

ONE PARENT FAMILIES - THEIR HOUSING NEEDS

by

NANCY E. HOOD

B.A., Queen's University, 1974

A THESIS SUBMITTED IN PARTIAL FULFILLMENT OF
THE REQUIREMENTS FOR THE DEGREE OF
MASTER OF ARTS

in

THE FACULTY OF GRADUATE STUDIES
School of Community and Regional Planning

We accept this thesis as conforming
to the required standard

THE UNIVERSITY OF BRITISH COLUMBIA

May, 1976

In presenting this thesis in partial fulfilment of the requirements for an advanced degree at the University of British Columbia, I agree that the Library shall make it freely available for reference and study.

I further agree that permission for extensive copying of this thesis for scholarly purposes may be granted by the Head of my Department or by his representatives. It is understood that copying or publication of this thesis for financial gain shall not be allowed without my written permission.

Department of

Community and Regional Planning

The University of British Columbia
2075 Wesbrook Place
Vancouver, Canada
V6T 1W5

Date

April 30, 1970

ABSTRACT

The work began as a response to a question put forth by a person involved with housing for single parents, "What is the best kind of housing for one parent families?" In answer to this question the accommodation requirements of this group must be explored. The purpose of this thesis is to delineate these needs and to suggest ways in which these housing needs should be met.

The Canadian work on single parents (Canadian Council on Social Development, 1972; Guyatt, 1972; Schlesinger, 1975) does not focus specifically on housing but does identify it as a problem or issue for the single parent group. In keeping with the methodologies of the first two studies cited, a survey of organizations which serve one parent families was conducted. In addition two case studies of housing projects in the Vancouver-Victoria area, the YWCA Group Homes and the Bishop Cridge Centre for the Family, formed part of the research design.

Findings were obtained through questionnaires, interviews and group meetings. Some of the encounters were video-taped to be used later in feeding back the results to the study participants. Through these feedback sessions and analysis of the findings of a literature review, the survey of organizations and the two case studies, a number of conclusions were drawn. These conclusions about the housing needs of one parent families were presented in terms of four issues which repeatedly emerged in the research:

Income

Discrimination

Isolation versus Integration

Childcare and Support Services.

Insufficient income was found to be the greatest housing problem for the one parent family. A universal income maintenance scheme would ameliorate this problem with the fewest possible distasteful side affects for the client group. However, if this is not feasible alternate schemes for single parent families are suggested.

Discrimination because they are parents on their own and because they have children was also a great concern. Landlord rejection because of single parent status can be discouraged by bringing such injustices to the attention of the Human Rights Commission. The real answer to this problem however lies in a societal change in attitude towards single parenthood.

Isolation versus Integration refers to the controversy about housing designed especially for a client group or housing people unidentifiably within the context of the rest of the community. It was found that both approaches not either alone, are required to meet the divergent needs of one parent families. An integrated approach to the delivery of services for single parent families is required with both patterns of housing. Co-ordination would ensure that through the private and public sectors a system of services from crisis or transition shelters to housing subsidies would be available.

Childcare and support services are the second greatest need expressed by the single parent. Both of these services permit the parent to gain independence. The integration of these into the residential environment would achieve this in the most efficient way possible. Suggestions regarding the funding and the location of service facilities are also proffered.

All of these issues have been discussed elsewhere. What is significant is that these issues are identified as housing needs. These issues are inextricably linked in the minds of the single parents who must make decisions about housing. This interrelationship points to the holistic approach necessary in the delivery of housing services to one parent families.

TABLE OF CONTENTS

	<u>Page</u>
ABSTRACT	i
ACKNOWLEDGEMENT	vii
CHAPTER ONE - INTRODUCTION	1
THE NEED FOR STUDY	1
TERMS AND CONCEPTS DEFINED	2
THE NATURE OF THE INQUIRY	3
CHAPTER TWO - ONE PARENT FAMILIES: THE LITERATURE	6
THE NATURE OF SINGLE PARENTHOOD	6
THE ONE PARENT FAMILY - THE SOCIETAL CONTEXT	9
The Canadian Context	10
The American Experience	11
The British Context	12
a) The Netherlands	13
b) Germany	13
c) Scandinavia	13
THE SCANDINAVIAN EXAMPLE - A SPECIAL CASE	14
SUMMARY	15
CHAPTER THREE - REGARDING THE METHODOLOGY	17
THE USER NEED STUDY	17
THE ACTION RESEARCH STANCE	18
THE ONE PARENT POPULATIONS	18
THE THESIS FORMAT - FORM FOLLOWS FUNCTION	19
CHAPTER FOUR - YWCA GROUP HOMES	21
THE HISTORY OF THE GROUP HOMES	21
THE HOUSING NEEDS OF THE GROUP HOMES RESIDENTS	23
THE FINDINGS	24
THE POLITICAL ECONOMY OF GROUP HOMES	27
SUMMARY	28
CHAPTER FIVE - BISHOP CRIDGE CENTRE FOR THE FAMILY	30
BACKGROUND INFORMATION	30
THE HOUSING NEEDS OF THE BISHOP CRIDGE/HAYWARD HEIGHTS RESIDENTS	32

	<u>Page</u>
THE FINDINGS	33
SUMMARY	37
CHAPTER SIX - ORGANIZATIONS WHICH SERVE ONE PARENT FAMILIES	39
ORGANIZATIONS QUERIED - THE METHOD	39
ORGANIZATIONS CONTACTED	40
Big Brothers	40
Big Sisters	40
B.C. Indian Homemakers Association	40
Crossreach Single Parents	41
Family Place	41
Parents Without Partners	41
Project Parent	42
Transition House	42
Vancouver and District Public Tenants Association	43
Volunteer Grandparents	43
The Workshop	43
THE FINDINGS	44
Income	44
a) Emergency Housing	44
b) Income Mix	45
c) A Culture of Poverty	46
Discrimination	47
Services	48
Location Requirements	48
The Physical Design of the Environment	49
THE ROLE OF THE ORGANIZATION	49
SUMMARY	50
CHAPTER SEVEN - THE HOUSING NEEDS OF ONE PARENT FAMILIES:	
SYNTHESIS AND RECOMMENDATIONS	51
THE ISSUES	51
THE INTERRELATEDNESS OF THE ISSUES	52
RECOMMENDATIONS - AN ISSUE ORIENTATION	54
Income	54
Discrimination	57
Isolation versus Integration	59
Childcare and Support Services	61
SUMMARY	64
LITERATURE CITED	65
APPENDIX A: Housing Needs of One Parent Families, Questionnaire	67
APPENDIX B: Housing Needs of One Parent Families, Questionnaire	74

APPENDIX C: Bishop Cridge Centre for the Family "Threshold" Policy for Hayward Heights Rental Accommodation	81
APPENDIX D: The Bishop Cridge Centre for the Family, Application for Rental Accommodation	83
APPENDIX E: Question Schedule for Organization Membership Interviews	86
APPENDIX F: Human Rights Case Test of New B.C. Code, Newspaper Article	87
APPENDIX G: Census and Statistical Information Concerning the One Parent Family	88
VIDEOTAPE: Located in the Special Collections Division of the Library	

ACKNOWLEDGEMENTS

I would like to thank Penny Gurstein for her co-operation in an affiliated research project; my readers, Henry Hightower and Ann McAfee, for their guidance and constructive criticism; the single parents who so willingly contributed time and information; the staff people from the organizations, the YWCA Group Homes, and the Bishop Bridge Centre for the Family. Finally I would like to say a special thank you to the fellow members of the consulting collective, E. Cull and J. Davidson for creating such a stimulating environment in which to work and for faithfully renewing their partner's spirit.

You see two men, a woman and some children walking on the street and you think its a family. Then you see two women, a man and a child. Is that a family too? How do you describe these new relationships?

The family as we know it didn't always exist. These emerging life styles evolved from needs and contexts, they are dynamic. The people are alive, interested, searching. They are rejecting the idea of one definitive mode imposed forever.

Jacques Gagne
Assistant Executive Director
Vanier Institute of the Family

CHAPTER ONE - INTRODUCTION

Increasingly the working definition of family, "one mother plus one father plus two and a half children equal one average Canadian family," is becoming untenable. Changes in family structure and societal values have resulted in an increasing diversity of lifestyles. Communal living, informal family formation and the emergence of the one parent family present challenges to those people, including planners, who are designing social and housing policy and programs in Canada.

THE NEED FOR STUDY

Comparatively little is known about a type of family which comprises almost ten percent of all Canadian families. According to the 1971 census, 478,745 of the 5,070,685 families in Canada are headed by one parent. Families headed by a male single parent numbered 100,680 while 378,065 families had a one-parent female head (see appendix for additional census data).

This thesis is the outcome of a question posed by a person involved with single parent housing:

I've had calls inviting me to submit proposals for housing for single parents. The money is there but I don't know what to ask for. What is the best kind of housing for single parents?

This thesis is intended as an initial step in planning housing for one parent families. It is an attempt to go beyond the existing Canadian studies, to incorporate studies conducted in other countries and survey research in the Vancouver/Victoria areas of British Columbia and to extend the knowledge base concerning the housing needs of one parent families. The purpose is to delineate the housing needs of one parent families in order that planning might be more responsive to

this segment of society. The conclusion of this research is that housing needs and social service needs, or delivery systems to meet these needs, cannot, at least for one parent families, be planned separately. Housing is a social service, subsidized or not. Social services cannot substitute for appropriate housing.

TERMS AND CONCEPTS DEFINED

The Canadian census defines a "one parent family" as, "one parent with an unmarried child regardless of age, or a man and/or woman with a guardianship child or ward under 21 years of age." When the term one parent family is used it includes parents who are:

1. Widowed, divorced, separated, deserted and unmarried;
2. Male and female parents;
3. Those who are currently receiving social assistance and those who are self supporting (the "working poor" and the middle income group);
4. Those who have become heads of one parent families during the past year and those who have had a longer experience;
5. Those with preschool children, those with latency age children and those with adolescents;
6. Those who are members of one parent organizations and those who are not.

(Canadian Council on Social Development,
1971, p. 4)

The terms "one parent families" and "single parent families" are used interchangeably in this thesis.

The concept of "user need" is essential for an understanding of the research design.

As long as the terms are defined broadly, it would probably be generally accepted that the needs of people are of two kinds, physical and psychological. Food, clothing and shelter are examples of physical needs. Illustrations of psychological

needs might include the need for affection, the need for experience and the need for a sense of status and significance.

(Social Planning Council of Metro
Toronto, 1961, p. 2)

An examination of the housing requirement of one parent families involves both the physical and psychological aspects of the concept. Therefore, the term "housing" refers to the shelter itself and to the related services.

Another means of need has also been considered - this is societal need. Defined in the context of social planning, a societal need is felt or expressed need which, "the community has acknowledged as a need and for which it has accepted some measure of collective responsibility (Social Planning Council of Metro Toronto, 1961, p. 2). Housing for one parent families is in the process of becoming a societal need. This process has two parts, 1) a need the community accepts as such, and 2) the recognition that the satisfaction of the need is at least in part a community responsibility. One aim of this thesis is to present the felt needs of one parent families so that these needs may gain further acceptance as societal needs.

THE NATURE OF THE INQUIRY

If this study were to be characterized in one word it would be "investigative". The purpose, as stated, is to identify needs. This is a pioneering effort with respect to the elucidation of the housing service requirements of the one parent family in the Canadian context. When the housing needs of one parent families have been dealt with in a qualitative manner further work will be required to ascertain the exact magnitude of the need. This latter task, the determination of the magnitude of the demand for housing services, is not within the terms

of reference of this thesis. While there is no attempt to delineate the magnitude of the needs of one parent families, in the specific housing services examined wherever possible some comment is made concerning the adequacy of a service. The need in these cases is assessed in terms of the total number of applications for a service versus the number that are able to be accommodated.

Time and budget constraints made a traditional random sample approach prohibitive. As the concern was with the qualitative rather than quantitative aspects of housing need three single parent populations were chosen. The residents of the two housing projects and the members of the various single parent organizations are not necessarily a representative sample of the one parent families in the Lower Mainland. However, the selection of two working models of one parent family housing plus a survey of organizations is an attempt to draw from the broadest spectrum of the single parent community in terms of age, income and lifestyle.

The research process consisted of three phases. The first phase of the research involved a review of the literature concerning the one parent family. The second phase concerned the determination of needs. Information from two groups of single parents, the residents of the Vancouver YWCA and the residents of the Bishop Cridge Centre for the Family in Victoria, is presented in the form of two case studies. The results of a survey of organizations which serve one parent families are also discussed.

The third phase of the research involved information dissemination activities. The findings, recommendations and the videotape have been presented to various groups, for example the B.C. Human Rights Commission,

the YWCA Housing Committee and Group Homes residents, the Bishop Cridge Staff and residents, the provincial office of The Status of Women, Central Mortgage and Housing Corporation - regional office staff.

This chapter has outlined the author's concern that a greater knowledge base concerning one parent families be obtained in order that the most suitable housing programs and policies may be formulated. Towards that end this thesis identifies the housing needs of one parent families. On the basis of these some recommendations and directions for further study are identified although the primary purpose involves the delineation of the housing needs of one parent families.

Chapter Two discussed methodological approaches used in this thesis.

Chapter Three reviews the pertinent literature, the background literature about the nature of single parenthood and the policy and research documents from other countries, notably Great Britain, Sweden and Denmark.

Chapters Five through Six discuss the three populations, research methodologies employed and findings. In Chapter Seven the conclusions and recommendations are presented.

CHAPTER TWO - ONE PARENT FAMILIES: THE LITERATURE

In this chapter some of the literature concerning the nature of single parenthood is reviewed. Policies and programs from other countries are examined. Following this discussion the needs of single parents which are identified in the literature are presented.

THE NATURE OF SINGLE PARENTHOOD

In the Introduction the one parent family is defined in terms of one adult and one or more children with little emphasis on how the family came to be a one parent family. This is a conscious decision in an attempt to narrow the focus of the study. Although it is not pursued in this thesis the how and why of one parent family formation is necessary for an understanding of this familial phenomenon. Sprey in an article which emphasizes methodological considerations states, "the specific type of single parenthood - bereavement, divorce, separation, or unwed motherhood - is of great importance" (Sprey, 1975, p. 49). He proceeds to discuss single parenthood, "its major empirical manifestations" and the problems which often result. Many of the concerns one parent families face have causal relationships with the crises which resulted in the one parent family formation, for example the death of a spouse. The one parent family is an aberration from the statistical norm and it is socially stigmatized because of the absence of one parent and because of the crisis which brought the family about. This produces a situation where, "given the reciprocal nature of emotional role behavior, it is highly doubtful that all obligations of that nature can be absorbed by the remaining parent" (Sprey, 1975, p. 50).

Much of the emphasis in the literature concerning the one parent family is placed on the social psychological needs of the family, what Sprey refers to as "emotional role behavior". There are three divergent responses to these social psychological needs offered. The service approach, contributions primarily by social workers, advocates the establishment of services to meet the needs of this particular client group (CCSD, 1972; National Council on Illegitimacy, 1968; Nicholson, 1968). The self-help or mutual support alternative is suggested by an internal organization for single parents (Clayton, 1971). A combination approach, the outcome of a collaborative project by an organization and a government service agency is also documented (Department of National Health and Welfare, 1974). Buckland in "Toward a Theory of Parent Education: Family Learning Centers in the Post-Industrial Society" suggests family education programs as a means of preventing family crisis.

Many affluent middle-class families function at a psychological survival level, while other families still struggle at a physical survival level in a society which has not yet established priorities in terms of human well-being. Families tend to feel bewildered by change resistant and reactive, not having been taught any skills for the management of change.

(Buckland, 1972, p. 151)

A significant proportion of the literature is concerned with one of the single parent categories mentioned by Sprey - unwed motherhood. The experience of unwed mothers in New York over a six year period is documented in a study by Sauber and Corrigan. The emotional and financial problems of young mothers are examined from a micro perspective. In terms of this thesis the most significant finding concerns the changes in the characteristics of the housing occupied as the one parent family stabilizes.

That some of these mothers and their families must live in inadequate and crowded housing, and that they, like other young families either in an effort to improve their quarters or for other reasons, have moved from place to place, is already clear from the data presented. For the group as a whole, however, the housing conditions found to exist when the first-born was nearing the age of six years appear somewhat better than the housing occupied by the young families when the first-born was less than eighteen months of age. To some extent, these improvements reflect the fact that many have moved to homes of their own, decreasing the crowding that existed when they lived with their parents or others, and fewer may be living in the temporary quarters they may have had to establish for themselves when they first became parents with an infant to care for.

(Sauber, 1970, p.80)

A Vancouver based study (Poulos, 1969), also from a micro perspective, establishes an inventory of problems experienced by the single mothers living in co-operative homes (see page 20). The past and anticipated problems of the mothers are ranked and weighted as follows:

Past Problems

Rank Order:	Weighted Score
1. Daycare	113
2. Income management	97
3. Personal adjustment	90
4. Living arrangements	88
5. Child rearing and care	79
6. Getting along in the community	76
7. Employment	67
8. Sex education	51
9. Job training	43
10. Family court action	40
11. Health	26

Anticipated Problems - fewer problems were anticipated than had already been experienced.

Rank Order:	Weighted Score
1. Daycare	92
2. Child rearing and care	85
3. Living arrangements	82
4. Income management	81
5. Personal adjustment	71

"Those areas of greatest concern to 60% or more of the mothers included: daycare, income management, personal adjustment, child rearing and care, and getting along in the community" (Poulos, 1969, pp. 10-12).

The earlier literature which is not discussed here focusses on illegitimacy. The disappearance of this term in later writings is perhaps indicative of a changing societal attitude towards single mothers. This change is also reflected in a delightful narrative by Klein, The Single Parent Experience. Her topic is single parenthood as an alternative lifestyle, the experience of those who have chosen the role of single parenthood. Many of these people opt for communal living arrangements. This interesting group of single parents, an unknown but assuredly small proportion of the total one parent population, is not dealt with specifically in this thesis.

THE ONE PARENT FAMILY - THE SOCIETAL CONTEXT

The needs of the one parent family must be considered within the larger social structure. Two empirical studies in particular attempt this through a comparison of one and two parent

The relationship of the single parent to the rest of society in terms of his or her social and economic position is the topic of a position paper by a local chapter of a single parent organization. The socio-economic aspects of single parenthood are discussed in a paper by Campbell, a member of the Parents Without Partners organization (see Chapter Four for information concerning this organization). Working from the assumption that single parent families have different costs and different problems than two parent families, the author goes on to make specific recommendations concerning housing support services and financial assistance:

Housing: It is recommended that subsidized housing be provided, integrated with the community at large rather than in low income or single parent segregated high density areas. This integration with the rest of the community is seen as a way of encouraging single parents and their children "to maintain a reasonable social life, and for the children particularly to get the advantages of a wide spectrum of background and education among their friends". The integration of single parent families into apartment buildings with a maximum of 15% of the units to be inhabited by one parent families is suggested in terms of location. Any single parent housing which is planned should afford "easy access to stores, recreation and childcare facilities and public transportation".

Income: Government intervention is necessary to ensure the payment of support and suggest that outstanding payments should be "treated as delinquent Income Taxes". The payment plus a processing surcharge would be taxed back and passed along to the one parent family concerned. There is also a need for financial assistance. A single parent family allowance in addition to the social assistance allotment, according to need, should be incorporated in the childrens' allowance in one parent families (Campbell, Parents Without Partners, unpublished paper).

The Canadian Context

In 1972 increasing interest in the one parent family resulted in two studies, the Guyatt study sponsored by the Vanier Institute for the

Family and the Canadian Council on Social Development Investigation.

Guyatt identifies financial need as the greatest problem of one parent families followed closely by their need to be included in the community (for information from the 1971 census substantiating Guyatt's thesis see Appendix on Census and Statistical Material). Housing represents the largest outlay for the family. "More adequate public support in the form of a guaranteed annual income and/or a greatly increased family allowance to single parents" is recommended. Support services and subsidized daycare services are also required in greater numbers. The CCSD study focussed primarily on a survey of single parent serving organizations. The report makes similar recommendations to those offered by the Guyatt study. A separate subsidy for the one parent family is not advocated. Support and daycare services and the incorporation of these into the residential environments are suggested. Preventive Family Life Education akin to that put forth by Buckland is also recommended. The need for a central organization of single or sole parents, to act as a consultative service and information centre is deemed necessary.

The American Experience

The trend towards single parenthoos is increasing in the U.S. and this is marked by the fact that the proportion of families headed by mothers have, over the last decade, increased ten times faster than husband and wife families. The growth rate in female headed families has increased from the fifties, through the sixties to the seventies. In terms of social policy the U.S. is not a leader. The recent work by Ross and Sawhill describes the plight of white and black single mothers, but recommends little change. They simply advocate:

... opportunities for women to earn an adequate income and to make young women aware of the risks they face in their adult years. But in the meantime, there will be a need for other kinds of support: income maintenance programs which do not unwittingly exacerbate family instability, and private transfers similar to current alimony and child support payments but placed on a new and more equitable basis.

(Ross and Sawhill, 1975, p. 173)

The British Context

The findings of a government sponsored research inquiry concerning one parent families in Britain were published in 1974. This represents six years of research, and is the most thorough study of the one parent family in existence. The report makes some 230 recommendations. For the purposes of this thesis the most salient are drawn to attention. In view of their findings that one parent families "have many of the expenses of two parent families and some additional expenses" and that "generally they have considerably lower income than other families there is a need for extra help," financial assistance for one parent families is recommended (Finer, 1974, p. 266). This help should be in the form of a Guaranteed Maintenance Income Allowance (GMA), on a non-contributory basis. Housing was found to be the largest single problem after financial difficulties. These difficulties include inadequate income for rental payments and to pay for household furnishings. It should be noted that the majority of Finer's recommendations have not been implemented. The GMA has not been adopted due to financial restrictions and because it is means tested and this contravenes government policy. A housing grant for furnishings has been instituted.

The Finer Committee recommended the GMA after considering the schemes of other countries. In an appendix to the Finer Report, "Income Maintenance for One Parent Families In Other Countries" the policies of the

Netherlands, Germany and the Scandinavian nations are discussed.

Before proceeding to a brief statement concerning these policies it is significant to note that no country surveyed "treats such families (one parent) as absolutely distinct from or as completely identical to two parent families" (Cockburn, 1975, p. 21). The policy patterns of the different countries are summarized:

a) The Netherlands:

When compared with Germany and Scandinavia, the Netherlands "goes as far as any nation in treating all families alike" (Cockburn, 1974, p. 21). One and two parent families enjoy "fairly high family allowances". A few "concessions" are made for the one parent family.

b) Germany:

Policies and programs here provide for tax allowances, subsidies for kindergartens and housing for working single mothers. There is a strong work orientation and the parent is encouraged to seek employment. Programs facilitate this.

c) Scandinavia:

Tax exemptions and income maintenance are geared to the one parent family. These programs plus housing allowances are "designed to be heavily dependent on the presence of children". A program for support payment advance, a scheme where support is guaranteed by the government in the event of a default is in effect.

It is worthwhile noting that in all of the European countries where policies were examined the problem of one parent family definition is not a significant problem, as it is in the United States. The problem of cohabitation does exist but the evaluators indicate program design can control for this.

THE SCANDINAVIAN EXAMPLE - A SPECIAL CASE

It would be an exaggeration to say that there are no housing problems for single parents in Scandinavia. However a quote from some correspondence does indicate that the housing situation is somewhat bright there. "It is the responsibility of the local governments to attend to the social needs of all its inhabitants. Due to a heavy investment program in building we have at the moment no shortage of flats in Sweden." This picture painted by a government department may be overly optimistic, however the investment program for housing for single parents in Scandinavia is long established. In 1939 Mothers Aid Centres and Collective Houses were built in Denmark. An integrated program is available to the mothers, from post-natal care in convalescent homes to collective houses where interim accommodation is provided. A description of these collective homes follows:

Through the combined efforts of Mothers Aid and a private foundation (Egmont H. Petersen's Fund) apartment houses with collective facilities, the so-called Collective Houses, were established in Copenhagen with 100 flats and in Arhus with 48. Most of the flats are intended for mothers with one child and consist of one living room, a small room for the child, a kitchenette and a bathroom. A few of the flats are designed for mothers with two children and have an extra room.

The flats are rented furnished and at a reasonable price. Creches and kindergartens have been opened in connection with the Collective Houses.

The purpose of these houses is to give the single mother and her child security in pleasant surroundings during the difficult transition period after the baby's birth. She can rearrange her life, start to work, secure a permanent

flat and perhaps begin vocational training.

Through the contact with social workers and doctors of Mothers Aid casework help and psychiatric help are available concerning any problems which may arise. A few regulations in the Collective Houses are necessary, but on the whole the mothers are considered completely private people with responsibility for themselves and the child.

The apartments are rented for a specified period - usually for two or three years. It is felt that single women with children should not be 'segregated' in special houses for a long time. In the long run it will no doubt be better for them and their children to live among other families under ordinary conditions. When they have been helped through the difficulties of the transition period they must move out to make room for others who need assistance to a new start.

(Skalts, 1973, p. 18)

In Norway a 1973 report indicates that facilities for single parents were limited but planning for mothers' homes was underway. In Norway and in Sweden pilot projects which assume a preventative stance to family breakup have been established.

Perhaps information from government sources should be viewed somewhat skeptically. However, the evidence does suggest that there has been a concerted attempt to establish an integrated program for service delivery to single parents, in Sweden and Denmark in particular. The integrated approach to the provision of services for the one parent family in Scandinavia could be profitably studied by the architects of our own social policy.

SUMMARY

The review of the literature has brought a variety of issues to the centre stage. The needs of single parents are socio-psychological and socio-economic. The one parent family's problems concern income, housing, daycare, community relations and emotional stability. Several solutions in terms of policies and programs have been examined. These

are important guides to the recommendations which are formulated in Chapter Seven.

CHAPTER THREE - REGARDING THE METHODOLOGY

This chapter outlines the methodological approach employed.

THE USER NEED STUDY

In a discussion about user needs research three types are identified:

Firstly studies of a particular area, usually undertaken in conjunction with a housing programme or redevelopment scheme, to ascertain both the characteristics of the population and their expressed needs. Secondly, studies of user response to a particular type of house, or item of equipment such as the heating system, to provide feedback to the designer. The third type are more strategic studies, the aim of which is to generalise concerning needs and orders of priority among users.

(Hole, p. 2)

This thesis is of the third kind, what Hole calls a strategic user need study.

Several suggestions are made by Hole on the basis of a review of user studies in Britain. The first concerns the relativity of need:

But since standards of comfort and amenity vary for one society to another, or throughout the history of a single society, one returns to a social definition of need, ie. relative to the stage of economic development in all social norms of a particular society.

(Hole, p. 3).

The relativity of needs does not mean that they are so ephemeral as to make user research not worthwhile. It does mean that needs change. What is now a need was once considered a luxury. As societal achievements and expectations rise in terms of the provision of housing so are people's concepts of need expected to rise. The needs of the one parent family are expected to reflect the cultural expectations and needs that are identified in their society.

The second point Hole makes is in response to the criticism, "People do not know what they want". He suggests that a useful approach is to

obtain information concerning the user's own dwelling, his or her likes and dislikes and from there proceed to present other alternatives. He asserts that, "Faced with meaningful alternative then, people are well able to discriminate". This has influenced questionnaire and interview design in this thesis.

His third suggestion involves a problem of effective communication between researcher and the architects of building and program design. In response to the suggestion that in order to be effective the needs must be communicated, a video tape highlighting the concerns of the one parent families forms an integral part of the research methodology.

THE ACTION RESEARCH STANCE

Experience with other research endeavours has demonstrated that the information gathering process is more successful when there is an interchange of information between the researcher and the users. In addition, there is a moral obligation to provide something in return for the knowledge which has been shared. In keeping with these sentiments, feedback sessions were held with those who have input into the research process.

Interviews with some of the participants were taped. These videotaped interviews were then shown at a meeting of study participants and served as a focus for the group meeting. The group meeting was also taped and became a part of a documentary tape highlighting the housing issues of concern to one parent families. This completed videotape which accompanies this thesis has been viewed by people from Vancouver City Hall, the Department of Human Resources, CMHC local and regional offices, and provincial and national staff members of the YWCA. As this thesis is written the information dissemination process continues.

It was found that video tape, in spite of some cinematic insufficiencies, served as an effective communication and data collection tool. A description of the use of video tape, the advantages and problems of the medium and a critical commentary on the video tape which accompanies this thesis have been appended for those interested in the potential of video as a planning tool.

THE ONE PARENT POPULATIONS

The decision to choose two housing projects and a survey of organizations has been influenced by the one parent family studies of the Canadian Council on Social Development (CCSD) and Guyatt, both in 1971. These studies focus on one parent organizations in their research designs, hence the selection of organizations which serve one parent families as one of the population. In addition to the organizations contacted the CCSD interviewed some 113 single parents. The study does not indicate that this was a random sample of the population. In view of the fact that drawing such a sample would involve much greater financial resources than were available for the preparation of this thesis, the decision to choose two case studies was made. YWCA Group Homes and Bishop Cridge were chosen. These two populations represent different age groups (YWCA mothers tend to be a younger group) at different stages in the life cycle (the Bishop Cridge children are primarily school age, those in Group Homes are under three years of age).

THE THESIS FORMAT - FORM FOLLOWS FUNCTION

The two case studies and the survey of the organizations are presented in separate chapters. The presentation of these is designed to reflect the emergence of issues in the research process. Knowledge

gathered from the Group Homes mothers influenced the questions asked the representatives of the organizations. The issues and recommendations which emerge from the process of literature review, field research with the three populations is then summarized in a concluding chapter. Some repetition is recognized but the desire that the thesis reflect the research PROCESS made this the decision necessary.

CHAPTER FOUR - YWCA GROUP HOMES

For the woman who doesn't want to stay on welfare, the going can be rough. Finding a job that pays enough, a place to live, someone to look after the children and friends to lend moral support presents such a massive stumbling block that it often deters her from even making an initial effort.

(Carson, 1975, p. 9)

One solution to this dilemma is a group home. The group home concept implies shelter and support but depending on the management and the philosophy the results may vary. A group home may be a place where people live communally independently of any organization or agency. Alternatively a great deal of control over the living situation can be maintained by the use of house parents. The term group home as it is used in this chapter charts a middle course between these two extremes. The group home for the purpose of this thesis is a place, physically it may be a house or apartment, where women live cooperatively under the guidance of a homes director, a representative of the supporting agency. A group homes model for single mothers and their children is operated in Vancouver under the auspices of the YWCA.

THE HISTORY OF THE GROUP HOMES

In September, 1966, the Children's Aid Society of Vancouver suggested that an interdisciplinary committee be struck "to consider the problems of unmarried parents and their children" (British Columbia Provincial Government, 1972, p. 61). The Committee recommended the establishment of group homes for unmarried mothers with the provision of daycare. The existence of cooperative homes for unmarried mothers came to the attention of the Children's Aid Society. By August 1967 a home had been established by a young mother with an eighteen month

old son. The Children's Aid Society provided a grant for furnishings for the cooperative and occupant-governed house. By August 1967, there were three such homes. Financial support and services such as counseling were provided by a number of agencies and departments. A provincial evaluation report relates:

Meetings were set up among these agencies in order to devise a formula for financing and giving on-going service and it is worth noting that the young women who composed the client group were directly involved in the discussions and planning in at least one of these meetings. Much emphasis was placed on preserving the indigenous character of the project.

(YWCA, 1972, p. 65)

Early in 1968 budget pressures were felt. It became necessary to purchase major appliances for the homes and to secure the services of a group worker. It became clear that the original intention of financial self-sufficiency was no longer viable. The directors of the YWCA agreed to assume the managerial responsibility of the homes which would be provincially funded. The first Group Home committee composed of YWCA board members and Group Homes residents met in May 1968.

Since 1968 there has been a change from a "communal house model" for four families, essentially single family dwellings with one central kitchen, one or two bathrooms and a separate bedroom for each mother and child, to a "cooperative house model" with no more than two families sharing a unit. A unit may be an apartment or house. A cooperative house may actually be an apartment building. The important feature is that this offers the residents more privacy but cooperative purchasing, babysitting and planning for the total house are possible.

The childcare program is an important part of Group Homes life. The Group Homes have a daycare centre for children 18 months to 4 years.

The centre is used by the residents and by other one parent families in the surrounding community. Some of these parents are former Group Homes residents.

In 1975 after operating for eight years and undergoing a number of changes in those years the model was undergoing evaluation. The Group Homes staff has witnessed a movement away from the communal living ideal so popular at the inception of the program. Individual suites which afford greater privacy are more in keeping with the needs of most mothers. Contact with Group Homes was made as they move into this new phase which could permit greater freedom for the individual mother within the collectivity.

A meeting was called by the Director of Group Homes to discuss the possibility of a housing study concerning the needs of one parent families. The principle purpose of this interchange between the residents and the researcher was to ascertain whether the residents were willing to participate in such a study. The answer was affirmative and enthusiastic.

THE HOUSING NEEDS OF THE GROUP HOMES RESIDENTS

Information about Group Homes was obtained from a review of project records from the inception of the project, and through a survey of group homes residents. Twenty Group Homes' residents, past and present, were contacted. Nine of the thirteen residents living in the homes completed questionnaires (see Appendix) and discussed their views concerning the Group Homes model. Two of the women chose not to participate and two others were in the process of moving and could not be reached. Attempts were made to contact the women who had lived in Group Homes between 1972 and 1975. This yielded eleven completed questionnaires. Due to a lack

of forwarding addresses or information concerning the whereabouts of many past residents it proved impossible to reach many.

THE FINDINGS

After many conversations, a few group discussions and analysis of the questionnaires, a number of salient issues were identified. The major concerns of the majority of the mothers were expressed particularly well by one mother who identified four major housing and housing-related needs:

The need to have other girls in the same situation to relate to.

The need to have a free babysitter to allow me to have a break every now and again.

The need for a day care centre nearby for me to be able to get some work.

The need for an adequate house for a reasonable price.

She went on to say that

Group Homes met these needs. You can talk about problems you have with your child and if other single parents have had that problem it can be solved. You realize someone else has the same problems and you're not alone and you can live and enjoy life and solve problems in time.

Many of the women stressed the importance of the sharing experience in Group Homes. The need to have, "someone who understands the different things I go through" surfaces repeatedly. It is particularly supportive to have other people around who are interested in learning to "parent" as well as having the opportunity to "talk about problems with your children and get another point of view in raising children". Residents form study groups to examine specific issues usually related to child-care. In the past the study groups have involved mothers and fathers

from the community, staff from the YWCA daycare as well as women from Group Homes. The study group uses common readings, for example Children the Challenge, as a basis for discussion.

Generally the exchange of babysitting services works well. This can be a source of tension if a mother emotionally pressures the other women to take the responsibility for her child. Instances of this kind are ultimately resolved by the residents and the Group Homes Director. Severe and continuing tensions are often an indicator that a mother is not suited to the life in Group Homes and its underlying cooperative philosophy.

Daycare is an extremely important feature of Group Homes. One of the major aims of the program is that the mother is able to pursue certain goals which will eventually lead to her "independence" (YWCA, 1972). A mother can place her child in daycare and then is able to go to school or obtain employment. Several mothers state that they would like to be able to spend more time with their young children but feel they have to "get ahead in the world". This tension between nurturing one's child and seeking financial independence is a problem faced by many single parents. In Group Homes there are mechanisms for management of this type of tension. In the daycare centre setting the children are exposed to staff and to other adults. The daycare centre, located centrally in a large house, serves as an informal meeting place for the mothers, able to interact with other children and adults other than their parents.

The rent a mother in Group Homes pays is significantly lower than the rent she would pay for similar accommodation in the open housing market. The sharing of facilities and furnishings, things such

as laundry appliances, lawn mowers, etc., represent savings that individual consumption would not realize. Once the building is purchased, with the exception of one building where rent is subsidized, the homes pay for themselves, ie., the rent the women pay covers most operating costs. Major maintenance costs are absorbed by the Province. Group Homes mothers are assured of accommodation they can afford. Because of this they are not totally pre-occupied with rental worries and they are able to expend their energies in more profitable ways. This expenditure contributes to their further economic and emotional independence.

Both current and past residents identified problems they encountered during their Group Homes sojourn. The difficulties the mothers mentioned as primarily those encountered in group living:

"I have to remember the place is not only mine and I have to consider my room-mates as far as decorating goes.

There was a lack of privacy.

There was a lack of choice of room-mates.

Couldn't get along with one of the girls.

The house was never really clean.

The usual complaints of housecleaning. We always seemed to be defending our child to each other - nothing really drastic.

Discussion with the project director reaffirmed what past residents said about the problems of group living. When the rules of their cooperative community become too restrictive many of the women have come to the realization they are ready to leave.

The majority of residents who contributed to the study through interviews or questionnaires were very positive. It should be noted that the views of past residents who did not enjoy a similarly positive

experience may not be represented. This is explained by the fact that the decision was made not to contact certain past residents when it was felt, in view of information obtained from the director and other residents, that such an exchange would not be profitable in terms of data collection because of severe emotional upheavals in the life of these past residents. The Group Homes director related a number of instances where, in spite of the selection process, a number of applicants unsuited to a cooperative living arrangement did become residents. These people often stayed only a short while or if they were a disruptive and destructive influence they were asked to leave. It should be noted that the Group Homes experience can and has proven beneficial for those in need of emotional support. The Group Homes model is not equipped to deal with people who suffer from severe mental imbalance. In the past the admission of such mothers has proven to be detrimental to the incoming mother herself and other house residents.

The interpersonal dynamics of Group Homes cannot be overemphasized. The benefits the residents and their children receive are largely a function of the amount of commitment the mothers are willing to give. Because the benefits which may be derived from Group Homes life are so dependent on the resident, great onus is placed on the director who oversees the admissions process. The selection process of necessity must identify those women who would neither benefit from nor contribute to the other mothers in the Group Homes. In an attempt to do this the interviewing process is extensive and may include resident mothers.

THE POLITICAL ECONOMY OF GROUP HOMES

The importance of Group Homes because of the emotional support they provide has been emphasized. The goal of increasing confidence and

contributing to the development of a productive and independent individual can be attained. But at what cost?

An evaluation study of the YWCA Group Homes found that,

"The cost of keeping a mother and child in the Group Homes can be half the cost of putting the child in care and the mother on social assistance."

(YWCA, 1972, p. 58)

This assertion is substantiated with the following figures:

<u>Group Homes Care</u>		<u>Separate Care</u>	
Total budget figure 1972-73	\$42,528	Mother on S.A.	\$102
Operation cost per month for 4 houses	3,544	Child in care (\$11 per diem)	330
Cost per month for one house	886		
Cost per month for mother and child	\$ 221	Cost per month for mother and child	\$432

If the mother is on the opportunities program and still receiving assistance or in on a manpower grant the total cost in Group Homes is still less.

Homes cost	\$221
Social Assistance	175
	<hr/>
	\$396

If the single mother is employed and living in Group Homes there is a significant saving in money.

If the single mother is briefly receiving Social Assistance or on a manpower grant there is still a saving in public money when she lives in a Group Home, but more important is the benefit to the child and the mother from the Group Home auxillary services which become an investment in human resources for the future good of the community.

SUMMARY

The staff of the YWCA is cognizant of the changing accommodation needs of the single parents. In response to these changes the staff would like to accommodate the mothers in individual suites within a

cooperative building. Achievement of this goal is dependent on the priority and funding given to Group Homes by the Province.

There is every reason to believe that with the improving status of the single mother and the changing pattern of the family the demand for moderately priced housing like Group Homes will increase. The human benefits which can result for mothers and children are significant. In addition, the cost of supporting a mother and a child in Group Homes can represent half the cost of supporting a child in care and a mother on social assistance.

In terms of the realization of human potential and the cost of housing and services, the Group Homes model deserves serious consideration.

CHAPTER FIVE - BISHOP CRIDGE CENTRE FOR THE FAMILY

The Bishop Cridge Centre for the Family is a non-profit society that provides low rental housing and childcare services for one parent families. The centre is located in Victoria and is managed by a non-profit society.

BACKGROUND INFORMATION

The centre began in 1873 as the British Columbia Protestant Orphans Home. In 1969, sensing the changing need for residential care of children, the society constructed twenty-nine townhouses and established daycare, after school and summer programs for the residents and for single parents in the surrounding community. The Centre, incorporated, in the same townhouse courtyard setting, three group living homes for residential care of children by substitute parents.

The twenty-nine garden apartments and three group living homes (hereafter referred to as Hayward Heights) are situated on a wooded twelve and a half acre site in Victoria. There are laundry facilities on the premises and a major shopping area is within walking distance. The actual units are attractive brick construction. The kitchen and joint dining and living rooms are on the first floor, the bedrooms and bathroom are on the second floor. Rents for these units are significantly below market price in spite of a rent increase effective October 1, 1975.

<u>Number of Bedrooms in Unit</u>	<u>Previous Rent</u>	<u>Rent After Increase</u>
2 bedroom	\$115	\$129
3 bedroom	\$148	\$166
4 bedroom	\$168	\$188

Daycare, after school and summer programs for children are available on the site.

Originally the housing and accompanying services provided by the Cridge were intended to be of interim nature. This was not made expressly clear to the original tenants. This unfortunate fact is recognized by the staff and the board of the Cridge. In an effort to clarify the interim nature of tenancy at Hayward Heights a "Threshold" policy was issued (see Appendix) to current tenants in June 1975. In the future, tenants will enter into an agreement with the Centre whereby the duration and conditions of tenancy are expressed in a written form (see Appendix) and a contractual understanding between lessee and lessor will be reached.

Many of the families who moved to the Cridge five years ago still reside there because the rent is within their means and due to the provision and proximity of childcare service. Others remain simply because they have no other place to go. Exorbitant rents and near zero vacancy rates leave little alternative but to remain in Hayward Heights. Many of the tenants feel threatened by the "Threshold" policy which states,

Unless exceptional circumstances can be shown, the maximum period of time which any one family may be expected to reside in the premises is three years.

(see Appendix)

When queried about tenant anxiety regarding this particular clause, the staff stated that there had been efforts to reassure tenants that the policy is in no way a dictum foreshadowing mass eviction. The fact that each family situation would be individually examined was stressed but did little to assuage the fears of the Hayward Heights residents. A tenant housing committee to act as liaison with the board and staff was struck in response to the anxiety and resentment tenants felt towards the Cridge

management. The activation of a tenant housing committee and the receptivity of the current board of interchange is a recent development at the Centre. Administrative and personnel changes at the Cridge have resulted in policy and program evaluation by the staff and the board. Contact with the Bishop Cridge Centre for the Family was established as the residents committee was getting underway.

THE HOUSING NEEDS OF THE BISHOP CRIDGE/HAYWARD HEIGHTS RESIDENTS

In the administration of questionnaires at the Centre the purpose was to gather information concerning housing needs of one parent families and to assess the Cridge's accommodation, Hayward Heights in terms of the organizational goals of the Centre:

- 1) good quality housing in attractive surroundings at a moderate rental for one parent families;
- 2) many services which allow the mother to seek employment and not have the burden of concern of her children.

(Bishop Cridge Centre for the Family,
pamphlet)

Initially the researcher visited the Cridge and interviewed the Assistant Director and another staff member. It was agreed that the researcher would make a second visit to interview the residents. This visit was preceded by a letter of introduction. The researcher spent three days and evenings in Victoria and interviewed twenty-two of the twenty-nine residents. One of the tenants had recently moved and the unit was vacant. The remaining six residents were away or did not choose to participate in the study.

The researcher used a questionnaire (see Appendix) as the basis for the interviews. The questionnaire addressed three sets of issues:

1) the identification of the housing needs of families, 2) the adequacy of current accommodation (ie. Hayward Heights) in meeting these needs, 3) the difference, if any, between the housing needs of one parent families and those of the general population. In the following section the results of the questionnaire interviews are summarized.

THE FINDINGS

Before moving to Hayward Heights the tenants had various types of accommodation. The greatest number (41%) lived in single family dwellings (no distinction was made regarding the type of tenure). The other families had lived in duplexes (27%), apartments (23%) or townhouses (9%).

There were three reasons why people were unable to obtain their desired accommodation: 1) places were beyond financial means, 2) landlords did not want children, and 3) they did not want to rent to single parents. Many people (33%) were restricted by a combination of these factors. When asking specifically about experiences encountered when looking for accommodation the majority of the Bishop Cridge residents (64%) said they had difficulty finding a place that would have children and the same number indicated difficulty finding a landlord who would have a single parent as a tenant.

The Hayward Heights residents were asked to relate the "hassles" they encountered when looking for housing. The stories they recounted were all different and all involved discrimination in one form or another sometimes overt, sometimes masked.

"The landlords told me they didn't want to rent to a woman on her own because these kinds of women entertain too many men."

Pets are fine, but you might as well kill your kids if you want to live in Victoria. I applied to rent a place through a real estate agency. They turned me down because

I was a single parent and later when they thought I might make trouble about this they wrote me a letter of apology but I didn't get the place, they had rented it to someone else.

I was living in this house for eight months when the landlord found out about my divorce. He raised the rent forty dollars because he said I was a greater risk being a divorcee. I had been a good tenant for eight months but that didn't seem to matter. When I moved out of that place and was looking for a duplex, I would just say "I lost my husband eight months ago." I don't like lying although what I say is true in a way. It really makes a difference if the landlord thinks I'm a poor widow instead of a "wicked divorcee".

The respondents were asked to define the housing needs of their families. The varied responses include: reasonable rent (27%); sufficient space (27%); adequate laundry facilities (23%). The need that is most frequently expressed is the requirement for enough bedrooms (50%). Many of these mothers sleep in the living room to provide their children with greater privacy.

Less than half of the respondents (45%) stated that Hayward Heights housing was the kind of accommodation they sought. Nearly one-third (32%) felt that they did not find the housing they were seeking and almost one-quarter (23%) had mixed views. When asked about positive and negative aspects of Hayward Heights housing for both parents and children an equal number (41%) cite the reasonable rent and the childcare programs. A majority (64%) indicate the understanding from others in similar circumstances is a distinct advantage.

More than half say that living with all single parents is not a good idea. Some of their comments may explain the divergent points of view.

When all one parent families live together the kids forget about two parent families. They think that marriage can't work.

Here your neighbours understand you. They went through the same thing. I don't think there would be that understanding with two parent family neighbours.

It is easier to live here, none of the kids have fathers so they aren't jealous of each other for that reason.

I feel it is necessary to move back into the mixed community - get away from problem families.

Less than one-quarter (23%) feel that living with other one parent families is helpful to them. Others have mixed feelings (14%) or were indifferent (14%). When asked about the idea of one parent living together in the community, fewer (20%) have negative feelings than when asked about the personal significance of living with other one parent families. The same number (32%) have mixed attitudes towards the general idea of some type of one parent family community while more than one-quarter (27%) look favourably on this type of living arrangement. When asked if living with other one parent families is beneficial for the children, an equal number react positively and negatively.

It might bother my kids to live in a mixed community. They are used to other one parent families. I think two parent families would make my kids feel jealous.

Kids who have fathers tend to brag about it. At least here there are other children in the same boat. Kids can be cruel.

One parent families living together is a good idea for an interim period - to 'get started'. I don't see how it could be done any other way.

We are perceived as a 'separate' community. The kids feel it. They are teased about it and some have even been beaten up over it.

Residents were asked about the ideal kind of accommodation for their families and to consider alternatives to the kind of housing available now - alternatives in terms of design, price and amenities provided. Many of the residents indicate their first preference and then a second and

perhaps financially more feasible choice. The great majority (73%) would like to live in a house. More than one-third (36%) would prefer a house in the country. Most often the financially more feasible choice is a duplex or townhouse.

As a group the mothers interviewed were people who had experienced life as part of a two parent family. They were asked to examine two parent family life versus one parent family life and to answer the question: "Are the housing needs of one parent families any different from those of the general population?" About one-third (32%) of the residents feel that the needs are not different while half of the respondents (50%) say the needs are different.

Needs Not Different:

The needs are not different. With the housing crisis, families with fathers have just as many problems.

The needs aren't different, with subsidies women make just as much money as men do.

Everybody with kids has the same problems.

The needs are the same. It is more difficult if there is only one income.

Needs Are Different:

If you only have one cheque coming in, it is much harder rent-wise. You have to cope with problems by yourself and it is good to be around others who understand.

It is harder to find a place because of prejudice against one parent families.

The needs are different especially for the young single parent family. Support and daycare are both necessities.

There is enough housing for everyone but single parents really need a place to get on their feet.

Landlords would rather rent to a man - who usually has more money anyway.

Single parents have more difficulty finding accommodation because of discrimination. People's attitudes toward single parents must be changed.

SUMMARY

In terms of meeting the organizational goals established by the Centre several changes are necessary. First of all families with younger children who would use the childcare programs should be housed in Hayward Heights. The inertia on the part of the current, many of them original, tenants prevents this from being accomplished.

Communication between the Cridge management and Hayward Heights residents is needed. One of the tenants expressed hope that the Tenant's Housing Committee would be concerned with alternative housing, ie., would help the tenants find housing so they could move away from the Cridge when they are no longer in need of the kind of support and services provided by the Centre. This affirmative action stance is an excellent suggestion. The Cridge could and perhaps should, in view of past misunderstandings about the nature of the accommodation, play an active role in finding accommodation for people when they are ready to leave. Frequent exchange between tenants, the board and staff concerning issues such as the financing of the Cridge could only preclude many misunderstandings.

The Bishop Cridge Centre for the Family provides a particular kind of accommodation for one parent families. The childcare programs which have a religious orientation are an integral part of the living experience the Bishop Cridge Centre affords. Not all parents would agree with the method of instruction. However, this kind of housing should be available as one of a range of types of accommodation for one parent families.

The Bishop Cridge Model, a townhouse cluster with childcare facilities like the YWCA Group Homes is a working example of one parent housing in British Columbia. The housing provided by the Cridge is intended to be interim accommodation and when this basic premise is not adhered to certain administrative problems such as the problem of one parent family definition, are raised. The concept developed by the Cridge is a good one. While the idea of a private sector providing this type of accommodation is attractive, the financial feasibility of such an undertaking is uncertain in view of rising costs. The public sector could profit from the experience of this privately conducted housing project. The Cridge Model is one further example of the way in which the divergent housing requirements of one parent families can be met.

CHAPTER SIX - ORGANIZATIONS WHICH SERVE ONE PARENT FAMILIES

This chapter has a twofold purpose. Following a brief description of each organization the information from the eleven organizations concerning the housing requirements of one parent families is discussed. Secondly, the role of these organizations is analyzed in terms of the needs the organizations meet and the possible role they could play in bettering the lot of one parent families.

The rationale for the designation of organizations which serve one parent families as one of the three populations in the study is discussed in Chapter Two. The distinction made by Guyatt concerning types of organizations, 1) government agencies, 2) voluntary agencies 3) self-help groups, has not been employed since most of the organizations discussed receive government funding of some kind, use the services of volunteers, and began as self-help organizations.

ORGANIZATIONS QUERIED - THE METHOD

A list of organizations which serve the needs of one parent families was compiled. The organizations were contacted and officers or staff were interviewed (Interview Schedule, see Appendix). Members or users of some of the organizations contacted the researcher in response to notices placed in the organizations' newsletters. An interview schedule was designed in light of issues previously raised by single parents in this research process. It should be noted that the information from the

representatives of the organizations was gathered after the work on the YWCA Group Homes and the Bishop Cridge Centre for the Family had been completed, and a number of recurring issues had been identified. These issues influenced the nature of the interview schedule used in interviewing other organizations.

ORGANIZATIONS CONTACTED

Other organizations were contacted, however, only those organizations which provided information concerning the needs of one parent families and those which are mentioned in Chapter Six are described.

Big Brothers are men who, on a volunteer basis, provide guidance and friendship to fatherless boys. The majority of the Little Brothers come from low income families. Many of the boys live in public housing. The boys share their problems with the Big Brothers and often these involve problems with housing.

Big Sisters is a sibling organization designed to help girls in need of a friend irregardless of the number of parents in the family. The majority (60%) of Little Sisters are from families headed by single mothers; 20% are from families headed by single fathers.

B.C. Indian Homemakers' Association is an organization of Indian women funded under the Native Participation Program. The Homemakers are active in human rights, education, cultural activities, and immigration, to cite only a few of their concerns. They were approached because of the interest they have expressed regarding housing for native children (status

and non-status) and the provision of daycare...

Crossreach Single Parents is an organization designed to provide support for the single parent. The membership, 60% are single mothers, 40% single fathers, help in the operation of a drop-in centre for the parents. Meetings for parents are held in various locations throughout the city and are conducted by staff leaders. Prior to March 31, 1976 Crossreach was funded by the Vancouver Social Planning Department. They plan to continue as a voluntary organization in spite of the lack of funding.

Family Place is a centre in Dunbar-West Point Grey funded by the Vancouver Community Resources Board. The centre is used by non-working parents during the day, primarily by non-working mothers with pre-school children. The setting is informal, a library about family life and child rearing, coffee brewing and available staff counsellors to chat and organize Family Place activities. Crossreach Single Parents use Family Place and other members of the community such as seniors are being encouraged to participate.

Parents Without Partners is an international non-profit educational and social organization for single, separated, divorced and widowed parents. Members are parents with and without the custody of their children. The members of the Chapter contacted are primarily in their thirties and forties. There are approximately equal numbers of single mothers and single fathers. Parents Without Partners forms a lobby for single parent needs and to this end have published a paper, "The Socio-Economic Needs of Single Parent Families".

Project Parent is a daycare/drop-in centre funded by the Vancouver Resources Board. Its purpose is to improve the self image of its members, 90% of these single parents are on welfare, and to present alternatives and options open to them. Two groups of twenty parents visit the Project Parent Centre twice weekly. In the Centre's converted warehouse the members use the activity room, kitchen and laundry facilities while their children are cared for by daycare staff. This service attempts to meet the needs of single mothers who are experiencing emotional instability. The Project Parent staff organize the activities at the Centre, counsel as well as chauffeur many of the mothers and children to the Centre.

Transition House is a refuge for women and children in a crisis situation. Funding is provided by the Provincial Government.

The Transition House is a large duplex with six bedrooms, two living rooms and a shared kitchen. The residents share meal and the cooking and cleaning responsibilities. Women may stay at Transition House for a maximum of one month. There is no charge for the food or shelter provided.

The House staff advise the women on legal, health and housing matters. The staff essentially provide friendship and referral to legal aid and other services. The permanent staff is augmented by teenagers involved in the Teenager's Opportunity Program, a provincial program that gives monetary incentives to social assistance recipients who perform volunteer work of some kind.

Although the allowable period of residence is one month, women are encouraged to make their own plans and move along due to the great demand for Transition House services. There have been as many as twenty-seven

families in residence although the House can comfortably accommodate half that many. There are as many as seventy families each month who must be turned away because the House is filled to capacity.

Vancouver and District Public Tenants Association is an organization of public housing tenants' groups. Its purpose is to affect the planning of policies and programs for public housing. One parent families headed by women comprise 65% of the public housing tenants. Many of the Association's concerns about accommodation, recreation and daycare are articulated in terms of the particular needs of the one parent family.

Volunteer Grandparents is a non-profit provincially funded society that brings together senior citizens and children without grandparents in the Lower Mainland. Three-quarters of the families who are interested in finding a grandparent are one parent families. The surrogate grandparent fills a gap and sense of isolation which can exist when there is only one parent and often no other relatives in the Mainland area. The grandparents who participate also find it a gratifying experience. The children and grandparents engage in activities that any familial twosome might. They walk, talk, go to the park together.

The Workshop is an Outreach Manpower Program in the West End of Vancouver. Its purpose is to help single parents and older women re-enter the work force. The staff of this program were consulted because of their knowledge about the needs of single parents in the high density apartment milieu of the West End.

Interviews with representatives from these organizations provided insightful information concerning housing needs of one parent families.

THE FINDINGS

As outlined in the chapter concerning methodology, the presentation of the study is intended to convey the process of discovery that was involved in this research enquiry. At the point when the contact was made with the organizations some major housing issues had surfaced repeatedly: income, discrimination, services. The findings of the survey of organizations which serve one parent families are described in terms of needs and these issues, location requirements and the physical design of the environment.

Income

The organizations reaffirmed the findings of Canadian, British and American studies that the financial need of one parent families is their greatest problem (Schesinger, 1975, p. 10). There is general agreement that to obtain the kind of housing the parents would like to have for their families more income is requisite. Many single parents, especially single mothers, are on social assistance. Many other one parent families would be termed low income.¹ The various organizations identify a number of housing related problems that result due to insufficient income. They offer a variety of solutions to the income issue.

a) Emergency Housing:

Insufficient income or no independent income often means that a single mother must rely on the services of an agency like Transition House in a time of emergency. When the limit on the length of stay at

¹ Statistics are not available concerning the actual number of one parent families on government assistance in the Vancouver area. In a Toronto based report female heads of families with children form the largest category of Family Benefit recipients (James, 1973).

Transition House is up the mother if she has not been able to find a place to live at a price she can afford, is often forced to return to an intolerable marital situation. The need for a crisis type of shelter like Transition House would continue to exist even if there were an adequate supply of housing and the mother had the effective demand necessary to secure such housing. If single parents did have sufficient income to secure housing, the turnover would be greater and Transition House would be able to more adequately meet the demand of single mothers in crisis.

b) Income Mix:

The idea of income mix has recently come in vogue and two opposing views regarding it are expressed by the organizations. Income and age mix is desirous because of the variety it would introduce into our sometimes sterile and isolationist urban environment. The Volunteer Grandparent Organization envisages an urban community with different age groups and income mixes living in proximity to one another. The type of environment brought about by human mix is a step toward replicating a community akin to the small town concept. The opposite view is expressed by the Vancouver Public Housing and Tenants Association. They view income mix politically as a movement away from subsidized housing by means of diffusing low income people across the city to make them less visible and "easier to ignore". In addition, the possibility of initiating self-help educational and recreational activities, said to be emerging currently in public housing, is diminished. The view against income mix is not necessarily held by all or even most members of the Vancouver Public Housing and Tenants Association. It is, however, an

issue to be raised when considering the merits and costs of income mix.

c) A Culture of Poverty:

Repeatedly the sense of frustration and disillusionment is cited as a problem for single parents with insufficient income. Public housing is sometimes the only financially feasible alternative and here the wearing away process is not in any way ameliorated. A number of parents in the organizations voiced the concern that their children would be influenced by what seemed to be a "social assistance - public housing syndrome". Oscar Lewis' culture of poverty was referred to by a couple of parents. On the basis of this study nothing can be said regarding any generated influence, however an Ontario government study lends some credence to the fears expressed.

Women reared by their mother only (as opposed to a two parent family) are more than twice as likely as those reared by two parents to report that their parents received welfare.

(James, 1973, p. 80)

The severity of the housing problem insufficient income can present is reflected in a scenario by a member of the Big Brothers Organization.

A mother on social assistance was living in a two room basement apartment and paying \$155 for rent. One of her children had been very sick a number of times due to the dampness and cold in the suite. They were unable to obtain additional money for rent. Before such monies could be secured the public health nurse had to step in. Finally, with a statement from a doctor saying that if the family continued to live under its current circumstances the child could die, money was obtained.

Discrimination

The single parent's search for rental accommodation is often frustrated by landlord refusals on the basis of the prospective tenant's marital status and sex. This is true for single fathers and mothers. This is mentioned as a factor by the representative of each of the organizations. The following true life experience related by one of the organizations clearly identifies discrimination as a housing problem for single parents.

I am a 29 year old mother, my son is aged 6 and I am separated and receiving no income other than from my secretarial position which nets \$500 per month. I have been in Vancouver three months. My first two weeks were spent in a tent on the beach. I then managed to get into an apartment with another woman and her child. This was a three bedroom apartment and cost me \$150 per month as my share of the rent. However, with the two children and the landlord living below, problems arose and I felt forced to move out of the situation. It took me two weeks to find that apartment looking each day and spending approximately four hours each day. Most replies to advertisements were met with 'sorry no kids and no pets'. This is rather heartbreaking and also seems to have given my son a complex about him being the cause of our not being able to find a proper place to live in. On moving out of the apartment, I spent one full week looking and answering ads in between keeping my hours at work. I was finally forced to take a single room 18' x 10' approx. with two mattresses on the floor, a chest of drawers and a chair. I share two electric hot plates with two other 'Basement Tenants' with whom I also share the unlighted refrigerator and shower/toilet. There are mice (as the room I now have was formerly the 'cool room and food storage'). It is still quite a cold room although there is an old fashioned heater now set up in the room. The basement is very badly lit and is also the excess storage place for the landlord, his wife and children. The entrance is at the back of the house and is also unlit. For this I have to pay \$100 per month. I found that rooms advertised for \$60-- \$80 were immediately increased to \$100 because of my son, the excuse given being that more heating and electricity was used, which is utter nonsense as we cannot control the heating and usually take a shower together to eliminate long periods in the shared bathroom.

Services

The organizations suggest that certain services such as daycare are important. In addition support services such as crisis and drop-in centres which help parents during their transition into single parenthood are also necessary. For reasons which will be developed in the section on location requirements the overwhelming majority of organizational spokespeople feel these services should be incorporated with the housing. Day care centres in apartment buildings are often cited as an example of the kind of integration desirable.

Location Requirements

It is important that the one parent family find accommodation on a transportation route, as many do not own vehicles. This was stressed by all the organizations. In Vancouver, areas such as Kitsilano and the West End are favoured due to the proximity of services and the general community acceptance of single parenthood. In view of the great demand for places in Kitsilano and the West End a number of the single parents suggested that residence elsewhere in the city could be acceptable.

The spokesperson from the B.C. Indian Homemakers Association also indicates that residence in the city is important for cultural reasons. Concern is expressed that whether Indian single mothers are accommodated in single parent housing or whether they live independently, it is important that they be close enough to participate in the Indian community, for example the Indian Friendship Centre. A Vancouver city location would facilitate this. The suburban chapter of Parents Without Partners voices concern about the exclusion of the single parent from neighbourhood social life in the suburban setting. Problems of raising children in

high density areas, in high rises for example, lead this organization to state a preference for medium density housing with, "easy access to stores, recreation and childcare services, and public transportation".

The Physical Design of the Environment

In terms of design the single parents express needs which are typical of any family, privacy and play space for children for example. The single parents place great importance on communal space in apartment buildings because of the isolation one parent can feel when children are the only people to talk with. The concept of shared space is perhaps the most important design feature for the one parent family.

In terms of community and social planning certain organizations, Family Place and Volunteer Grandparents for example, discuss the need to group housing to facilitate interaction among peer and different age groups. In planned developments social space should be set aside for family places. Activities and programs designed to combat loneliness and support single parents would then be available in the home environment.

THE ROLE OF THE ORGANIZATION

"Organization as a survival imperative" (Bertrand, 1972, p. 1), is perhaps an appropriate phrase to capture the purpose of an organization. The organizations contacted fulfill the needs of single parents sometimes by virtue of the fact that the parents find fulfillment through participation in the group. There is, however, another role to be played by the organization and this concerns affecting change.

Modern civilization depends largely on organizations as the most rational and efficient form of social grouping known. By coordinating a large number of human actions the organization creates a powerful social tool.

(Etzioni, 1964, p. 1)

Although Parents Without Partners as an international organization does attempt to affect the decision making process, through submission of briefs for example, single parents have not become a lobbying force of any significant strength in this country. This is not the case in Britain where the National Council for One Parent Families is a most vocal group. Reasons for this difference in political activism is beyond the scope of this thesis. However, there is a potential for coalition of Canadian organizations which serve one parent families. This may be the way to make the needs of one parent families into focus and to initiate action.

SUMMARY

In this chapter the findings of the survey of organizations which serve one parent families have been discussed. The potential for these organizations to organize and act in unison has also been explored.

In the following chapter these findings along with those of the two case studies are brought together.

CHAPTER SEVEN - THE HOUSING NEEDS OF ONE PARENT FAMILIES SYNTHESIS AND RECOMMENDATIONS

The previous chapters of this thesis involved the findings of a literature review, case studies of the YWCA Group Homes and the Bishop Cridge Centre for the Family, and a survey of organizations which serve the one parent family. The purpose of this chapter is synthesis. The needs of the one parent family as they emerged from the review, case studies, and survey are summarized. Further recommendations concerning ways in which these needs can be met and areas which merit additional research are discussed.

THE ISSUES

Certain needs of the single parent and his or her family have been brought out in the literature. In our own country the studies by Guyatt and the Canadian Council on Social Development emphasize the need for support services and childcare assistance. Guyatt suggests that single parent families live in less adequate housing than their two parent family counterparts. Reasons for this are discussed by a number of authors cited earlier, however, all of the salient issues are covered in the Report of the Committee on One Parent Families, the Finer Report.

This inclusive report stresses that "housing problems closely rival money problems as a cause of hardship and stress to one parent families" (Finer, 1974, p. 357). Social work support services such as family counselling and childcare services are also deemed important for the one parent family. These concerns were reflected in the findings of the case studies and survey of organizations. In addition, a fourth concern emerged as a central housing related issue for the one parent family -

discrimination. The substance of this issue was discussed in the literature by Sprey, however, the profundity of the barrier in obtaining accommodation became apparent from the field research.

Four housing related issues emerged from the literature review, case studies and organizations survey: income, discrimination, isolation versus integration,¹ and support and childcare services. All of these, perhaps with the exception of isolation versus integration, are discussed elsewhere with reference to the one parent family. Perhaps the most significant finding of this research is the interrelatedness of these issues. This theme deserves further elaboration before the individual issues are explored at length.

THE INTERRELATEDNESS OF THE ISSUES

Throughout the research the assertion was made by professionals that there is no housing problem faced by one parent families. What they have is an income problem. The single parents themselves care little for the planners and bureaucrats' battles over concepts and semantics. As far as they are concerned when they look for accommodation they are forced, due to a lack of effective demand and competition for very tight supply, to accept the dregs of the housing market. The one parent family spends the largest proportion of their income on housing and they consider lack of funds as a housing problem.

¹ This issue will be developed later. Briefly it involves the question of whether one parent families should be accommodated independently in the community or integrated within the general community in single parent housing of some kind (isolation). Isolation perhaps has a negative connotation. This is not intended. The term 'isolation versus integration' although used in a somewhat different sense was coined by Sylvia Goldblatt in a paper by the same name in W.E. Mann, Canada: A Sociological Profile, 1968.

Suppose for a moment that income is not an issue for the one parent family. What other needs do they have? Child care and support services, for example are important. The question arises, are these necessarily related to housing? As things exist now they are not generally related to housing although examples where they are related have been discussed, for example, Transition House, Group Homes and Bishop Cridge. The parents stress however, the need for these to be incorporated within the residential environment, if not within the actual building then in the context of the surrounding community. This is the kind of thing Family Place is attempting to accomplish. In the current tight housing situation even if the parent finds accommodation which he or she can afford, even if support and childcare services are located nearby or transit makes these accessible, by virtue of the fact the parent is a single parent he or she is often automatically considered a problem tenant and because of this is denied housing.

The one parent family needs to obtain housing and to do this they must have adequate income and discrimination must be thwarted. In order that they are able to function they require childcare services within a reasonable distance of the home environment - the closer the better. Support services depending on the emotional stability of the parent are also a consideration.

Income should not be considered independently of the need for childcare, should not be considered independently of the reality of landlords' perceptions of the one parent family, and should not be considered independently of the single parents need for emotional support ... what is needed is a holistic approach in the delivery of housing services to the one parent family.

RECOMMENDATIONS - AN ISSUE ORIENTATION

Income

It is clear that one parent families tend through low income security and factors promoting excessive mobility, to be channelled into inferior types of housing.

(Finer, 1974, p. 365)

"The average income of two parent families has been compared to the average incomes of families with single male heads or female heads, and it has been shown that the average family income of single parent families is significantly lower, particularly if the single parent is a woman.

(Guyatt, 1972, p. 59)

The lower income makes provision of standard of living almost an impossibility. The need for additional income to obtain, among other things, a better standard of housing, is substantiated in the literature and by the field research. The need for this is attested to in the Finer Report which states,

A good and secure home is essential to successful family life. There is an important sense in which this holds particularly true for one parent families, in that the presence or absence of housing conditions may well tip the balance on whether such families surmount or succumb to the financial and social handicaps from which they are apt to suffer.

(Finer, 1974, p. 357)

There is evidence to suggest that a single parent is often "forced into substantial extra expenses" for things such as household maintenance, childcare, investment in "time saving" appliances such as a clothes dryer, convenience foods, etc. These extra expenditures may "equal or even exceed the saving to the household of not maintaining the other parent" (Finer, 1974, p. 266).

What can be done to alleviate the problem of ineffective demand for housing? In view of greater need of one parent families and after examining the

policies of Denmark, Norway, Sweden, The Federal Republic of Germany and the Netherlands, The Finer Committee on One Parent Families recommends, "A Special One Parent Family Allowance" (Finer, 1974, p. 284). The guaranteed maintenance allowance (GMA) advocated by the British committee is in keeping with their goal of,

guaranteeing to lone parents a sufficient level of maintenance to offer them a real choice between working and staying home to look after the children, without inequity to low-income two parent families.

The allowance has two parts, the childcare allowance for the adult which "would be extinguished by the time income reached about the level of average male earnings, and the child benefit which would continue to be payable to all lone parents, whatever their income" (Finer, 1974, p. 285). The significance of the income program is that it recognizes the greater need of one parent families. The GMA as proposed by the Finer Committee would allow a parent to stay at home with the children or to go to work gaining economic advantage by doing so. A single payment figure would be established for the adult and another for the child so as to avoid as much as possible detailed inquiries as to family circumstances. The embarrassment and anxiety over maintenance payments and child support from the spouse would be avoided if such a scheme were adopted. Any payments from the spouse would be passed over to the authority up to the level of the GMA benefit (Finer, 1974, p. 295). The GMA accomplishes what the maintenance advance schemes in the Scandinavian countries do but is integrated into a holistic scheme which is applicable to all single parents irregardless of their sex or if they are working or looking after their children.

The British government chose not to implement the GMA for two reasons:

... firstly because it is means tested and it is the Government's objective to reduce dependence on means-tested benefits, not extend it, and secondly because it would be extremely expensive.

(correspondence with the Dept. of Health and Security, July 1975)

It should be noted that no suggestion of directly adopting such a program as GMA is being suggested. The program was tailored to the existing British social policy. It is the goals which are achieved by the GMA which are of special importance. Beside the criticisms regarding means testing and expense the issue of cohabitation is also raised when such a program is considered.

When is a single parent a single parent? The problems of enforcing a cohabitation rule are obvious. The second problem involves the economic advantage which would be presented to one parent families. Government policy could create disincentives to formal family formation. Economic advantage could make the two parent family less attractive than the one parent family. When planning policy which specifically aids single parents, consideration must be given to the possible resultant problems as well as the advantages. In the cross-cultural study of income maintenance schemes for one parent families by Cockburn for the Finer Committee cohabitation has not been found to be a cause for concern nor an administrative problem in the countries studied. When an audience specific policy such as the GMA is implemented monitoring is recommended. Cockburn found that the social worker in effect monitors the situation and "there can be little question of concealment and ambiguity" (Cockburn, 1974, p. 46).

The field research and literature review prompt the following recommendations:

1. It is suggested that the advantage of providing aid specifically for one parent families be considered. An in-depth examination of policies in other countries could prevent mistakes and suggest ways of handling the problems of single parent definition and disincentives to two parent family formation. The problem of stigma in a program directed at a particular group is recognized. Trade-offs must be made between the advantages of additional income versus the disadvantages stigma brings. An adequate universal scheme for income maintenance is definitely preferable but in the interim additional funding for the one parent family is suggested in view of their greater need.
2. Until such time as a guaranteed income program is introduced, some form of housing subsidy program, responsive to both one and two parent family needs, should be adopted.
3. It is recommended that a "maintenance advance scheme" be established. The monthly maintenance or child support would be paid directly to the parent with child custody by the government and would therefore be guaranteed. The spouse, usually the husband, would remit payment to the government.
4. A furnishings grant or low interest government loan would enable the single parent to equip a home to a reasonable standard without going deeply into debt.

Discrimination

Discrimination is one of the major problems the one parent family must deal with when looking for accommodation. Housing is difficult for many people to find but seemingly single parents are near the bottom of landlords' lists of acceptable tenants. Often the only reason for the

landlord's refusal to rent is the fact that the prospective tenant is a single parent.

Discrimination was the second most significant issue (after childcare) identified by the single parents from the Group Homes and the Bishop Cridge. Members of various organizations are concerned about the image of the single parent. In a discussion with them public education is seen as a means of changing this image. Discrimination stands in the way of obtaining housing even if the family has adequate income. What can be done about the discrimination against the single parent? The decision by the B.C. Human Rights Commission in favour of a single parent in part presents an answer to this question. The Warren case (see Appendix) will serve as a reminder to landlords but many single parents who are unaware of the legislation would not make a formal protest. But publication and enforcement of the Human Rights Act are not sufficient. In Saskatchewan, the Director of the Human Rights Branch has made extraordinary efforts to see that the code, as it applies to housing discrimination, is strictly enforced. As a result, some homeowners have left rooms unrented rather than face the possibility of renting to people they do not feel are desirable. As a result the Human Rights advocates in Saskatchewan have been charged with "zealousness (that) has caused a housing shortage" (Gordon, 1975, p. 9). As a result the discrimination laws in that province have been made more "palatable". It is not enough to simply enforce the law. The reasons why landlords choose not to rent to one parent families must be understood and dispelled.

In response to the issue of discrimination the following recommendations have been formulated:

1. It is recommended that the public education program by the Human Rights Branch inform single parents of their rights especially those rights which apply to housing.
2. Further, the B.C. Human Rights Commission, through an education program of some kind, should attempt to change the stereotypic image of single parents. Such a program could be aimed at landlords' organizations for example.

Isolation Versus Integration

What is the best living environment for the one parent family? Should the one parent family be housed, that is integrated, with the rest of the community, or are there advantages to separate housing for parent families, that is isolated from the rest of the community? The findings of the case studies and survey of organizations indicate that both patterns are necessary to meet the divergent needs of one parent families. A single mother with an infant and little parenting experience may desire cooperative or communal housing with others in similar circumstances. Others want to live in a small single parent housing complex where daycare, after school and summer programs are available for children on the premises. Others want to live independently in the community perhaps aided by a housing subsidy. People with this latter preference may or may not choose to participate in groups designed to assist the single parent family. The parents, principally women, who want to live in some kind of housing for one parent families indicate they want to do so for varying periods of time. Desired length of stay ranges from

"until I finish my training and can afford a place of my own" to "when my children are ready to leave home". Sprey indicates that single parenthood is often a transitory stage in the life cycle due to the remarriage of many single parents (Sprey, 1975). As evidenced by the research in addition to the length of time the family is a one parent family its needs are dependent on the age of the parent and the emotional and economic stability of the family unit. There are many ways to meet the many needs.

What is required is some coordination to ensure the needs are being met to the best of society's ability. One gap which has been identified in the Vancouver area serves to illustrate.

The less adequate mothers who keep their babies cannot carry their share of the responsibilities in this kind of Group Home. Instead they need a home with a live-in house mother.

(YWCA, 1972, p. 41)

What can be done about the need to provide housing along the Isolation versus Integration continuum?

1. It is recommended that a wide variety of accommodation, provided by the public and private sectors, be made available to one parent families. At present in Vancouver, Transition House and YWCA Group Homes are only able to meet a fraction of the need.
2. The Province should fund more emergency housing like Transition House. According to current applications at least two more centres like Transition House are required to meet the needs women and their children face in Vancouver.
3. It is recommended that accommodation with live-in staff be provided for single parents who require more support than the Group Homes model is intended to provide. Emphasis would be placed on achieving emotional

instability.

4. The demand for placement in YWCA Group Homes is such that at least three more houses could be filled immediately. Additional Provincial funding would make this possible.
5. The municipalities could also provide housing for one parent families. Buildings which are acquired as part of a land assembly plan could be used for Group Homes.
6. A housing subsidy would enable one parent families to "integrate" with the rest of the community should they so desire.
7. The private sector should be encouraged to provide accommodation for one parent families. The Provincial Government should monitor the type and quantity of housing that comes onto the market and fill the "gaps".

Childcare and Support Services

In the case studies, survey of organizations and literature review the importance of childcare was repeatedly stressed. The term childcare rather than daycare is employed because some parents do shift work or attend night classes so a facility needs to be available in the evenings as well as the daytime. The reasons for this need as expressed in a statement from the Finer report:

Of particular importance for mothers with children is the provision of accommodation which incorporates facilities for the care of young children, particularly when the mother is working or is undergoing training and this need is being increasingly recognized.

(Finer, 1974, p. 59)

In a paper describing an ideal environment the relationship of the service facilities to the place of residence is described:

Conceptually the built-in environment is a model in which the family is the hub of the wheel and all services which the family requires as a functioning and viable system are so arranged that they are readily available to the family. Based upon advanced technology, these services are servants of the family rather than the other way around. For the young dual-career family it is important that they have day-care and after-school services. Instead of following the traditional pattern of locating "mother-helper" activities in a settlement house, church, or other centrally located area of the community, we would build such services in our model community so that they are integrated with the apartment, townhouse, duplex, or single-family home style of living.

(Sussman, 1970, p. 12)

The integration of childcare facilities has been successful in residential environments such as the Bishop Cridge Centre for the Family. This "maximum integration" is an ideal. Should this ideal not be possible the location of housing for the single parent family, indeed, any family, should provide childcare service facilities in proximity to the residences of the families. The assertion has been made that child care facilities should be located within walking distance by the youngest child (Sussman, 1970, p. 15). The distant location of childcare facilities places even greater burdens on the family that has only one parent to manage travel to and from the centre with the child.

Support service facilities are also important. A planned environment which incorporates Family Places, for example, is an ideal to move toward. When new developments are being planned the integration of these services is a must. The task is much more simple than trying to fit them into existing built environments. Some government incentives to private developers could facilitate the integration of childcare and support service facilities. The goal should be to move away from the centralism described by Sussman.

The organization of service systems tend to centralize, based on bureaucratic efficiency, and the consequences are that families have to reach out of their homes in order to obtain any type of service. It is quite common in middle-class neighborhoods to see mothers bussing their children to school in their automobile, something they have done for years. In fact, all life outside the family is built around institutions such as the church, the school, the leisure time facility. The rhetoric is that these agencies exist for the family, but the empirical reality is that relatively little concern is given to what may be the desires or needs of the family.

(Sussman, 1970, p. 10)

In the environment which exists the actual support services are often dependent on government funding. As this is written a number of provincial cutbacks have been discussed. While Transition House and Family Place have obtained funding for another year, Crossreach Single Parents has had its funding terminated. Many of the support services for single parents operate on a voluntary basis and Crossreach plans to continue in this manner. To be truly effective it is necessary to hire staff people and this is possible only with government funding. This will come about only when the process of becoming a societal need is advanced further.

As the community accepts the needs of one parent families as societal needs the following will be possible.

1. Developers should be encouraged, by means of incentives, to provide childcare facilities in their projects.
2. Central Mortgage and Housing Corporation and the provincial governments should enter into cost sharing agreements in order that child care facilities, which will be used by people other than residents of a CMHC financed building may be provided. This cooperation between the two levels of government would facilitate the construction of

daycare or childcare facilities. The responsibility for operating costs would of course remain with the province.

3. It is suggested that in the planning of residential developments the services which assist one parent families be considered and space be provided within the planned developments. These could be required just as a certain amount of green space is requisite.
4. Funding of services such as Family Place and Transition House should be given for longer than the current one year period to allow longer range planning by these organizations.

SUMMARY

This thesis delineates a number of housing needs of one parent families. These needs are presented in terms of issues. The recommendations which are offered are not all inclusive. They do indicate the initial steps which should be taken to meet the needs of one parent families.

The primary purpose of this thesis is to present the needs of one parent families and to further the acceptance of these as societal needs as described in the first chapter.

It has been said that

Action of any kind without research, whether it is to bring about change in an individual group's values or behavior or to create new environments, is folly; on the other hand, research without being followed with action is stupidity.

(Sussman, 1970, p. 6)

As this is written the feedback process continues and the results are therefore appended to the thesis.

If this thesis provokes some thought and discussion about the needs of the one parent family and the responsibility of the community then it has served its purpose.

LITERATURE CITED

- Bertrand, Alvin L. Social Organization - A General Systems and Role Theory Perspective. Philadelphia, Pa.: F.A. Davis Co., 1972.
- Buckland, Clare M. "Toward a Theory of Parent Education: Family Learning Centres in the Post Industrial Society," The Family Co-ordinator, April 1972.
- Canadian Council on Social Development. The One Parent Family. Ottawa, October 1971.
- Campbell, Earl. "Socio-economic Needs of Single Parent Families," unpublished paper presented to Parents without Partners, Chapter 153, Vancouver.
- Carson, Susan. "The Other Side," Weekend Magazine, February 22, 1975.
- Clayton, Patricia. "Meeting the Needs of the Single Parent Family," The Family Co-ordinator, October 1971.
- Cockburn, Christine and Hugh Heclo. "Income Maintenance for One-Parent Families In Other Countries: An Appraisal," Report of the Committee on One-Parent Families, 1974.
- Department of National Health and Welfare. Peer-Professional Partnership: A Unique Approach to Services for Separating Parents. Ottawa, April 1974.
- Etzioni, Amitai. Modern Organizations. Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1964.
- Finer, Morris. Report of the Committee on One-Parent Families. Department of Health and Social Security, Cmd 5629, London, 1974.
- Gordon, Sheldon. "Telling it like it is in Saskatchewan," Financial Post, July 26, 1975, p. 9.
- Guyatt, Doris E. One-Parent Family in Canada. The Vanier Institute of the Family, 1971.
- Hole, W.V. "User Needs and the Design of Houses: The Current and Potential Contribution of Sociological Studies," unpublished paper from the Building Research Station, Ministry of Public Works, Great Britain.
- James, Jean M. Family Benefits Mothers in Metropolitan Toronto. Ministry of Community and Social Services, 1973.

Klein, Carole. The Single Parent Experience. New York: Walker and Company, 1973.

Morisey, Patricia G. "From Scandinavia to the Urban Ghetto Implications of the Scandinavian Welfare Programs," National Council on Illegitimacy, Unmarried Parents and Their Children, 1968.

National Council on Illegitimacy. Unmarried Parents and Their Children, 1968.

Nicholson, Jill. Mother and Baby Homes. London: Allen & Unwin, Ltd., 1968.

Poulos, Susan. A Problem Inventory of Single Mothers. Vancouver: Children's Aid Society of Vancouver, 1969.

Ross, Heather L. and Isabel V. Sawhill. Time of Transition. Washington: The Urban Institute, 1975.

Sauber, Mignon and Eileen Corrigan. The Six Year Experience of Unwed Mothers as Parents. Community Council of Greater New York, 1970.

Schlesinger, Benjamin. The One Parent Family. Toronto: University of Toronto Press, 1975.

Skalts, Vera. Mothers' Aid in Denmark. Det Danske Selskab, 1973.

Social Planning Council of Metropolitan Toronto. Report on the Concept of Needs and the Determination of Priorities, 1961.

Sprey, Jetse. "The Study of Single Parenthood: Some Methodological Considerations," in Schlesinger, The One Parent Family, 1975.

Sussman, Marvin. "Construction of Built-In Environments: Housing Services," unpublished paper, Case Western Reserve University, 1970.

YWCA. "An Evaluation of Group Homes for Single Parents," unpublished document, Vancouver, 1972.

Housing Needs of One Parent Families

A research project is being conducted this summer on single parent families and their housing needs. Information is being sought concerning present difficulties in your housing situation as well as solutions that could alleviate the problems. The study will include a survey of housing-related community services such as day care, single parent organizations and financial and legal assistance. The final report will provide policy and design recommendations to aid government and private agencies in planning their housing programs.

The YWCA is supporting this study and a section of a report will look at Group Homes as a type of communal living.

We feel it is important that single parents identify the housing issues. We hope you will help us by filling out the questionnaire.

There is no need to sign your name as individuals will not be identified. Do give us your name if you would like a copy of the report.

Thank you.

Penny Gurstein

Nancy Hood

N. Hood

1. How did you hear about Group Homes?

2. What were your expectations of Group Homes?

3. Before moving into Group Homes what were your housing needs?

Please list housing related needs e.g., the need to be close to some service.

THE GROUP HOME EXPERIENCE

4. Do you feel that Group Homes have met your needs?

5. Please list the advantages of living in a Group Home.

for you

for your child

6. Please list those aspects of Group Home life which you found bothersome

for you

for your child

7. Was the daycare provided an important aspect of Group Homes?

Please check one 1) This was very important
 2) Important

3) Not anymore important than other aspects of Group Home life

4) Not important

8. How did you feel about living with other single parents?

- Please check one. 1) this was most helpful
- Why? 2) this was not helpful
- 3) undecided

AFTER MOVING OUT

9. When you left Group Homes what kind of accommodation were you looking for?

- Please check one 1) an apartment
- 2) a room
- 3) a cooperative house
- 4) house
- 5) other - please specify

10. Were you looking for accommodation with another single parent?

- 1) Yes
- 2) No

11. Did you find the type of accommodation you had hoped to find?

- 1) Yes
- 2) No

b) If you answered no, that is you were not able to obtain the kind of accommodation you wanted, please list the reasons you were unable to find such a place?

12. What kind of accommodation did you move into?

- 1) an apartment
- 2) a room
- 3) a cooperative house, shared a place with others
- 4) house
- 5) other - please specify

13. Did you share the accommodation with another single parent?

- 1) Yes
- 2) No

14. After moving out did you make contact with any single parent organizations?

- 1) Yes
- 2) No

15. Did you maintain contact with Group Homes, perhaps through the daycare centre?

- 1) Yes
- 2) No

16. Did you have any "hassles" trying to find a place that would take children?

- 1) Yes
- 2) No

b) If yes please describe the kinds and number of difficulties encountered.

17. Did you experience any discrimination because you are a single parent?

- 1) Yes
- 2) No

b) If yes please describe these experiences in detail.

18. What do you think about single parents living together in the community?⁷¹
19. Did other people think you were different because you lived in Group Homes?
20. What kind of support was provided when single parents lived together in a Group Home?
21. How did this support influence/help one parent families?
22. Do you think single parent families should live separately in the community, i.e. it is not important for single parents to group together?
- 1) Yes
 - 2) No
 - 3) Undecided
23. a) Do you think a group situation is a good one for single parents and their children?
- b) Would you have liked to remain in group homes longer than you did?

THE ALMOST IDEAL

72.

If told to choose the kind of accommodation we wanted we all might say a castle or mansion. Keeping in mind some economic constraints we would like to consider alternatives to the kind of housing available now - alternatives in terms of design, price and the amenities provided.

When we assume some economic constraints we mean that we all can not live in castles. We do not mean that a person who can not presently afford anything else should be "satisfied" with substandard accommodation. The following questions are intended to bring out your ideas about housing and housing for one parent families in particular.

24. What kind of place would you and your child live in if you could choose?
(Please describe fully - e.g. large apartment on ground floor, etc.)
25. Where would you like to be located and why?
26. What services are important to you and your child? (e.g. day care, drop-in centre) Please list.
27. Where, in terms of the location of your residence, would you like these services to be located? (e.g. the school should be within two blocks)
28. Do you think the housing needs of one parent families are any different than those of the general population?

We welcome any comments about this questionnaire or about the study in general.

- 6 -

We are interested in your ideas about the kinds of housing you would like to see for one parent families. If you have ideas about floor plans, building types, etc., feel free to sketch these on the back of the questionnaire.

Thank you for completing this questionnaire. We realize that it is lengthy and has required some consideration. We sincerely hope our report will have some impact on housing policy. If you are interested in receiving a copy of the report or more information about the results of our Group Homes research please note this on the questionnaire.

Thanks again.

APPENDIX B

July 19, 1975

Housing Needs of One Parent Families

As part of the research concerning the housing needs of one parent families we are interested in the Bishop Cridge Family Centre and the housing in Hayward Heights. We would like to know about the housing needs of your family and the adequacy of your current housing in terms of these needs.

The report that will result from the research efforts is intended to provide policy and design recommendations for government and private agencies. Completing the questionnaire will help us in formulating recommendations based on contact with as many one parent families as possible.

Please indicate on your questionnaire if you would like a copy of our findings and recommendations.

Thank you.

Penny Gurstein

Nancy Hood

N.B. Please return to N. Hood

Information About Your Family

1. Number of children in your family?

2. Ages of these children?

3. Age of family head?

under 20 _____

20 - 25 _____

26 - 30 _____

31 - 35 _____

36 - 40 _____

41 - 45 _____

46 - 50 _____

over 50 _____

4. Family income (please check as many as applicable)

Social Assistance _____

Unemployment Insurance _____

V.O.P. _____

other Government Income _____

full time employment _____

part time employment _____

support from spouse _____

Before you moved to Hayward Heights

5. How did you hear about the Bishop Cridge Centre?

6. How did you hear about Hayward Heights housing?

7.. What type of accommodation did you have before moving to Hayward Heights?

8. Is this (Hayward Heights) the kind of housing you had hoped to find?

1) Yes _____

2) No _____

b) If you answered no, that is you were not able to obtain the kind of accommodation you wanted, please list the reasons you were unable to find such a place.

9. When you were looking for a place did you have any "hassles" trying to find a place-that would have children? 1) Yes _____

2) No _____

that would have a one parent family? 1) Yes _____

2) No _____

b) If you did experience difficulties please describe the number and kinds of "hassles" encountered.

Your Hayward Heights Experience

10. Please outline the housing needs of your family.

11. Do you feel that your present housing adequately meets these needs?

1) Yes _____

2) No _____

b) Please explain why

12. Please list the advantages of living in Hayward Heights.

for the parent

for the children

13. Please list those aspects of Hayward Heights life which you find bothersome.

for the parent

for the children

14. Was the daycare an important factor in your decision to move to Hayward Heights?

Please
check
one

1) This was very important

2) Important

3) Not as important as other aspects of Hayward Heights

4) Not important

15. Were the after school and summer programs important factors in your decision to move to Hayward Heights?

Please
check
one

- 1) This was very important
- 2) Important
- 3) Not as important as other aspects of Hayward Heights
- 4) Not important

16. Do you make use of the Bishop Cridge Family Centre services and facilities?

- 1) Yes _____
- 2) No _____

b) Please outline why

17. If you answered yes to question 7 specifically how does your family use the Centre? (Please outline fully)

18. How do you feel about living with other single parent families?

Please
check
one

- 1) this is most helpful _____
- 2) this is not helpful _____
- 3) undecided _____

Please describe why you feel this way?

19. What do you think about one parent families living together in the community? Is this a good or bad idea and why?

20. Would you prefer to live elsewhere in the community?

21. Do you think living with other one parent families is beneficial for the children?

1) Yes

2) No

b) Please explain why.

The Almost Ideal

If told to choose the kind of accommodation we wanted we all might say a castle or mansion. Keeping in mind some economic constraints we would like to consider alternatives to the kind of housing available now - alternatives in terms of design, price and the amenities provided.

When we assume some economic constraints we mean that we all can not live in castles. We do not mean that a person who can not presently afford anything else should be "satisfied" with substandard accommodation. The following questions are intended to bring out your ideas about housing and housing for one parent families in particular.

22. What kind of place would you and your child live in if you could choose?
(Please describe fully - e.g. large apartment on ground floor, etc.)

23. Where would you like to be located and why?

24. What services are important to you and your child? (e.g. day care, drop-in centre). Please list.

25. Where, in terms of the location of your residence, would you like these services to be located? (e.g. the school should be within two blocks)

26. Do you think the housing needs of one parent families are any different than those of the general population?

We welcome any comments about this questionnaire or about the study in general.

June, 1975

BISHOP CRIDGE CENTRE FOR THE FAMILY

"THRESHOLD" POLICY FOR HAYWARD HEIGHTS

RENTAL ACCOMMODATION

1. The rental accommodation provided by the Centre is designed to accommodate one parent families of low income. It is not expected that tenants will consider the accommodation to be of a permanent nature over a period of years, but that it may prove of assistance during times of family stress and until more long-term arrangements are made.
2. Applications for tenancies are open to one parent families with two or more dependent children (each under eighteen years of age). One parent is a person who is either:
 - (i) unmarried, or
 - (ii) separated due to desertion, incompatibility, long-term illness or incarceration of spouse, or
 - (iii) divorced, or
 - (iv) widowed
3. Income. Applicants income from all sources must not exceed:

in the case of a parent with two children	\$464
in the case of a parent with three children	\$536
in the case of a parent with four children	\$608
in the case of a parent with five children	\$675
in the case of a parent with six children	\$737
in the case of a parent with seven children	\$799
in the case of a parent with eight children	\$861

Allowable income is subject to annual adjustments.

4. The 'one parent' shall be the only residing adult in the premises.

5. If after commencement of residence the circumstances of a tenant change so that he or she no longer qualifies as a 'one parent' as defined in Rule 2, the tenant shall forthwith notify the Administration of that fact and the tenant shall be expected to vacate the premises within ninety days from the end of the month wherein the change of circumstance occurs.
6. Each tenancy is subject to annual review.
7. In the event that the family circumstances change so that there are less than two dependent children under age eighteen living in the home or the maximum income limits are exceeded, the matter of a continued tenancy shall be reviewed by the Administration forthwith.
8. Unless exceptional circumstances can be shown, the maximum period of time which any one parent family may be expected to reside in the premises is three years.

The above policy has been established to enable the Bishop Cridge Centre for the Family to assist and serve the maximum number of 'one parent' families in need. Thank you for your co-operation.

APPENDIX D.
THE BISHOP CRIDGE CENTRE FOR THE FAMILY

83.

APPLICATION FOR RENTAL ACCOMMODATION

Mr.
Miss
Name Mrs. _____
(Surname) (Given Names)

Address _____ Telephone Number _____

Marital Status: Married _____ Widowed _____ Divorced _____ Separated _____ Single _____

Occupation _____ Employed by: _____

Length of Residence in Victoria. _____

Children to be housed	Relationship	Birthdate	Occupation, School/Grade
1			
2			
3			
4			
5			
6			
7			
8			
9			
10			

Any change in family expected? _____ When? _____

Monthly salary or Wages	\$ _____	(net) per month
Social Assistance	\$ _____	per month
Family Support/Alimony	\$ _____	per month
Family Allowance	\$ _____	per month
Pensions	\$ _____	per month
Other Income	\$ _____	per month
Total Income (All Sources)	\$ _____	per month

Present Accommodation How Long? No. of Bedrooms Rent

Why do you wish new accommodation? _____

Ownership Have you ever owned a home? _____

Do you own a car? _____ Furniture _____

Assets _____ Amount _____

Creditors _____ Amount _____

<u>References</u>	<u>Name</u>	<u>Address</u>	<u>Occupation</u>	<u>Telephone No.</u>
-------------------	-------------	----------------	-------------------	----------------------

1				
---	--	--	--	--

2				
---	--	--	--	--

3				
---	--	--	--	--

Family Doctor _____ Telephone Number _____

Next of kin/or _____ Telephone Number _____

Relative or close friend
(for Emergency contact) _____

Services Required

Day Care _____

After School Education/ _____
Social/Recreational

Counselling _____

Skills Available _____

This information is complete and accurate to the best of my knowledge and the Bishop Cridge Centre may verify by enquiry. I have read and understand the policy statement on rental accommodation, and, in the event my application is accepted, agree to be bound by its provisions.

Date _____ Signed _____ Applicant _____

Application received by _____ Staff _____ Action _____

The information concerning the Bishop Cridge Centre for the Family was provided by one of the residents on the Tenants' Committee.

APPENDIX E

Question Schedule for Organization Membership Interviews

1. How did you learn about the "Housing Needs of one Parent Families" research project.
2. What organization do you belong to, e.g. Volunteer Grandparents, Crossreach, etc.?
4. Describe your current housing situation
 - a) the type of unit e.g. house, apartment etc.
 - b) the location
 - c) the cost (if renting)
4. Is this the kind of accommodation you wanted?
If yes why?

If no why?
5. What services are important to you? e.g. daycare, transportation etc.
6. What services would you like to have? (Services other than those currently available to you). Why?
7. Have you experienced any problems with landlords?
8. Have you been discriminated against because
 - a) you have children?
 - b) you are a single parent?
9. How do you feel about one parent families living together?

Living in the same house perhaps?

Living in a single parent housing complex?
10. Do you feel the housing needs of parent families are any different than those of the general population?

She 'didn't suit property,' denied house

DAVID BAINES

Accident-setting case the rights of single against the rights ords to choose their was heard before a f inquiry Thursday. case, which may de: how much clout recently-proclaimed Rights Code has, is: case of alleged sex ination since the on was enacted

volves around the 1 of whether a land- is the right, in cer- es, to refuse rental odation to a because she is a arent.

en Ruff, director human rights said the case will 1 important prece- determining what on women have the new Human Code.

F. Lindsay Cleland, he landlords facing rge, said the out- ill illustrate just hts a landlord has nine who will occu- property.

ive-member board ry, which is ap- by the minister of der the terms of , listened to more r hours argument epartment of labor 11 Kingsway.

r Rod Germaine, 1 of the board, board will deliver ct in written form date.

Ann Warren, of t Fifty-fourth, told d she saw a "for gn Oct. 9 on the of a four-bedroom 2796 East Forty-

lephoned Cleland, e co-owners of the d arranged an ap- to see the prop- 11, she said. Cleland asked her r circumstances e said, she told ad three children separated from. indt as



NORENE WARREN
...denied house

She said Cleland then asked her if she thought she could look after the house and property, which is located on a double-size corner lot. She said she could.

Mrs. Warren said she was very excited at the possibility of securing the house and thought her chances were so good she suspended her house hunting while she awaited word from Cleland.

On Oct. 15, she said, Cleland told her he had discussed the situation with the co-owner of the house, David Fowler, and had decided they did not want to rent to a woman who was "on her own."

He explained they were not worried about her ability to pay the \$350 per month rent, but were afraid she would not be able to care for the yard properly, she said.

Mrs. Warren said she was so disappointed at the news that she began to cry. Then, she said, she became angry and eventually con-

tacted the human rights branch.

Human rights officer Hanne Jensen told the board she investigated Mrs. Warren's complaint and Cleland admitted that his sole reason for rejecting her was his fear that a single woman would not be able to handle the property.

She said she advised him that it was his perfect right as a landlord to make sure tenants mow the lawn, care for the garden or face eviction.

But she said she informed him that anybody who refuses to rent accommodation on the grounds of sex and marital status may be guilty of a breach of the Human Rights Code, proclaimed Oct. 10.

Cleland and Fowler testified they had never heard of the legislation until Miss Jensen began investigating the case.

The two men are partners in South Granville Holdings Ltd., which owns the property in question and two other properties.

Cleland is the sole proprietor of F. A. Cleland and Son, which manages 28 properties. Fowler has been a salesman for the firm for 14 years.

Both said they have a general policy not to discriminate against anybody for any reason, as long as they appear to be responsible people.

They said they have several single women who rent property they own or manage.

But they said it is their specific policy not to rent the double-size corner lot to a single woman simply because they have learned through "bitter experience" that a single woman is often incapable of caring for a family and a large piece of property.

Mrs. Warren, a licensed practical nurse, said she holds a regular part-time job with the South Vancouver Health Unit as well as caring for her three chil-

dren, aged 11, 12 and 16.

She said she adequately cared for large properties in the past. On one occasion, she said, she lived on a double lot and the landlord complimented her on the condition she kept the property.

But neither Cleland nor Fowler asked her any questions about her gardening ability or past accommodation. Neither did they ask her for references, she said.

The men admitted they rejected Mrs. Warren solely because she did "not fit the category of tenant we were looking for."

"Surely to God," said Cleland in a Dec. 18 letter to the human rights branch, "I, as an owner, have some right to say who occupies my property."

"This is Canada we live in, not Russia. If Mrs. Warren wishes to pursue this matter further, it is her privilege. I have no intention whatsoever of apologizing to her or reconsidering renting the property to her."

The board of inquiry was told the property has already been rented to another family. Meanwhile, Mrs. Warren has found a smaller, more expensive house.

But Mrs. Warren said that although she is paying \$25 more per month because of the alleged discrimination, she is more concerned about the principle than the money.

Gary Carsen, assistant director of the human rights branch, said the branch contends Fowler and Cleland have violated the Human Rights Code.

But since Mrs. Warren is

not seeking financial compensation, he recommended the board award only nominal damages in her favor.

Bill Black, a member of the Human Rights Commission, which serves an educational and liason function between the branch and the public, agreed with Carsen.

He said he believes landlords should have the right to pick and choose their tenants as long as they do not abrogate the rights of

other people. In this case, he said, he felt Mrs. Warren's rights had been denied.

The board is empowered to force a person convicted under the code to make available any services denied the complainant.

It can also order remuneration of any financial loss suffered by the complainant and, in cases where there is proven damage to self-respect, the board can award up to \$5,000 damages.

THE VANCOUVER SUN
FRIDAY, APRIL 11, 1975
PAGE 16

APPENDIX G:

Census and Statistical Information Concerning
The One Parent Family

The purpose of this appendix is to numerically illustrate the position of the one parent family in our society. The trend towards single parent family formation is demonstrated in Charts 1 and 2. The components of the B.C. single parent population are described in Charts 3 through 5. In Chart 6 the economic position of the one parent family is examined by comparing the average incomes of one and two parent families. The economic picture is broadened by the data of social assistance recipients from the Vancouver Community Resources Board. To demonstrate the adequacy of the social assistance funding available to one parent families some typical budgets and their breakdowns are presented in Charts 8 through 10:

CHART 1: THE TREND IN CANADA

In 1966

Total # of Families	4,526,266
One Parent Families	371,855
One Parent Families as a Percentage of all Families	8.22%

In 1971

Total # of Families	5,070,680
One Parent Families	478,745
One Parent Families as a Percentage of all Families	9.44%

CHART 2: THE B.C. TREND

In 1966

Total # of Families	445,297
One Parent Families	35,534
One Parent Families as a Percentage of all Families	7.98%

In 1971

Total # of Families	533,625
One Parent Families	50,205
One Parent Families as a Percentage of all Families	9.41%

In 1966 in B.C., 8% of all families were headed by one parent.

In 1971 this had risen to 9.41%.

CHART 3:
HEADS OF FAMILIES BY SEX AND MARITAL STATUS
BRITISH COLUMBIA, 1971

MARITAL STATUS	SEX				TOTAL
	Male		Female		
	N	%	N	%	
Married	487,915	98.74	14,240	36.06	502,155
<i>(Husband & Wife at Home)</i>	483,425	97.83	--)	
<i>(One Spouse at Home)</i>	4,490	.91	14,240	36.06)	
Widowed	2,815	.57	14,240	36.52	17,240
Divorced	2,110	.43	8,405	21.29	10,515
Never Married	1,305	.26	2,415	6.12	3,720
TOTAL	494,145	100.00	39,485	100.00	533,630

Source: Unpublished 1971 Census Data - available from the Department of Economic Development

CHART 4:

ONE PARENT FAMILIES BY SEX AND MARITAL STATUS OF HEAD

BRITISH COLUMBIA, 1971

MARITAL STATUS	SEX				TOTAL
	Male		Female		
	N	%	N	%	
Married, One Spouse at Home	4,490	41.88	14,240	36.06	18,730
Widowed	2,815	26.26	14,420	36.52	17,240
Divorced	2,110	19.68	8,405	21.29	10,515
Never Married	1,305	12.17	2,415	6.12	3,720
TOTAL	10,720	100.00	39,485	100.00	50,205

CHART 5:

ONE PARENT FAMILIES BY SEX OF HEAD

BRITISH COLUMBIA, 1971

	SEX				TOTAL
	Male		Female		
	N	%	N	%	
Number of Families	10,720	21.35	29,485	78.65	50,205

Source: Unpublished 1971 Census Data - available from the Department of Economic Development.

NOTES ON CHARTS 3 - 5

1. These tables are for "head of Families", not "Heads of Households." The relevant Census definitions are:

"Census Family: Consists of a husband and wife (with or without children who have never been married, regardless of age) or a parent with one or more children never married, living in the same dwelling. A family may consist also of a man or woman living with a guardianship child or ward under 21 years for whom no pay was received. The "HEAD OF THE FAMILY" is the husband in a husband-wife family, or the parent in a one-parent family."

"Household: A person or group of persons occupying one dwelling. It usually consists of a family group, with or without lodgers, employees, etc. However, it may consist of two or more families sharing a dwelling, or a group of unrelated persons or of one person living alone."

2. As shown in Chart 3, and as noted above, in two-parent families ("married - husband and wife at home") the husband is designated by census procedures as the 'Head of the Family.'
3. The N's may be out by 5, due to Census rounding procedures.

Guyatt in The One-Parent Family in Canada based on 1966 data identifies economic problems as a major concern for the one parent family,

it has been shown that the average family income of single-parent families is significantly lower (than the income of a two-parent family), particularly if the single parent is a woman.

(Guyatt, 1971, p. 59).

The 1971 census confirms this assertion.

CHART 6:

In B.C.

Average Income of One Parent Families in 1970	\$ 5,845
--	----------

National Average for One Parent Families in 1970	6,036
---	-------

In B.C.

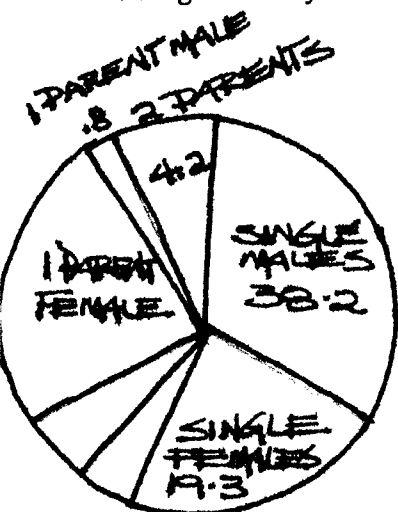
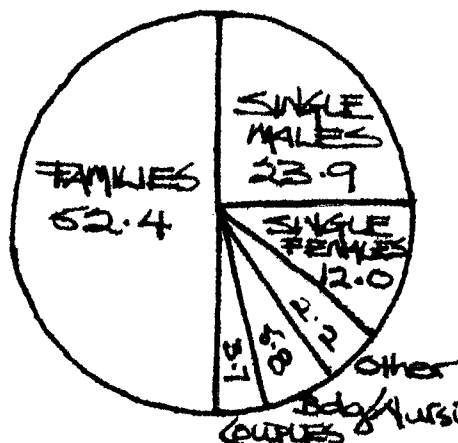
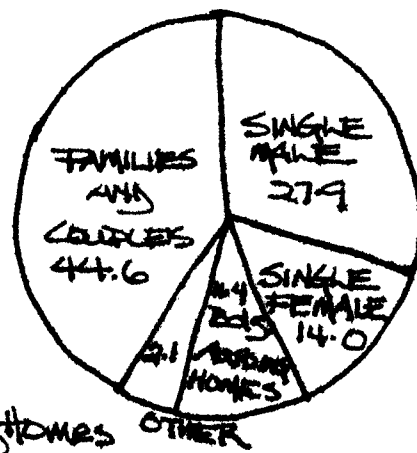
Average Income of Two Parent Families in 1970	\$10,574
--	----------

National Average for Two Parent Families in 1970	9,958
---	-------

CHART 7:

NUMBER AND PERCENTAGE OF CASES AND INDIVIDUALS BY CATEGORIES

<u>Categories</u>	<u>Cases</u> [*]		<u>Individuals</u> ⁺	
	#	%	#	%
Single Persons:				
Male	6,639	38.2	6,639	23.9
Female	3,352	19.3	3,352	12.0
Families:				
2 Parents	733	4.2		
1 Parent - Female	3,987	22.9	14,601	52.4
1 Parent - Male	147	.8		
Couples	512	2.9	1,024	3.7
Bdg./Nursing Home Residents	1,613	9.3	1,613	5.8
Others: Status Indian, Child with Relative, etc.	393	2.3	621	2.2
TOTALS	17,376	100.0	27,850	100.0

FIGURE A
Categories by CasesFIGURE B
Categories by
IndividualsFIGURE C
Categories by
Dollars Issued⁺⁺

Source of Data:

* V.R.B. Case Stats. - Dec. 22/75
(cheques to cover month of Jan./76)

+ Averages for category calculated from case stats, and government statements

++ Based on government statements

Information from the Vancouver Resources Board indicates that an average of 14% of all VRB S.A. cases are two parent families, and 86% are single parent families.

Of the single parent families, 96% have a single female parent

There is only a slight deviation from the mean percentage for the seven months - not more than 1%.

Based on the Monthly Cheque Issue for June 1975 - December 1976.
Information from Vancouver Resources Board Researcher, Ruth Chisholm.

CHART 8:

INCOME INFORMATION FROM THE VANCOUVER RESOURCES BOARD,
NUTRITION SERVICES

Information provided by Irene Zilinski

<u>Family Size</u> <u>(# of Members)</u>	<u>Support</u>	<u>Shelter</u>	<u>Total</u> <u>Income</u>
2	140	130	270
3	175	145	320
4	210	160	370
5	250	170	420
6	285	180	465
7	315	190	505

N.B.: Social Assistance recipients receive a basic amount of support and then an additional amount to pay for accommodation. The Vancouver Resources Board covers the cost of accommodation - above a certain specified amount the Board will pay 75% of the cost of shelter. The recipient absorbs the other 25%.

CHART 9:

THE INCOME BREAKDOWN OF AN "AVERAGE" ONE PARENT FAMILY
ON GOVERNMENT ASSISTANCE BUDGETS*

*Information from Irene Zilinski, Vancouver Resources Board

The budget information was obtained from sample budgets of
single parents.

	Percentage of Income Expended
Rent - light and heat	56%
Food	30%
Transportation	4%
Laundry and Personal Needs	4%
Household costs	2%
Telephone	2%
Gifts, Recreation, Books and Newspapers	2%
TOTAL	100%

CHART 10:

ACTUAL DOLLAR ALLOCATION FOR FAMILIES ON GOVERNMENT ASSISTANCE
 BASED ON AN AVERAGE ONE PARENT FAMILY BUDGET

Family Size	2	3	4	5	6	7
Total Income						
Shelter and Support	270.00	320.00	370.00	420.00	465.00	505.00
Rent						
Heat, Light, (56%)	151.20	179.20	207.20	235.20	260.40	282.80
Food (30%)	81.00	96.00	111.00	126.00	139.50	151.50
Transportation (4%)	10.80	12.80	14.80	16.80	18.60	20.20
Laundry and Personal Needs (4%)	10.80	12.80	14.80	16.80	18.60	20.20
Household Costs (2%)	5.40	6.40	7.40	8.40	9.30	10.10
Telephone (2%)	5.40	6.40	7.40	8.40	9.30	10.10
Gifts, Recreation, Books, Newspapers (2%)	5.40	6.40	7.40	8.40	9.30	10.10