediate planners 50.0% (1)
- senior planners 0.0% (0)
- directors 100% (3)

limited competence in knowledge of group dynamics -
- junior planners 60.0% (5)
- intermediate planners 33.3% (1)
- senior planners 25.0% (1)
- directors 100% (4)

low-limited knowledge in the software (social) services of planning -
- junior planners 50.0% (5)
- intermediate planners 33.3% (1)
- senior planners 25.0% (1)
- directors 50.0% (2)

B(ii) allegiance to the planning profession:

low competence in manipulating, managing and subverting local agencies -
- TPIC members 12.5% (1)
- non-TPIC members 41.7% (5)
- member of other prof. org. 18.2% (2)
- non-member 44.4% (4)
- readers of 5+ journals 0.0% (0)
- non-readers 60.0% (3)
limited-low competence in the knowledge of community organizing and development -

<table>
<thead>
<tr>
<th></th>
<th>TPIC members</th>
<th></th>
<th>non-TPIC members</th>
<th></th>
<th>member of other prof. org.</th>
<th></th>
<th>non-members</th>
<th></th>
<th>readers of 5+ journals</th>
<th></th>
<th>non-readers</th>
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<td></td>
<td>45.5% (5)</td>
<td></td>
<td>61.8% (8)</td>
<td></td>
<td>36.4% (4)</td>
<td></td>
<td>83.6% (9)</td>
<td></td>
<td>0.0% (0)</td>
<td></td>
<td>67.3% (5)</td>
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</table>

limited competence in long-range planning skills -

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<th>non-TPIC members</th>
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<th>members of other prof.org.</th>
<th></th>
<th>non-members</th>
<th></th>
<th>readers of 5+ journals</th>
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<th>non-readers</th>
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<td></td>
<td>10.0% (1)</td>
<td></td>
<td>36.4% (4)</td>
<td></td>
<td>7.7% (1)</td>
<td></td>
<td>50.0% (4)</td>
<td></td>
<td>0.0% (0)</td>
<td></td>
<td>75.5% (3)</td>
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</table>

limited competence in the skills of organizing professional and non-professional teams -

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<tr>
<th></th>
<th>TPIC members</th>
<th></th>
<th>non-TPIC members</th>
<th></th>
<th>members of other prof.org.</th>
<th></th>
<th>non-members</th>
<th></th>
<th>readers of 5+ journals</th>
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<th>non-readers</th>
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<td>30.3% (3)</td>
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<td>41.7% (5)</td>
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<td>15.4% (2)</td>
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<td>66.7% (6)</td>
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<td>0.0% (0)</td>
<td></td>
<td>75.0% (3)</td>
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low competence in the skills of administering reform in public/private agencies -

<table>
<thead>
<tr>
<th></th>
<th>TPIC members</th>
<th></th>
<th>non-TPIC members</th>
<th></th>
<th>members of other prof.org.</th>
<th></th>
<th>non-members</th>
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<th>readers of 5+ journals</th>
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<th>non-readers</th>
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<td>25.0% (3)</td>
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competent in the knowledge of group dynamics -

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<td>30.8% (4)</td>
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<td>50.0% (5)</td>
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<td>60.0% (3)</td>
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B(iii) experience with decentralization:

limited-competent skill in manipulating, managing, subverting local agencies -

<table>
<thead>
<tr>
<th></th>
<th>site-office planners</th>
<th></th>
<th>site-office/city hall planners</th>
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<th>city hall planners</th>
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</thead>
<tbody>
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<td></td>
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<td></td>
<td>100% (2)</td>
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<td>53.0% (8)</td>
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competent-specialist in the knowledge of community organizing and development techniques -

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<thead>
<tr>
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<th>city-hall planners</th>
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<tbody>
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<td>low-limited competence in the knowledge of group dynamics -</td>
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<tr>
<td>site-office planners</td>
<td>75.0% (3)</td>
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<td></td>
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<tr>
<td>site-office/city-hall planners</td>
<td>100% (2)</td>
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<td>city-hall planners</td>
<td>29.4% (5)</td>
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competent-specialist in the knowledge of the software (social) services in planning -

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<th>city-hall planners</th>
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</thead>
<tbody>
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<td></td>
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<tr>
<td>site-office planners</td>
<td>33.3% (1)</td>
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B (iv) professional background:

competent-specialist in the manipulation, management, subversion of local agencies -

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<tr>
<th></th>
<th>planning</th>
<th>planning in combination</th>
<th>architecture</th>
<th>social sciences</th>
<th>other</th>
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<td>site-office planners</td>
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<tr>
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<tr>
<td>city-hall planners</td>
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competent in administrative reform skills -

<table>
<thead>
<tr>
<th></th>
<th>planning</th>
<th>planning in combination</th>
<th>architecture</th>
<th>social sciences</th>
<th>engineering</th>
<th>other</th>
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</thead>
<tbody>
<tr>
<td>competent instilling conflict -</td>
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<tr>
<td>planning</td>
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<td>planning in combination</td>
<td>83.8% (5)</td>
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<td></td>
</tr>
<tr>
<td>architecture</td>
<td>33.3% (1)</td>
<td></td>
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<td></td>
</tr>
<tr>
<td>social sciences</td>
<td>0.0% (0)</td>
<td></td>
<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td>engineering</td>
<td>50.0% (1)</td>
<td></td>
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</tr>
<tr>
<td>other</td>
<td>0.0% (0)</td>
<td></td>
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</tr>
</tbody>
</table>

competent-specialist in organizing teams of professionals or nonprofessionals -

<table>
<thead>
<tr>
<th></th>
<th>planning</th>
<th>planning in combination</th>
<th>architecture</th>
<th>engineering</th>
<th>social sciences</th>
<th>other</th>
</tr>
</thead>
<tbody>
<tr>
<td>competent instilling conflict -</td>
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</tr>
<tr>
<td>planning</td>
<td>44.4% (4)</td>
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<td>planning in combination</td>
<td>100% (6)</td>
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<tr>
<td>architecture</td>
<td>33.3% (1)</td>
<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td>engineering</td>
<td>50.0% (1)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>social sciences</td>
<td>0.0% (0)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>other</td>
<td>0.0% (0)</td>
<td></td>
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<td></td>
<td></td>
</tr>
</tbody>
</table>
competent-specialist in long-range planning skills -
  planning 90.0% (9)
  planning in combination 100% (6)
  architecture 33.3% (1)
  engineering 0.0% (0)
  social sciences 0.0% (0)

B(ψ) personal age:

limited-competent in the knowledge of community organizing and development -
  under 30 years of age cohort 66.6% (6)
  30 - 40 83.3% (5)
  41 - 50 100% (6)
  51 - 60 100% (2)

competent-specialist in long-range planning skills -
  under 30 years of age cohort 62.5% (5)
  30 - 40 83.3% (5)
  41 - 50 80.0% (4)
  51 - 60 100% (2)

competent-specialist in knowledge of group dynamics -
  under 30 years of age cohort 55.5% (5)
  30 - 40 50.0% (3)
  41 - 50 33.3% (2)
  51 - 60 0.0% (0)

competent skill in administrative reform in public and private organizations -
  under 30 years of age cohort 37.5% (5)
  30 - 40 80.0% (4)
  41 - 50 87.5% (5)
  51 - 60 0.0% (0)
Hypothesis C

Summary Table C: Linkages Between Acceptability and Availability of New Competencies for Decentralization.

<table>
<thead>
<tr>
<th>Ability to Stifle Conflict</th>
<th>Willingness to Lay Aside Profess. Morale</th>
<th>Sense of Independence from Cent. Admin.</th>
<th>Ability to Manipulate, Manage, Subvert</th>
<th>Adopt Plan as a Personal Commitment</th>
<th>Work/Adopt Values Which Are Contrary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Linkage = (see pages 89, 90) established by 'outstanding' proportional response of categories in independent variables (listed at top of summary table) to new competencies.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

C(i) availability of skill in the manipulation, management, and subversion of local agencies:

- Receptive to the planner incorporating a sense of independence to the central administration -
  - Planner group with low competence in man/Manag/subvert skill: 50.0% (3)
  - Planner group with limited competence: 50.0% (4)
  - Planner group with competence: 80.0% (4)
  - Planner group with specialist-level competence: 0.0% (0)

- Receptive to the planner manipulating, managing, subverting local agencies -
  - Planner group with low competence in man/Manag/subvert skill: 16.7% (1)
  - Planner group with limited competence: 25.0% (2)
  - Planner group with competence: 80.0% (4)
  - Planner group with specialist-level competence: 0.0% (0)
receptive to planner incorporating skills in stifling conflict -  
- planner group with low competence in man/manage/subvert skill: 16.7% (1)  
- planner group with limited competence: 14.3% (1)  
- planner group with competence: 40.0% (2)  
- planner group with specialist-level competence: 100% (1)  

receptive to planner adopting values contrary to his own -  
- planner group with low competence in man/manage/subvert skill: 66.7% (4)  
- planner group with limited competence: 75.0% (6)  
- planner group with competence: 20.0% (1)  
- planner group with specialist-level competence: 100% (1)  

C(ii) availability in knowledge in group dynamics:  
receptive to planner incorporating a sense of independence from the central administration -  
- planner group with low competence in group dynamics: 100% (1)  
- planner group with limited competence in group dynamics: 41.6% (5)  
- planner group with competence in group dynamics: 77.7% (7)  
- planner group with specialist-level competence: 100% (1)  

receptive to the manipulating, managing, and subverting of local agencies -  
- planner group with low competence in group dynamics: 0.0% (0)  
- planner group with limited competence in group dynamics: 16.2% (2)  
- planner group with competence in group dynamics: 55.8% (5)  
- planner group with specialist-level competence: 0.0% (0)  

receptive to the planner adopting values contrary to his own while on the job -  
- planner group with low competence in group dynamics: 0.0% (0)  
- planner group with limited competence in group dynamics: 61.8% (8)  
- planner group with competence in group dynamics: 66.7% (6)  
- planner group with specialist-level competence: 100% (1)  

receptive to planner possessing skills to stifle conflict -  
- planner group with low competence in group dynamics: 0.0% (0)  
- planner group with limited competence in group dynamics: 63.7% (7)  
- planner group with competence in group dynamics: 33.3% (3)  
- planner group with specialist-level competence: 0.0% (0)  

receptive to planner laying aside his professional mantle -  
- planner group with low competence in group dynamics: 100% (1)  
- planner group with limited competence in group dynamics: 83.8% (10)  
- planner group with competence in group dynamics: 55.5% (5)  
- planner group with specialist-level competence: 0.0% (0)