CASE STUDIES IN DOCUMENTING THE PROCESS

OF ORGANIZATIONAL CHANGE FOR

COMMUNITY ORGANIZATION PURPOSES

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ABSTRACT

This study is an initial and exploratory venture toward examining organizational change as it applies to the field of social welfare in Greater Vancouver. Specifically the formulation for documenting change as outlined in the proposal of the Area Development Project of the Greater Vancouver Area was used in three separate case studies.

The study has concerned itself with documenting the process of organizational change (both planned and unplanned), rather than analyzing the effect organizational change has had upon services and/or agencies.

The first case study deals with three social actions initiated in 1964 by the Society of Women Only, a group of deserted women in the Vancouver Area. In each action process the organization was attempting to create change in governmental systems of a mutual support and social control nature. The change processes were documented from their inception but not to their conclusions.

The structured organizational change documented in the second case study occurred in 1961. At that time two divisions of the Social Planning Section of the Community Chest and Councils of Greater Vancouver, the Groupwork and Recreation Division and the Family and Child Welfare Division were combined. The combined divisions became the Welfare and Recreation Council. The whole change process was documented from its inception in 1960 until the change was assessed by a special committee in January - March 1965.

The third case study considers the documentation of organizational change being attempted in a geographic area known as Sunrise Park in the city of Vancouver. The purpose of this change process has been to

formulate plans for action by the health, recreation, education and welfare agencies towards solving problems that exist or may exist as a result of the introduction of a large public housing project into the area. The case study deals with change process in its initial stages as the organizational change in the period under study was only just beginning.

Each writer has concluded his case study by making a number of critical observations concerning the utility of the selected model for the development of both theory and practice in the field of community organization.

ACKNOWLEDGEMENTS

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PART I

GENERAL INTRODUCTION

Significance and Scope of the Study

There has been a relatively small amount of study pertaining to organizational change as it relates to social welfare situations in North America. The study of organizational change as it relates to business and industry has been much more extensive. One of the earliest students of change was Frederick W. Taylor[1] who attempted to introduce a "third force" in industry between labour and management. Studies by Morrison,[2] Marrow and French,[3] are now considered classic works as they relate to industry. There is considerable knowledge and theory resulting from these and other students of change.

The School of Industrial Management at the Massachusetts Institute of Technology and the Boston University, Human Relations Center have also made substantial contributions toward broadening the theory and knowledge of change process in business and industry.

In addition, a great deal of study has been undertaken in relation to group dynamics and how change occurs within groups. Social scientists such as Max Weber, Talcott Parsons, Kurt Lewin,

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[1]Taylor, Frederick W. "The Principles of Scientific Management" Harper, New York, 1911.

[2]Morrison, Eltinge, "A Case Study of Innovation" Engineering & Science Magazine, April, 1950

[3]Marrow, Alfred S. & French, John R.R. Jr. "Changing a Stereotype in Industry", Journal of Social Issues, Vol. 2, No. 1, 1945.

Robert Merton, are pioneers in this field and have given impetus to the pursuit of change theory as it pertains to social organizations of all kinds.

In the social welfare field, beginnings have been made only recently and are gaining momentum in several centers in North America. Selected enquiries made by the authors have indicated that starts are being made in the United States at the Massachusetts Institute of Technology and at Harvard in studying organizational change in eleven juvenile delinquency projects in major cities in the United States.

The authors attempted a survey of various individuals who were known to have some knowledge of organizational change research. One such person was Dr. J.C. Lagey of the Department of Health, Education, and Welfare, Washington, D.C. Dr. Lagey was until recently the Research Director of the Community Chest and Councils of the Greater Vancouver Area and took part in the preparation of the research design of the research model proposed by that organization's Area Development Project.

Dr. Lagey's reply[1] (see Appendix A) suggests that recently the Mobilization for Youth project in New York City has appointed a historian to record policy changes and the background reasons for these changes as the history of the project develops.

In the area of systematic recording of organizational change,

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[1] Lagey, Joseph C., Extracts from a letter dated January 12, 1965, in reply to enquiries by the authors of this thesis.

very little study has been undertaken. There has been a dearth of

material on this subject. Information sought from the individuals

who designed the Area Development model[1] regarding attempts being

made toward recording change support this fact. In approaching this

particular study it has been assumed that methods of recording change

are important for their theoretical considerations, and to the

practitioner whose work becomes related to organizational change in

social welfare situations.

In most instances where change has been recorded, the method

has been to view the change "before" and "after". There are few

examples known to the writers where the recording of organizational

change has been directed toward the process that transpires. Little

study has been done on recording the procedures that take place

between the inception and the conclusion of the change situation. In

utilizing a specific method - an analytical model - the writers have

attempted to document the "whole" process.

The documentation of the process of organizational change is

of interest to the community organization practitioner for both

operational and theoretical reasons. The Vancouver Area Development

Project's proposal indicates an expectation that project participants

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[1]In April, 1964, social scientists and professional personnel working
in Community Organization positions were convened to prepare a
proposal to study aspects of organizational change. The proposal was
intended to provide a method and framework for examining anticipated
changes of an organizational nature related to the operation of the
Area Development Project of the Community Chest and Councils of the
Greater Vancouver Area.

would react in a manner conducive to service improvement if they were in regular receipt of documented data on the state of the various change processes in which they were engaged.[1] Floyd Mann has indicated how such feedback can induce changes in the behaviour of an individual or group in an organizational setting:

> Information about the functioning of a system may introduce a need for change. This is especially true when the new data are seen as objective and at variance with common perceptions and expectations. Change processes organized around objective, new social facts about one's own organizational situation have more force for change than those organized around general principles about human behaviour. The more meaningful and relevant the material, the greater the likelihood of change.[2]

Although not operating in conjunction with a specific development project, change agents[3] can make use of documented information concerning a change process. By using such data, they can better understand the dynamics of structure and function and thus relate to the client organization in a more effective manner. In this way, the historical background necessary for effective service can be more readily ascertained.

Case data related to the process of organizational change can

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[1] Area Development Project, Proposal for Study of the Process of Organizational Change in the Area Development Project, 1964.

[2] Mann, Floyd C., "Studying and Creating Change" The Planning of Change, ed. Warren G. Bennis, Kenneth D. Benne, and Robert Chin; Holt, Rinehart and Winston, New York, 1961. p 613.

[3] The term "change agent" refers to a professional facilitator of change. See Ronald Lippit, Jeanne Watson, and Bruce Westley, The Dynamics of Planned Change, Harcourt, Brace and World, New York, 1958, pp 11 - 14.

also make a contribution to the development of applied social science theory. When sufficient studies have been collected in a manner satisfactory for comparative analysis, hypotheses can be tested and theoretical inferences drawn. Eventually, as research on the kinds of change related to social welfare is developed and methodology improved, classifications will be established to chart the expansion of knowledge in this field.

This study has been an initial and exploratory venture toward examining organizational change as it applies to the field of social welfare in Greater Vancouver.

The formulation for documenting change as outlined by the Area Development Project has been used in three separate case studies. This formulation was outlined in the design document (see Appendix B). As much as possible, the particular method of application has been outlined in pages five and six of this document.

The study has concerned itself with documenting the process of organizational change (both planned and unplanned), rather than analyzing the impact organizational change has had upon services and/or agencies.

The scope of the study has encompassed a view of organizations engaged in some aspect of social welfare. The study project has three separate case studies and the pertinent circumstances of each have been outlined in their respective chapters.

General Review of Methodology

One of the earlier tasks was to develop criteria for the selection of cases for study. The criteria established were: (1) Accessibility for effective contact and analysis; (2) That the study could be done

within the period available to the writer; (3) That changes and phases were fairly clearly observable; (4) That the subject had some particular interest to the writer.

Following this, a list was developed of twenty-seven case situations where organizational change was taking place. This list was compiled with the assistance of members of the staff of the Social Planning Section of the Community Chest and Councils. Each of the writers selected one case for study.

The factual material relating to each case was gathered from a variety of sources. Typically, these sources included minutes and relevant correspondence pertaining to the case; and various key informants and participants in the organization.

The techniques used in gaining the factual material were: interviews conducted with various key individuals; a survey of written material; and observations of groups within the organization and of the organization itself.

While a common approach to the documentation of the cases had been agreed upon by the writers, the unique and different character of each study required that the exact plan for the gathering and recording of pertinent data be left to the individual researcher. The writers did not necessarily follow the exact sequence of phases as outlined in the Area Development Project model through to its entirety. In the following sections, each of which outlines one case, explanation has been given about procedures followed.

The primary research question was: "Can the Area Development Project framework be regarded as a useful tool in documenting the

process of organizational change in specific cases?" A secondary
question was: "In these specific cases under study, what if any
questions about organizational change process does this framework fail
to answer?"

PART II

CHAPTER 1

INTRODUCTION

Purpose of the Study

The purpose of this study is as outlined in the general intro-
duction to the research project: to explore the documentation of the
process of organizational change for community organization purposes
utilizing the model proposed by Vancouver's Area Development Project.

Introduction to the Case Study

The case study will concern itself with the Society of Women
Only, a group of deserted wives in the Vancouver area, who, in February,
1964, organized themselves to pursue a programme of social action.[1]

The members of this group are mainly consumers of social welfare
services and, as such, are frequently considered to have been so
rendered dependent on, yet alienated from, the community, that self-
motivated organization is unlikely. In fact, this is the only case
known to the writer wherein deserted wives have organized under their
own auspices for the good of themselves and their children. Although
this case may be somewhat unique, it is of relevance to community
organization, the literature of which is increasingly showing interest
in the possibility of significant social change being effected through
the efforts of vitally concerned and involved citizens.[2]

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[1]Social action is defined as "effort to bring about change or prevent
change in current social practices or situations, through education,
propaganda, persuasion or pressure on behalf of objectives believed by
the social actionists to be socially desirable" in Dunham, Arthur,
Community Welfare Organization, Crowell, New York, 1958, p.52.

[2]The New York Project, Mobilization for Youth is based on such a premise.

The study focussed on the intra-organizational process the
Society of Women Only underwent during its first year of attempting
to create various changes in the extra-organizational sphere. After
an outlining of the history of the group indicating the basic programme
development of the organization in a time sequence, three main change
actions were documented using the Area Development Project's model as
a framework for analysis. A chapter each was devoted to change actions
in respect to: 1) the administration of social allowances; 2) the
administration of family courts; and, 3) divorce legislation. In each
action, change was desired not in the group itself but in governmental
institutions and the action processes deal with transactions of an inter-
group nature. Conceivably, the model could have been used to document
other types of change actions, e.g., the enlistment of professional
assistance for group development. However, it was considered important,
as far as possible, to document planned rather than unplanned change.
In this connection, the writer was of the opinion that the three change
actions selected were the least pragmatic. The study will conclude
with a chapter presenting a number of observations on the utility of
the model for the documentation of organizational change.

Methodological Approach

The case study has dealt with the development of the Society of
Women Only over approximately one year, from their first meeting held
on February 27, 1964, to their first annual meeting held on March 4th,
1965.

Data was collected on a retrospective basis from January 6, 1965,
to March 4, 1965. Ten interviews lasting a total of seventeen hours
were conducted with the six principal officers of the group. In addition

three interviews lasting six hours were held with three professional persons who had been related to the organization in the course of the year. Interview questions with the professional people were mainly those of the model's headings; however, interviews with members of the group tended to be unstructured. The writer also attended two general meetings of the group where he had an opportunity to observe interaction and to talk informally with about ten other members of the Society of Women Only. Two occasions where members of the group made presentations to the community were also attended. Written material including minutes of executive, general, and brief committee meetings were placed at the disposal of the writer, as were correspondence, documents, briefs, notes and press clippings.

All relevant data from interviews and written material was noted on cards, cross checked, and consolidated under the general headings of the Area Development Project model. However, it must be stressed that the data has been organized and arranged under the model's headings solely on the personal judgement of the writer. Permission was granted to use actual names of members of the Society of Women Only. The analysis has been subjected to neither the evaluation of the group itself nor of professional persons who have in some capacity been connected with the group, although considerable assistance in the development of a study method was given to the writer by the thesis supervisor.

Finally, it must be noted that data will not be constantly supported by reference to unpublished material unless it is thought to be particularly necessary by the writer, for instance, when elaborating on controversial matters or where a reasonable amount of documentation exists in the organization's records.

CHAPTER 2

HISTORY OF THE SOCIETY OF WOMEN ONLY

The first meeting of the Society of Women Only was held on February 27, 1964. It was called by a resident of Burnaby, Mrs. Pearly Bentley. A deserted mother of three small children, she had been living on social assistance for several years due to difficulty in obtaining maintenance payments from her husband.

In early February 1964, Mrs. Bentley appeared on a morning television programme to describe her plight and to make an appeal for other women in a similar position to join with her in a programme of social action. The response by telephone was such that she was encouraged to call a meeting to form a group to work for her cause.

The first meeting was held in a Burnaby church hall. It was attended by about forty women and widely reported in the press. Many complaints about the inadequacy of social assistance policies and the lack of effective enforcemnt of the Wives' and Children's Maintenance Act were voiced.

On the strength of the support she was receiving, Mrs. Bentley went alone to Victoria on March 3, 1964, to make representations to the Provincial Government for changes in the administration of legislation relating to desertion. She met with the Liberal and the New Democratic Party caucuses, as well as with Highways Minister, P.A. Gaglardi. Mrs. Bentley apparently received sympathetic hearings.

Gordon Dowding, M.L.A. (N.D.P.- Burnaby), attended the second meeting of the group on March 5th, as did Miss Beatrice Sanderson, Y.W.C.A. social worker. Mr. Dowding gave the women legal advice while

Miss Sanderson helped them to develop and formalize their organi-
zation.

A panel discussion on the problems of desertion was held at
the third meeting on April 2nd. Miss Sanderson, Mr. Dowding and Mr.
Weber of New Westminster were among the speakers. A set of objectives
were adopted by the group;[1] and a number of by-laws were presented
for consideration. An executive committee was also elected.

At an open meeting on May 7th, Mr. T.C. Bowen-Colthurst of
the Attorney-General's Department addressed the group.

By now, the Society of Women Only had decided that it would
aim for changes in the divorce laws, as well as in the administration
of social assistance and Family Court legislation. To this end, a
number of petition sheets calling for revision of divorce legislation
were circulated in the latter part of May.

The group was now receiving wide attention. In June it claimed
eighty-five members in different parts of British Columbia. Corres-
pondence was being exchanged with other areas in Canada.

On June 17th, eight panelists discussed divorce. A letter-
writing campaign on this subject was initiated to the press.

Mrs. Bentley, in the company of Mrs. Doris Ried, Membership
Chairman, visited Victoria again on June 22nd. She took with her a
three page brief which called for widespread changes in social welfare
services, in the laws respecting maintenance, and for divorce reform.[2]

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[1]Appendix C

[2]Appendix D

On this occasion they met with Education Minister Peterson and representatives of the Department of the Attorney-General and the Department of Social Welfare.

A comprehensive brief dealing with social assistance was started in July by the education and briefs committees under the direction of Mrs. Phillis Ruddell. The preparation of this brief took at least six committee meetings and much work was involved including reading past briefs, familiarization with legislation and practices, and consultation with a number of professional persons.

Miss Sanderson moved away from Vancouver in June and thus left the group without a professional enabler. However, during the summer, Mrs. Bentley called on many community leaders and agency executives. In September, Mrs. Bentley was hospitalized and subsequently resigned from the group. She was succeeded as President by the Vice-President, Mrs. Doreen Kaiser.

The group became formally incorporated under the Societies Act in August, thus ending an involved effort to formulate a constitution and by-laws which had been commenced by Mr. Dowding in March, and finally resolved with the help of Mr. Wally Beck, a Vancouver lawyer.

Also in August a number of members travelled to Penticton to establish a group there. They received a good reception and were successful in organizing about twelve deserted wives. In September, the programme of public education continued with another panel on aspects of desertion.

The brief on social assistance was finally completed in late October; and on November 11, Mrs. Ruddell and Mrs. Ella Conners, Secretary,

formally presented it to Social Welfare Minister Black.[1] They had a
long discussion with Mr. Black and department officials; but according
to the women, no action was promised.

On January 12, 1965, Mrs. Ruddell appeared before Vancouver City
Council to urge better enforcement of Family Court legislation. The
Chief Probation Officer, Mr. Gordon Stevens, also spoke. The matter was
then turned over to the Council's health and welfare committee. A start
had been made on a Family Court brief in September, however the matter
was postponed until the completion of the social assistance brief.

On February 16, 1965, Mrs. Kaiser spoke in a panel discussion at
the convention of the Provincial Council of Women in Victoria. She
created a concern about the effects of desertion in this body and was
asked to accompany the executive members of the Provincial Council of
Women when they made their annual presentation to the cabinet.

In March 1965, reaction to the social assistance brief was still
being received; however the Family Court Brief is now being prepared. By
the end of 1965, the Society of Women Only hopes to have presented a
brief on divorce in Ottawa.

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[1]Appendix E

CHAPTER 3

CHANGE IN THE ADMINISTRATION OF SOCIAL ALLOWANCES: ANALYSIS OF THE
ACTION PROCESS

The action process engaged in by the Society of Women Only in
relation to difficulty encountered in living adequately on social
assistance will be analysed within the framework of the Area Development
Project's model.

1. Problem Identification

a. Who identified the problem?

i. The identification of the problem of living adequately on
social assistance was first made by Mrs. Bentley. In fact, she
felt that it was desperation about her continuing existence on
social assistance that prompted her to engage in the publicity
which led to the founding of the Society of Women Only. Mrs.
Bentley stated that she was particularly distressed when she
learned that one of her three sons had been ridiculed at school
for his patched clothing. Although she said that she had been
concerned about the problem for three to four years, it was only
in February 1964 that she became determined to no longer accept
a passive role.

ii. The problem also emerged directly out of the experiences of
many of the women who attended the first meetings of the organi-
zation. They came to the meetings because they had problems in
common, one of which was maintaining a satisfactory standard of
living for themselves and their children while in receipt of
social assistance. Miss Sanderson, the Y.W.C.A. social worker who

helped the group from its early stages, stressed that the women
did not only want higher social allowances. They wanted to get
off social assistance and thereby raise their conception of them-
selves as worthwhile people; however, Miss Sanderson stated, that
due to their lack of education, the lack of a government medical
scheme, and the high cost of day care for their children, many
women found it actually more advantageous to live on social assist-
ance, "although they realized that it was no good for them as
people."[1]   The Brief on Social Allowances, which was prepared by
the society, contained two complete statements by members of the
group which served to detail the way in which living on social
assistance was forcibly seen as being a severe problem.[2]

b. How was it identified?

i. The problem was first brought to the attention of the community
by Mrs. Bentley when she engaged in certain actions which led to the
founding of the Society of Women Only. Early in February, 1964, she
wrote a number of letters to the press to describe her plight. This
resulted in her being asked to appear on Mr. Brad Keen's morning
show on CHAN-TV. After her interview, Mrs. Bentley received many
'phone calls from women who said they were in a similar desperate
position. About ten days later, on February 27, 1964, Mrs. Bentley
arranged the first meeting of the group.

ii. The problem was also identified during meetings of the group. In

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[1] Interview with Miss Sanderson, February 27, 1965.

[2] Appendix E

fact, most of the programmes of the early meetings were simply devoted to women describing their plight. Discontent with the social welfare services was voiced.

iii. The objectives of the Society of Women Only, prepared by Mrs. Bentley, assisted by Mrs. Olive McRae, Mrs. Ella Conners, Lawyer Gordon Dowding, M.L.A., and social worker Miss Beatrice Sanderson, were adopted by the group at their fourth meeting. The statement served to formally identify the problems that were felt to face the group. High on the list were those concerning social assistance:

> 1. To better the home life and upbringing of children of deserted mothers through improved welfare facilities and financial arrangements.
>
> 2. To remove the social stigma which an uninformed society has placed upon deserted women living on social welfare, in order that these women may take their rightful place in society.
>
> 6. To bring about a re-assessment of welfare payments in terms of the present day cost of living, and that a realistic basis of payment be found for those mothers who are able to earn a small sum each month through part-time work.[1]

c. <u>How was the extent and nature of the problem verified?</u>

i. The problem was verified mainly by various professional persons with whom the group had contact at an early stage. It is apparent that Miss Sanderson was of particular help. She spoke in a panel discussion at the third meeting of the group known as Mothers Only, located in the Vancouver's Little Mountain Housing Project, who had prepared a brief calling for higher social assistance rates in 1961.

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[1]Appendix C

Miss Sanderson also informed the group that the level of social allowances was recognized as being a severe problem by other groups in the community, such as the B.C. Association of Social Workers. Members of the Society of Women Only also learned from their social workers that people working in the field of public assistance were aware of the problem but seemed incapable of doing much about it.[1]

ii. In addition, the problem was verified by the large volume of phone calls and correspondence received by the group in its early stages. Letters were received from all over British Columbia, indicating that the problem was not local, but of a provincial and deeply felt nature.

2. Goal Determination

a. What type of change was planned?

i. The Society of Women Only was anxious to obtain increased social allowances, including an immediate increase of at least 20% with an annual review, more permissive grants to meet individual needs, a higher level of allowable earnings, and permission for a deserted mother to keep support payments from a husband equivalent to the amount she is allowed to earn.[2]

ii. The group wanted to obtain an increase in the number of qualified social workers employed in public welfare agencies in order to provide more individual counselling.[3]

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[1] Interview with Mrs. Bentley, January 18, 1965

[2] Society of Women Only, A Brief on Social Allowances, October, 1964, pp. 4-6. Appendix E

[3] Ibid., p.6 Appendix E

iii. The Society of Women Only also wanted to effect change by having all welfare offices establish a free legal aid department to help deserted wives and mothers.[1]

b. <u>Who suggested it and how was it suggested?</u>

i. It appears that the identification of the type of changes desired came mainly from the members of the Society of Women Only themselves. Miss Sanderson confirms this conclusion.[2] Their difficulty in living on the present level of social allowances directly led them to advocate an increase in these allowances; in addition, inability to obtain competent legal advice resulted in their placing responsibility for this service in the government department that administered their income.

At first the women simply put forward suggestions for change at meetings, but later a representative committee spent considerable time in defining exactly the kind of changes the group was interested in -- this was during the deliberations of the committee charged with the task of preparing the brief on social assistance.

ii. Professional people also played a role in suggesting changes in the administration of social assistance. Mr. Ronald Hawkes, President, B.C. Association of Social Workers, and Mr. Edward Sopp, Unit Director, Vancouver City Social Service Department, were particularly helpful in suggesting the kind of changes in which the society might be interested. These two social workers assisted the work of the brief committee. It is understood that Mr. Hawkes, particularly, was to

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[1] Ibid., p. 7. Appendix E

[2] Interview with Miss Sanderson, February 27, 1965

some degree responsible for the recommendation included in the
brief that the number of qualified social workers in public welfare
agencies needs to be increased.

c. Who is seen as the target(s) for change?

It is clear that the Provincial Government was seen as being
the target for change by the Society of Women Only and its brief
committee; although in the very early stages of organization, Mr.
Gordon Dowding indicated that some members of the group were under
the impression that change could be effected by simply convincing
their local M.L.A.[1] Within the cabinet, the group felt that both
Premier W.A.C. Bennett and the Minister of Social Welfare, Hon.
Wesley Black, were the key figures to influence if a change in the
administration of social allowances was to be brought about.

d. What was the estimate of the vulnerability of the
target to change?

Apparently the members of the Society of Women Only were very
optimistic that change would be forthcoming on the part of the
Provincial Government. This feeling was shared by Mrs. Bentley and
most of the members of the group. They established no time limit
nor did they expect very radical change; however, they demonstrated
a firm belief in the ability of concerned and organized citizens to
affect the policies of government. Both Miss Sanderson and Mr.
Dowding indicated that they felt the women were too optimistic and
would, in fact, be soon disappointed when they realized the diffi-
culties of effective social action. In view of this, these

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[1]Interview with Mr. Dowding, February 17, 1964

professional people attempted to help the members plan on a long term basis. The group estimated the vulnerability of the target to change, not on the basis of experience or advice, but on the basis of their own dedication to do something about the institutional arrangement for mutual support in the society in which they were living.

4. Action Determination

    a. What action-decisions were made to bring about the desired change? Who made them?

    i. The Society of Women Only decided to engage in a process of persuasion. They would attempt to convince the target of the necessity of making the proposed changes. This method of bringing about change was first decided upon and used by Mrs. Bentley acting more as a citizen than as a representative of an organization; however, it was later adopted and employed by the group as a whole.

    ii. It was also decided to encourage third party intervention. The society hoped to create an awareness of the need for change in influential groups such as Members of the Legislature, clergy, social workers, and women's organizations. It was suggested to the society by both Miss Sanderson and Mr. Dowding, that if these groups could be mobilized to exert pressure on the Provincial Government, change would be more likely.

    iii. A decision was also made to engage in a programme of publicity and public education so that the community would come to understand the deserted mother's plight and would thus support the Government in making changes in the administration of social assistance. The need for such a programme was recognized at an early stage by Mrs.

Bentley and other executive officers.

b. <u>What were the possible alternative outcomes of</u>
    <u>each of these action decisions?</u>

The alternative outcomes of the group's decisions regarding action determination are self-evident. The Provincial Government would either respond to a programme of persuasion and create change or it would ignore representations made by the group. In the same manner, community groups would either be motivated to take action in respect to needs of deserted families or they would remain disinterested. Likewise, the public would show some change in the way welfare recipients are viewed or they would remain apathetic if not hostile.

In making a choice of different action-decisions, the members of the Society of Women Only had little to lose but much to gain.

c. <u>What were the expected outcomes as seen by the principal</u>
    <u>forces involved, i.e. on part of target and on part of</u>
    <u>change agent?</u>

As indicated in commenting on the estimation of the vulnerability of the target to change (2.d.), the members of the society were confident that some change could be obtained and to this end they made their action-decisions in the belief that such methods would produce success. It is not known what was seen as an expected outcome on the part of the target.

4. <u>Action Implementation</u>

a. <u>Who became involved?</u>

i. Members of the Society of Women Only, particularly the brief and education committees.

ii. Professional persons.

iii. Community groups.

iv. The general public

v. The target

b. How were they involved?

Members of the Society of Women Only, using professional

consultants, attempted to persuade the target to initiate change,

while at the same time attempting to influence the community groups

and the public to pressure the target for such change.

c. What methods were actually used?

In an analysis of the methods actually used to induce change,

it is necessary to make a distinction between activities undertaken

by Mrs. Bentley acting as a representative of the Society of Women

Only but without the endorsation of the members and plans carried

out by executive officers sanctioned by the group. Mrs. Bentley

visited Victoria on two occassions to attempt to persuade the

Provincial Government to improve the administration of social assist-

ance. On March 3, 1964, she was unsuccessful in obtaining an inter-

view with a representative of the Department of Social Welfare and so

she contented herself with addressing the Liberal and New Democratic

Party caucuses and talking informally with Highways Minister P.A.

Gaglardi. It is understood from Mrs. Bentley that problems related

to social assistance were among the issues that were discussed.[1]

Mrs. Bentley visited Victoria again on June 22, 1964, this time in

[1]Interview with Mrs. Bentley, January 18, 1965

the company of Mrs. Doris Ried, Membership Chairman. Mrs. Bentley

took with her a three page brief which argued for changes in family

court proceedings and in divorce laws as well as in social welfare

services.[1] It must be noted, however, that this brief was composed

by Mrs. Bentley with some help from Mrs. Ried's brother and is

therefore not considered to be strictly representative of the think-

ing of the society.[2] In any event, the brief was presented to

Education Minister Leslie Peterson and discussed with Mr. Peterson,

Deputy Welfare Minister Ray Rickinson, and Deputy Attorney-General

Gilbert Kennedy. During the summer months, Mrs. Bentley discussed

the plight of the deserted mother on social assistance with a number

of heads of social agencies, clergy, and community workers in an

attempt to urge them to lend support to the Society of Women Only.

While Mrs. Bentley was occupied in the above-mentioned activi-

ties other members of the society decided to implement a carefully

planned change action using the following methods:

i. Preparation of a brief. The idea of using briefs to present their

concerns to government was suggested to the group in its early stages

by Mr. Dowding. During June, it was decided at a meeting that the

first brief would concentrate on the difficulties of living on social

assistance, since many members were being acutely distressed by this

problem. To prepare the brief, a joint meeting of the education and

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[1]Appendix D

[2]Interview with Mrs. Ruddell, March 3, 1965

brief committees was held under the chairmanship of Mrs. Ruddell

on July 23rd, 1964. Miss Sanderson was present and helped the

members to list all the different kinds of proposals that should be

made to government. At a subsequent committee meeting on July 30,

1964, Mr. Ronald Hawkes, President, B.C. Association of Social Workers,

attended to help the committee to focus on the types of recommendations

that it would be appropriate to make and on a suitable rationale for

change. He also suggested that quotations be used from previous briefs

on social allowances made by such groups as the Community Chest and

Councils of the Greater Vancouver Area and the B.C. Association of

Social Workers. Between meetings, members of the committee familiar-

ized themselves with pertinent legislation and with other reports and

briefs relating to social assistance; however, the following quotation

from the minutes of the August 20, 1964, meeting indicates the manner

in which the group viewed their work:

> It is our finding that we, as people who have lived
> on social assistance, should be the most appropriate
> group to prepare this brief.... Therefore, our own
> brief should concentrate on the actual experience of
> members. The brief will be put down in as simple and
> uncomplicated way as possible. We will simply state
> case histories and recommendations.[1]

The committee completed the brief in late September after having

received additional help in arranging their material from Mrs. Betsy

McDonald, Community Development Officer, Vancouver Times, and from

Mr. Edward Sopp, who assisted the committee in the capacity of a

professional social worker rather than as Unit Director, Vancouver City

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[1]Society of Women Only, Minutes of Social Assistance Brief Committee,
August 20, 1964

Social Service Department.

ii. Presentation of the brief

Acting on the advice of Mr. Hawkes, the brief was forwarded
to Social Welfare Minister Wesley Black in October with an accompany-
ing letter requesting an interview to discuss the recommendation.
This interview was granted. On November 18, 1964, Mrs. Ruddell and
Mrs. Ella Conners, Secretary, spent two hours with Mr. Black, Deputy
Welfare Minister Ray Rickinson, and Deputy Attorney-General Dr.
Gilbert Kennedy in Victoria.

iii. Distribution of brief to community

The brief was distributed to the press before the meeting with
the Minister. This resulted in half column articles in Vancouver news-
papers and mention on radio and television. After the meeting with Mr.
Black, briefs were also sent to politicians, church leaders, and social
agencies. About thirty copies were so distributed, the action being
designed to alert the community concerning the difficulties being
encountered by deserted families on social assistance.

d. What was the reaction of the target?

Mrs. Bentley claims that her meetings with Education Minister
Leslie Peterson on June 22, 1964, resulted in the payment of ten
dollars per school child in September to families on social assistance
for text book rentals and supplies.[1] This claim has, however, not been
confirmed by the Department of Social Welfare.

Mrs. Conners kept a stenographic record of the discussion on
the social assistance brief with Welfare Minister Wesley Black. The

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[1]Interview with Mrs. Bentley, January 22, 1965

notes indicate that the representations of the Society of Women Only were accorded a friendly reception. Recommendation One, calling for an increase in social allowances,was taken under consideration. After the interview, Deputy Welfare Minister Ray Rickinson stated to the press that he did not agree with the brief's claim that families on social assistance were living in a state of poverty, but that the request for an increase in social allowances would be referred to a departmental committee under James Sadler.[1] Mrs. Conner's notes indicated that Mr. Black said that Recommendation Two, calling for an increase in the number of social workers available for family counselling, had already been put into effect as thirty-nine new workers had recently been taken on by the Department of Social Welfare. Deputy Attorney-General Gilbert Kennedy dealt with Recommendation Three which called for the establishment of free legal aid centres. He maintained that such legal aid is already being provided by the Law Society of British Columbia and that recent changes in the administration of the Family Court will allow probation officers to give increased assistance of this kind to deserted wives. Mr. Black terminated the interview by warning the Society of Women Only not to become involved with any particular political party.

5. Outcome Evaluation

a. What was the actual outcome?

To this date, it appears that the Provincial Government has not seen fit to implement any of the specific recommendations made in the society's brief on social allowances. It has been pointed out that it

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[1]Macalpine, Ian, "Deserted Wives to Get Hearing" Vancouver Sun, November 19, 1964

is not known to what degree, if any, Mrs. Bentley's representations played in the decision to grant a supplementary allowance for school supplies. However, it is thought that the action-decision to distribute the brief to the community in order to encourage third party intervention has produced results. A number of community leaders have expressed support for the organization as is indicated by the following quotations from correspondence:

> I would like to congratulate you on the excellent work put into this brief, and to advise that I am passing it along to Alderman Bird who has been discussing this whole situation....
>
> > - Mayor William Rathie of Vancouver
> > (December 10, 1964)

> I will do what I can to help your organization meet some of its objectives during the coming session of the Legislature. I am very well aware of the terrible problems that deserted mothers face and I agree with you that action is needed very badly.
>
> > - R.J. Perrault, M.L.A. Liberal Leader
> > (January 19, 1965)

> Did appreciate receiving a copy of the objectives of the Society of Women Only and also a copy of the brief on social allowances. The latter was excellent and well documented.
>
> > - Mrs. Catherine Collier, Vancouver
> > Children's Aid Society
> > (November 13, 1964)

> I think the views of the New Democratic Party are well known to your members and at the next session in January our M.L.A.s will again be pressing the government for the type of improvements outlined in your brief.
>
> > - R.M. Strachan, Leader, New Democratic
> > Party
> > (November 5, 1964)

> With regard to your brief, I shall do my best.
>
> > - Hon. P.A. Gaglardi, Minister of
> > Highways
> > (January 18, 1965)

An interest in the problems of deserted families on social assist-
ance was created in the Provincial Council of Women on their receipt
of the brief. This led to an invitation to Mrs. Kaiser, President
of the Society of Women Only, to address their annual convention in
Victoria on February 16, 1965, and to accompany the Provincial
Council of Women's delegation to the provincial cabinet the next day.

As a result of the interpretation of the needs of deserted
families made by the society, other groups in the community may be
more prepared to press the government to institute changes that may
be necessary.

b. What were the discrepancies between expected outcome
    and actual outcome?

As indicated in sections 2 d. and 3 c., the Society of Women
Only was confident that some change could be effected in the admini-
stration of social assistance legislation. No assessment was made of
the expected outcome as seen by the target for change. At the time of
writing, it is evident that the outcome of the change action has not
as yet met the expectations of the society which has been acting as a
change agent. Considerable discrepancy, therefore, still exists
between the expected outcome and the actual outcome, other than in the
area of stimulating third party intervention.

c. Did the change induced meet the original need for change?

As no apparent change has yet taken place on the part of the
target, it is obvious that the original need for change has not as yet
been met.

However, it must be noted that the Society of Women Only does not

regard the change action as having been completed. They realize that a target as complex as a provincial government acts slowly and is unlikely to initiate change simply due to action undertaken by a group such as their own. The organization continues to work for change in social allowances by persuasion, third party intervention, and public education. It may be that as the members of the group continue in their effort to effect change, different tactics will be adopted; however, the essential process will probably continue until the original need for change has been met.

d. What was the cost of the change on the part of the target?

Since the target, in this case the Provincial Government, has not as yet effected significant change, no estimation of costs can be made.

SUMMARY

In this chapter, documentation revealed that problem identification was made both by an individual and by members of the Society of Women Only from personal experiences, in meetings, and in the development of objectives for the group. Verification was by professional persons and correspondence.

Improvement in social allowances, increased welfare staff and legal aid were the changes planned on the suggestion of the deserted women and their professional consultants. The society was optimistic that they could effect such changes in the Provincial Government, the target.

Persuasion, third party intervention, and public education were

selected as action decisions to bring about change. The methods actually used included visits to the Legislature, preparation of a brief and its subsequent presentation to the Minister of Social Welfare and distribution to the community.

By March 1965, the target itself seemed to have failed to respond to the action process, although some concern had been created in the community. However, the change action was not considered to have been completed.

CHAPTER 4

CHANGE IN THE ADMINISTRATION OF FAMILY COURTS: ANALYSIS OF
THE ACTION PROCESS

The action process engaged in by the Society of Women Only
in relation to difficulty encountered in securing maintenance pay-
ments from their husbands through the family courts will be analysed
within the framework of the Area Development Project's model.

1. Problem Identification

a. Who identified the problem?

i. Mrs. Bentley identified the problem several years ago. She
claims that personal dissatisfaction with the operation of the
family courts provided part of the motivation for her action in
founding the Society for Women Only. She felt that the courts
were not firm enough in enforcing maintenance orders made in her
favour.

ii. Many of the women who attended the early meetings of the
organization spent considerable time in identifying problems
related to family courts as being one of their main reasons for
attendance. They expressed considerable hostility towards both
their husbands and what they considered to be the unjust operation
of the family courts. A newspaper reported some of the proceedings
of the first meeting under the headline "40 Deserted Women Unite
to Nail 'Stinker Husbands'":

> Forty distraught women declared war on their dead-
> beat husbands Thursday night. In an emotional
> meeting, held in a Burnaby church hall, the women
> told of their struggle to raise children without
> any financial support from their husbands. The new
> group, Women Only, will attempt to inform the

provincial government of every loophole in the act
by which husbands avoid support to the families they
have deserted. Mrs. Bentley said, "our husbands are
running around living on steak and caviar while we
are eating sardines and beans."[1]

b. How was it identified?

Mrs. Bentley and the other women who attended the early

meetings informally identified the problem as being to some degree

responsible for their underprivileged condition. Mrs. Bentley

stated this view on television and to the press; while this theme

was frequently commented upon during the meetings of the group, as

members elaborated on their experiences with different social in-

stitutions.

This problem was formally identified by being incorporated

in the objectives of the Society of Women Only:

   3. To force errant fathers, through the agency of
      the law courts, to accept their responsibilities,
      at least as far as child maintenance is concerned.
      The great majority of women prefer to work and to
      make their own way in life. They are, however,
      generally lacking in any form of training or ex-
      perience which would enable them to earn more than
      a minimum wage, and the financial burden which
      children represent does not permit an adequate
      standard of living to be maintained.[2]

c. How was the extent and nature of the problem verified?

The extent and nature of the problem was verified both by

professional persons with whom the group came into contact and by

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[1] Farrow, Moira, "40 Deserted Women Unite to Nail 'Stinker Husbands' "
Vancouver Sun, February 28, 1964

[2] Appendix C

considerable correspondence and researching on the part of the
membership. Mr. Gordon Dowding, M.L.A., attended four of the early
meetings of the association. He was thus able to give considerable
information and advice of a legal nature and thereby clarify the
nature of the problem that confronted members of the association.
Miss Sanderson was at the same time able to broaden the perspective
of the women and encouraged them to consider the financial problems
of desertion in relation to the decay of traditional social institutions.

2. Goal Determination

  a. What type of change was planned?

  i. The members of the organization were anxious to obtain stricter
enforcement of the Wives' and Children's Maintenance Act. In particu-
lar they wished to have judges be less lenient with husbands who fail
to make maintenance payments when ordered to do so by the family courts.
Many of the women feel that deserting husbands are contemptuous of
family courts as they are apparently seldom sentenced to jail terms
when they default in maintenance payments and, in addition, perjury
actions are rarely undertaken against them.

  ii. The Society of Women Only also desired to see the administration
of the family courts improved by establishing "investigations centres"
throughout the province attached to the courts so that the whereabouts
and income of absconding husbands might be more readily established.
Members claim that at present the onus is often placed on the deserted
wife to inform the court of the location of her husband so that a
summons can be served or maintenance order enforced. The group feels
that officers of the family courts either lack the resources or are

unwilling to bring the deserting spouse before the court. In addition, it is believed that police forces are generally lax in acting on warrants issued by family courts.

iii. Another change that the Society of Women Only has been anxious to see effected is for more legal aid to be provided for deserted wives. They claim that when they contact the family court, they usually are completely ignorant of their rights and, at the same time cannot afford a lawyer. As a result, although the crown prosecutor acts on their behalf, members feel that they are at a considerable disadvantage in comparison to those deserted women who are in a financial position which allows them to employ their own counsel.

iv. Finally, the Society of Women Only has gone on record publically as favouring more co-operation between public welfare departments and family courts in the interest of the deserted wife and her family.[1] Members complain that at times social assistance will not be granted until an attempt has been made to enforce a maintenance order of the court on a husband - in the meantime, the family can lack for funds. In other instances, the public welfare agency is hesitant to grant assistance when a husband defaults on a monthly payment.

b. <u>Who suggested it and how was it suggested?</u>

The changes proposed were mainly suggested by members of the Society of Women Only and arose directly out of their own experiences with the problems of desertion. However, it is apparent that Mr. Gordon Dowding was responsible for suggesting the need for

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[1] Mrs. Ruddell quoted in <u>Vancouver Sun</u>, January 13, 1965

"investigations centers". He told a meeting of the group on

March 4, 1964, about a programme of the Ontario Government which

emphasizes locating the absconding husband and suggested that the

organization work to establish "investigations centers" in this

province. A comprehensive programme of proposed changes in the

administration of the family courts as yet has not been composed

by the Society of Women Only, in the same way as had been done for

changes related to social assistance; however, it was understood

that such a task was being undertaken at the time of writing.

c. Who is seen as the target(s) for change?

The following were seen as being targets for change:

i. The Provincial Government, particularly the Attorney-General,

Hon. Robert Bonner.

ii. Various family courts throughout British Columbia, particularly

the judges and administrative staff.

d. What was the estimate of the vulnerability of the
    target to change?

As was indicated when analysing the action process in

respect to the administration of social allowances, the women were

from the start generally optimistic that some sort of change could

be effected by a group such as their own, even though most of them

had little if any organizational experience. They felt that the

targets would respond in some measure to their change actions.

3. Action Determination

a. What action-decisions were made of ways to bring about
    the desired change? Who made them?

i. Mrs. Bentley, and later the society, decided to engage in a

process of persuasion. They would attempt to convince the targets

of the necessity of making what were considered to be necessary changes in the administration of family courts. The appropriateness of this action-decision was never agreed upon formally, but simply taken as being the natural type of action to be prosecuted by a group in a disadvantaged position.

ii. Third party intervention was also to be a way to bring about desired change. Members envisioned that influential community leaders or bodies might encourage government to act.

iii. A general programme of public education was also planned. Many of the deserted wives felt that the public at large was ignorant of the failings of the family courts and thus needed to be informed so that an atmosphere conducive to change would be created in the community.

b. What were the possible alternative outcomes of each of these action decisions?

The possible alternative outcomes of each of the action decisions appeared fairly simple to the women: either the targets could be persuaded to institute changes or the situation would remain static, either community leaders would intervene on their behalf or they would refuse to act, and either the public would respond to the presentation of information and grievances concerning the family courts or people would remain disinterested. As was pointed out when dealing with this section of the model related to the alternative outcomes of action decisions on social assistance, the deserted women felt that their situation could deteriorate no further - therefore, they would have nothing to lose by banding together to take any kind

of action that they might consider appropriate. It should be noted, however, that some women felt that their husbands might retaliate for engaging in a programme of social action designed to improve the system of enforcement of maintenance orders made by the family courts. In fact, one press story reported that the Royal Canadian Mounted Police would be present at the first meeting due to threatening telephone calls.[1] However, to the writer's knowledge, no member has received retaliation from a deserted spouse for participating in the Society of Women Only.

c. **What were the expected outcomes as seen by the principal forces involved, i.e. on the part of target and on the change agent?**

As has been previously stated, the members of the Society of Women Only were confident that some type of change would occur because of their efforts; however, there has been no formal articulation of the type of change that they expect to see within a certain time limit. It is not known what was seen as an expected outcome by the target.

4. **Action Implementation**

    a. **Who became involved?**

    i. Members of the Society of Women Only.

    ii. Professional persons.

    iii. Community leaders and groups.

    iv. Vancouver City Council.

    v. The targets.

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[1]*New Westminster Columbian*, February 27, 1964

b. <u>How were they involved?</u>

Members of the Society of Women Only attempted to persuade the target to initiate change, while at the same time attempting to convince community leaders and groups, the general public, and the Vancouver City Council to pressure for such change.

c. <u>What methods were actually used?</u>

Again, as when documenting the change process related to a concern about social assistance, it is necessary to differentiate between activities carried out by Mrs. Bentley, acting as a representative of the society but without the complete knowledge and endorsation of the membership, and activities later carried out by executive members but on the basis of more group participation and approval. Mrs. Bentley was very vocal in her condemnation of family courts when she visited Victoria on March 3, 1964; however, she did not meet with influential civil servants or the Attorney-General on this visit. She did, however, have an opportunity to try to stimulate some action to remedy the problem in the opposition political parties. When she visited Victoria again on June 22, 1964, she had an opportunity to discuss problems related to family courts with the Deputy Attorney-General Dr. Gilbert Kennedy. The brief she took with her commented on some of the difficulties encountered by deserted wives in their contact with the family courts but made no specific recommendation as to how the situation should be improved. Mrs. Bentley was involved in much press, radio, and television publicity during the Spring of 1964. She endeavoured to inform the public about the inadequacies of current family court practices by relating

her own personal experiences as well as some of those of other members of the organization she had founded. During the summer she established personal contact with a number of executives of social agencies, clergy, and community leaders in order to acquaint them with the problems facing the young group.

Unlike in the process of organizational change related to social assistance, the membership of the Society of Women Only as a whole has not as yet made a direct attempt to influence the Provincial Government to change, although on May 7, 1964, Mr. T.C. Bowen-Colthurst, Departmental Solicitor for the Attorney-General's Department attended a meeting of the Society of Women Only at which an exchange of views about the family courts took place. At the time of writing the brief committee of the organization was in the process of preparing a brief on this subject for submission to Attorney-General Robert Bonner later in the year, an exploratory meeting having been held in September 1964 at which time the Chief Probation Officer of the Vancouver Family and Children's Court, Mr. Gordon Stevens, attended. Members of the group, however, have not remained silent about what they feel to be the injustices of the family courts. In fact, they have taken every opportunity afforded them to speak at meetings, in panel discussions, and on radio and television. An example of the kind of publicity they have been focussing on the problem was a recent article in the Toronto Globe and Mail which explained the stands the Society of Women Only are taking, giving case examples.[1] In addition, the position of the group

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[1] Worth, Ruth, "Deserted Wives Lobby in B.C. for Divorce Reform" Toronto Globe and Mail, February 13, 1965

in respect to changes required in the effectiveness of the family

courts has been put forward before such bodies as the Provincial

Council of Women. Gordon Dowding M.L.A. took up the platform of

the society just after it was founded by making a speech in the

legislature on March 2, 1964, calling on the government to set up

an investigation branch to locate deserting husbands. [1]

On January 12, 1965, Mrs. Ruddell of the Society of Women

Only addressed the Vancouver City Council and requested that it take

action to see that the family courts become more effective in en-

forcing maintenance payments so that the support of deserted wives

is not only the responsibility of the taxpayer. The City Council was

not viewed as a target for change as such, but rather it was antici-

pated that this body could use its power to intervene and improve

the administration of the Vancouver Family and Children's Court. Mr.

Gordon Stevens, Chief Probation Officer explained to the Council at

the same time that his court was handicapped through a lack of staff

to give the best quality of service. Mrs. Ruddell, at the time,

answered questions from aldermen and emphasized that more investi-

gators need to be employed.

d. What was the reaction of the target?

There has been little apparent reaction from the Provincial

Government; this is probably because this target has not been fully

engaged in any change process as yet.

Of the many family courts throughout the province, only the

administration of the Vancouver court has really been involved in a

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[1] Vancouver Sun, March 3, 1964

change process; Here, the Chief Probation Officer has reacted most

favourably to representations made by the society. The writer thinks

that Mr. Gordon Stevens values the work of the group insofar as it will

stimulate governmental bodies to give more support to his department

so that service to the deserted family can be improved.

5. Outcome Evaluation

   a. What was the actual outcome?

   Mrs. Bentley was of the opinion that the appointment of a second

full-time family court judge for Vancouver was partially due to her visit

to Victoria on March 3, 1964. This has been denied by Mr. Gordon Stevens,

the Chief Probation Officer.[1] The Society of Women Only also took some

credit for the establishment of a collections department in the Vancouver

Family and Children's Court as well as for increased co-operation in

accounting procedures between the Vancouver Family and Children's Court

and the Vancouver City Social Service Department which ensures a

deserted wife continuity of income regardless of whether the husband

makes maintenance payments regularly or not. However, in an interview,

the Chief Probation Officer claimed that these innovations had no

connection with any social action programme undertaken by the society.

Nevertheless, Mr. Stevens thought that the organization has played an

important role in interpreting the needs of the Family Court to City

Council. In fact, he stated that Mrs. Ruddell's presentation at City

Council led to a visit by the civic health and welfare committee on

February 13, 1965, to discuss possible changes and expansion of service.

Mr. Stevens recalled that this was the first occasion in at least

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[1] Interview with Mr. Stevens, January 12, 1965

sixteen years that a civic committee had visited the court.[1]

On March 10, 1965, an amendment to the Wives' and Children's Maintenance Act was introduced into the legislature by Attorney-General Robert Bonner. The effect of the amendmnt will be to provide for an automatic garnishee on a husband's wages when a deserted woman obtains a maintenance order. This will save the wife considerable expense and delay.[2] Members of the Society of Women Only felt that this change could be to some extent attributed to their actions, although it was not thought that they ever specifically recommended such an amendment.

b. What were the discrepancies between expected outcome and actual outcome?

Members of the Society of Women Only were confident that changes in the administration of the family courts would eventually occur as a result of the process they engaged in as an organization. But in March, 1965, they believed that, although the group has already been responsible for some minor changes, much more effort will be required before anything approaching the major changes that they are seeking occurs. Yet, they did not generally feel that the actual outcome, so far, in the change process, varied widely from their original expectations.

c. Did the change induced meet the original need for change?

The change induced so far cannot be considered to have met the original need for change as deserted wives still apparently believe that the family courts require much strengthening. However, the

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[1] Interview with Mr. Stevens, January 12, 1965

[2] Vancouver Sun, March 11, 1965

change that has occurred during the past year has served to

encourage members of t he society to the realization that change

is indeed possible. They are now in the first stage of preparing

a comprehensive brief on the subject of the legal redress open to

deserted wives for presentation to the Provincial Government and

believe that the process to effect organizational change is likely

to continue for some years.

d. What was the cost of the change on the part of the target?

Mr. Stevens, Chief Probation Officer, stated when interviewed

that changes recently made in his department, whether due to the work

of the Society of Women Only or not, have been made without change in

costs.

It is felt that the amendment to the Wives' and Children's

Maintenance Act introduced recently by the Attorney-General is also

unlikely to entail any significant change in costs. It has, of

course, been noted that it is not known to what degree the Society

of Women Only was responsible for the introduction of this amendment.

SUMMARY

In this chapter, documentation revealed that problem identi-

fication was made informally by Mrs. Bentley and members of the

Society of Women Only in meetings and formally in the development

of objectives for the group. Verification was made by professional

persons.

Stricter enforcement of existing family court legislation,

the establishment of "investigation centers", and additional legal

aid were the changes planned on the suggestion of the deserted women

and their legal consultant. The group was optimistic that changes
could be effected in the targets, the Provincial Government and the
family courts of the province.

Campaigns of persuasion, third party intervention, and
public education were the action-decisions selected to bring about
change. The methods actually used included visits to the legislature
by Mrs. Bentley, publicity in the press and on radio and television,
and a presentation to the Vancouver City Council.

By March, 1965, some changes in the administration of the
Vancouver Family and Children's Court had occurred, possibly in
response to the action process initiated by the Society of Women Only.
Change had also occurred on the part of the Provincial Government;
however, it is not as yet known to what degree the society was instru-
mental in these changes. The change process was not considered to
have been completed.

CHAPTER 5

CHANGE IN DIVORCE LEGISLATION: ANALYSIS OF THE ACTION PROCESS

The action process engaged in by the Society of Women Only
in relation to difficulty encountered in initiating and engaging in
divorce proceedings will be analysed within the framework of the
Area Development Project's model.

1.   Problem Identification

a.   Who identified the problem?

It appears that, unlike in the cases of problems with
social assistance and the administration of family courts,
problems relating to divorce were not initially identified by
Mrs. Bentley.   Rather it seems that attention was focussed on
divorce legislation by a minority of the women who attended the
early meetings of the association.

b.   How was it identified?

During the early meetings of the Society of Women Only,
most of the programme was devoted to individual women telling
the meeting about their own specific problems and concerns,
amidst emotional outbreaks and a good deal of ventilation of
hostility against absent husbands.   Mrs. Conners, a deserted
mother of three, stated that after reading about the first
meeting in the press, she made arrangements with a friend to
attend the March 5, 1964, meeting because of a conviction that
the divorce laws need revision.   At the meeting she says that
she initiated considerable discussion on the subject.[1]   It was

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[1] Interview with Mrs. Conners, January 29, 1965

discovered that frustration and resentment against what the

women considered to be antiquated divorce laws was widely spread

and so the members decided to incorporate the problem into the

objectives of the society:

> 4.   To enable the deserted mother to obtain a divorce
>   after a reasonable period of time. Many women
>   have been separated for as long as ten years, and
>   throughout this time the children have been deprived
>   of the guidance of a father. Because of the present
>   divorce laws, many women are prevented from re-
>   marrying and are thus forced to live on social
>   welfare.[1]

c.   How was the extent and nature of the problem verified?

While identification of the problem emerged primarily from

the personal experiences of the members of the Society of Women

Only, the problem was verified at an early stage for the group by

professional persons, particularly Gordon Dowding, a lawyer, and

Beatrice Sanderson, social worker. On April 2, 1964, Mr. Dowding

gave the society a talk explaining the history of the institution

of marriage and present legislation regulating the institution

in Canada. Miss Sanderson suggested that a change in the divorce

laws would be an appropriate goal of social action for a group

such as the Society of Women Only.

2.   Goal Determination

a.   What type of change was planned?

Members of the Society of Women Only were generally interested

in seeing that legislation respecting divorce is changed so as to

widen the grounds for divorce. Although, so far the group has

not formally identified just what grounds they feel should pertain

for a termination of marriage, and it is believed that there is

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[1]Appendix C

a certain amount of divergence of opinion on this matter, the writer believes members of the organization are practically unanimous in desiring that grounds other than adultery be incorporated into divorce legislation. Other grounds for divorce that members have told the writer that they would like to see authorized include desertion, cruelty, alcoholism, and mental illness.

b. Who suggested it and how was it suggested?

Individual members of the group both suggested and agreed that changes need to be effected in the divorce laws at meetings of the association. No one committee has been convened to study the problem and recommend proposed changes for approval by the group as was done in the case of social assistance.

c. Who is seen as the target for change?

It is unclear exactly who or what body was seen as the target for change. A number of members, Mrs. Bentley being among them, believed that the Attorney-General Robert Bonner has the power to widen the grounds for divorce; however, many other members advised the writer that the Federal Minister of Justice should be the target for the group's activities.[1]

d. What was the estimate of the vulnerability of the target to change?

Members have been less optimistic about the effectiveness of social action in respect to this problem, than in respect to social

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[1] The British North America Act, Section 91, Sub-section 26, reserves "Marriage and Divorce" to the exclusive legislative authority of the Parliament of Canada; although Section 92, Sub-section 12, gives the Provincial Legislatures power to make laws respecting "The Solemnization of Marriage in the Province."

assistance and the administration of the family courts. They believe that as a small group of citizens, they can play only a limited role in changing this complicated legislation in which many other community organizations have an interest. Also some of the members who believe action must be initiated in Ottawa have indicated they are conscious that the Province of Quebec might well be a factor which will mitigate against early changes in federal legislation relating to divorce. The Society of Women Only has not been hopeful that change will occur in the near future.

3. Action Determination

   a. What action-decisions were made of ways to bring about the desired change? Who made them?

   i. During the summer of 1964 the executive committee of the Society of Women Only decided that the group would attempt to persuade the appropriate level of government to change the divorce laws. As in the cases of persuasion processes related to social assistance and the administration of the family courts, the group intended to prepare a brief for presentation to government which would emphasize the necessity of change.

   ii. The group, early in its work, decided that it would be necessary to engage in a programme of public education and publicity respecting the inadequacies of present divorce legislation. The members hoped, that by focussing public attention on this subject, legislative bodies would be encouraged to act.

   b. What were the possible alternative outcomes of each of these action decisions?

   i. Government would either respond to the group's programme of

persuasion and take the Society of Women Only's viewpoint into consideration when enacting legislation, or, for various reasons, government might consider it expedient to disregard representations made by the group.

ii. The society's programme of public education and publicity would serve either as an effective means of bringing the subject of divorce legislation before the community in a manner that would evoke a favourable response, or by simply creating controversy, the group might actually retard desired changes in divorce laws.

c. What were the expected outcomes as seen by the principal forces involved, i.e., on the part of the target and on part of change agent?

As has been indicated previously, the Society of Women Only was not greatly optimistic that their efforts alone would produce any change in divorce legislation. Nevertheless, they were concerned that as citizens of a "risk population" in respect to divorce, they had a special responsibility to point out the need for change to government and the community.

Since the target has not been engaged in the process of organizational change, it is not possible to make an assessment of expected outcome.

4. Action Implementation

a. Who became involved?

i. Members of the Society of Women Only.

ii. Professional persons.

iii. The general public.

b. How were they involved?

Members of the Society of Women Only, with the help of

professional persons, attempted to inform and influence the
general public concerning needed changes in divorce legislation,
so that public support would follow any approach to government.

c. <u>What methods were actually used?</u>

i. Two public panel discussions on the subject of divorce were
sponsored by the Society of Women Only. The first was held on
June 17, 1964, and attended by about one hundred persons. The
panelists were lawyer Mr. Jack McGiven; Mr. J. Taylor, a United
Church Minister; Mr. Edward Sopp, social worker; Miss Norma
Christie, lawyer; Mr. David Bushell, an American lawyer; Father
Paris, of the Roman Catholic ecclesiastical matrimony tribunal;
and two members of the Society of Women Only, Mrs. Olive McRae
and Mrs. Ella Conners. The second meeting on divorce was held
on September 29, 1964. This time the speakers were : Dr. A.N.
McTaggart, child psychologist; Dr. S. Mills, psychologist; Mr.
Edward Sopp, social worker and Mr. W. Beck, lawyer. Both dis-
cussions were well reported in the press and resulted in radio and
television interviews.

ii. At an executive meeting of the Society of Women Only on May
25, 1964, it was decided to conduct a survey to discover if the
public was satisfied with the present divorce laws. Each member
was given a number of long sheets of paper on which respondents
to the survey would write their name and address and indicate,
"yes" or "no" to the following questions: 1) Do you feel that
the present divorce laws of Canada are inadequate and that there is
a need for a change in these laws? 2) Do you feel that the divorce

laws should be provincialized?[1] By the end of June, over 1,500

persons had signed the sheets, about 95% of whom indicated "yes"

answers.[2] Members of the group have indicated to the writer that

they plan to attach these survey sheets to the brief on divorce

laws that will be prepared.

iii. When a delegation from the Society of Women Only in Vancouver

went to Penticton in late August 1964 to organize a group there,

the Penticton women were asked to take responsibility for preparing

a brief dealing with divorce legislation, while the Vancouver group

worked on social assistance and family court briefs. However, the

Penticton group was unable to get this project started. Mrs.

Kaiser, President of the Society of Women Only told the writer

recently that this brief will be prepared in Vancouver in the

summer of 1965. She states that it will subsequently be presented

in Ottawa.[3] Thus far no approach has been made to government

asking for a change in the law, except in the brief Mrs. Bentley

personally composed and which she took to Victoria on June 22,

1964. The brief stressed the need for divorce reform.[4]

d. <u>What was the reaction of the target?</u>

It appears that the target, whether seen as being the

federal or provincial government, has not as yet been involved in

the change process; therefore, no statement can be made concerning

the target's reaction.

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[1]A sample of these survey sheets was shown to the writer.

[2]Interview with Mrs. Conners, February 1, 1965

[3]Interview with Mrs. Kaiser, March 4, 1965

[4]Appendix D

5. Outcome Evaluation

   a. What was the actual outcome?

   Although it is clear that the Society of Women Only does not consider that any final outcome has been reached, it can be said that a change process has been initiated in that an attempt to influence public opinion through panel discussions was made and support for changes in divorce legislation solicited from the public by way of "survey sheets". The group has, in addition, committed itself to prepare a brief for presentation to government.

   b. What were the discrepancies between expected outcome and actual outcome?

   Even though no real outcome is considered to have been reached, indeed, the change process is hardly started, it can be noted that there was an expectation in the Society of Women Only that by the end of 1964, a comprehensive brief on divorce would have been prepared for presentation to government.[1]

   c. Did the change induced meet the original need for change?

   The change so far induced, if any, has not met the original need for change. The Society of Women Only still feels that the grounds for divorce need to be broadened, as it did early in 1964. Mrs. Kaiser, President of the group, states that the Society of Women Only will occupy itself mainly with attempting to change the divorce laws as soon as a brief on the administration of the family courts has been presented to the provincial government.[2]

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[1]The minutes to the September 10, 1964, general meeting indicated that the Penticton group was expected to have completed the brief by the end of October.

[2]Interview with Mrs. Kaiser, March 4, 1965.

SUMMARY

In this chapter, documentation revealed that problem identification was made informally by a number of members of the Society of Women Only during early meetings and formally in development of objectives for the group.

Grounds for the granting of divorce other than adultery was the change planned on the suggestion of the deserted women. The group was not very optimistic that they could effect change in the target, seen as being the Provincial and Federal Government.

Campaigns of persuasion and public education were the action-decisions selected to bring about change. The methods actually used included the circulation of a petition and public panel discussions.

By March, 1965, the targets had not been engaged in the action process and no change was evident. However, the change action was considered to have just begun.

CHAPTER 6

OBSERVATIONS ON THE MODEL

This section will deal with a number of critical observations concerning the applicability of the Area Development Project's model for the purposes of documenting organizational change. As indicated in Chapter One, these observations have not been considered to constitute an evaluation but simply opinions arrived at by the writer after having employed the model to document three change actions undertaken by the society.

Problem Identification

The model lacks a place for a clear statement of the problem as perceived by those who identify it.[1] This point could be remedied by incorporating an additional heading or sub-heading into the model's framework which would ensure that a specification of the problem is made as a basis for examining the process intended to induce change.

The model could be improved by making provision for considerably more information about the way in which the organization relates to the identified problem. For instance, it would be important to know how many people in the organization were affected by the problem and the degree of intensity that these people felt about the identified problem. Of crucial importance, from the point of possibilities concerning action in respect to the problem, would be information

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[1]In applying the model, the writer found it necessary to make such a statement before he was able to give consideration to "1.a. Who identified the problem."

about the way in which the identified problem is related to other problems. For example, the Society of Women Only had considerable difficulty in differentiating between problems concerning social assistance and problems concerning desertion; in fact, during the early stages of the group, they took action practically simultaneously in respect to these problems to such an extent that the writer wondered if the enforced differentiation by the model did not lead to some distortion of the actual process.

Access

The writer found that problems of equal accessability to change agent and target produced difficulty in applying the model. For example, data was lacking to document fully 3c. (What were the expected outcomes as seen by the principal forces involved, i.e., on the part of the target and on the part of change agent?) and 4.d. (What was the reaction of the target?). It is possible that due to the unique nature of the cases involving political decision makers, that problems of accessability were aggravated; however it is probable that equal access will generally be difficult to achieve when vital issues are involved.

Action Implementation

This part of the model tended to be somewhat ambiguous. For instance, the writer had difficulty in differentiating between 4.b. (How were they involved?) and 4.c. (What methods were actually used?) As an improvement Warren's concept of system linkage could be used in 4.b. to demonstrate the manner in which the participants were involved in the action implementation.[1]

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[1]Warren, Roland, The Community in America, Rand McNally, Chicago, 1963, p.252

The model could profitably enlarge on the action imple-
mentation part of the process since this section would be most
consequential for the outcome evaluation which follows. A classi-
fication could be developed to record more effectively the trans-
actions which took place between target and change agent so that
sufficient data would be available to make some evaluation of the
effectiveness of participants in the use of the methods employed.
In the case of the Society of Women Only's presentation to Welfare
Minister Wesley Black, it would be salutary to have documented
within the framework of the model, enough material so that an
assessment could eventually be made of the quality of the approach
to the Minister.

Retrospection

Difficulty was encountered in using the model on a retro-
spective basis. This was because the writer was obliged to rely
heavily on data collected in interviews with the events under study
sometimes having taken place as long as a year ago. Many of the
interviewers had trouble in recalling sections of the action process
vital to accurate documentation, such as "expected outcomes as seen
by the principle forces involved." In addition, when cross-checking
interview data, the writer found that, as Pauline Young predicted,
some informants "are not too unsophisticated to modify facts by
conscious volition, nor are they too innocent to lie."[1] In the case

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[1] Young, Pauline, Scientific Social Surveys and Research, Prentice
Hall, Englewood Cliffs - New Jersey, 1956, p.208

of the Society of Women Only, difficulty was encountered in
eliciting information relating to process in comparison with
performance, possibly because the group itself had paid little
attention to the manner in which it was attempting to effect
organizational change.

Length of the Process

In the three applications of the model made by the writer,
it was apparent in each case that the action process was not con-
sidered to have concluded. This meant that the last section,
"Outcome evaluation," tends to be of a tentative nature and lack
conclusiveness. The various action processes outlined could have
been further divided into sub-processes and each subjected to an
application of the model if this would have been felt more useful
for documentation purposes. For example, the presentation to City
Council in Chapter Four could have been selected as a unit for
investigation. The model should perhaps be employed for more
compact change actions or features should be built in to facilitate
consideration of a continuing process.

Community Action

Consideration needs to be given to the appropriateness of the
Area Development Project's model when applied to organizations con-
cerned with effecting organizational change on a community basis.
For example, the "community action system" proposed by Warren serves
to delineate the dynamic aspects of structure and process by analys-
ing a community change action stressing changing relationships
between involved groups using systems theory.[1]

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[1]Warren, Roland, The Community in America, Rand McNally, New York
1963, pp. 312-323

This model, if applied to the case material of the thesis, might have served to indicate how the Society of Women Only fitted into the pattern of systems operating in the community, rather than isolating it for the purposes of study.

Thelen's model of "group growth and community development" relates an organization's attempts to produce change in the community to actions being engaged in by other groups and is predicated, in the same manner as Warren's model, on the need to achieve linkage with other systems.[1] However, it is of particular interest due to the attention it gives to the movement of a desire for change from the mind "of a single individual, through the formation of an organization, and (ideally) through interorganizational co-operation, to assimilation into the culture of the community".[2] If this model were to be applied to the action processes of the Society of Women Only, a definite movement could be deliniated and sufficient emphasis given to Mrs. Bentley's critical role as the initiator of change.

Bureacratic Development

The writer is of the opinion that the level of bureacratic development of the organizations being studied will have a bearing on the applicability of the proposed model. For example, the Society of Women Only is relatively without formal structure and thus transactions engaged in by the group tended to be frequently

[1]Thelen, Herbert A., Dynamics of Groups at Work, University of Chicago Press, Chicago, 1954, pp. 360-365

[2]Mial, H. Curtis, "Models of Community Action" Community Development National Training Laboratories, Washington, 1961, p.88,

unplanned and impulsive - whereas the model appeared to pre-
suppose an involved planning process. As a result, the writer
found it necessary at times to consider the probability of arrange-
ments, which in fact may not have been recognized as such by the
organization. A different kind of model might have to be developed
to more adequately meet the needs of researchers interested in
documenting change processes engaged in by relatively unsophisti-
cated citizens' organizations.

Subjectivity

A certain amount of subjectivity can be expected when change
processes are analysed within the framework of the model as it will
be incumbent on the researcher to be discriminating in the selection
of material for documentation. Nevertheless, this problem can be
overcome by the employment of competent research personnel and the
verification of data by means of the operational feedback envisioned
in the Area Development Project's proposal.

Background

The extent to which provision of background material on the
case is necessary, such as the history in Chapter Two of this study,
is a function of the familiarity with the case that can be attributed
to the reader. The model itself does not document all the information
about a group that would, for instance, be of interest to a change
agent; it only analyses a selected action process.

General Utility

The model proposed by the Area Development Project possibly
could be developed into a useful tool for the documentation of
organizational change providing it is strengthened to meet some of

the objections raised in this chapter. Inevitably its utility
will probably be limited when research is centred on organizations
which enter into transactions on mainly an unplanned rather than
planned basis. Nevertheless, even when the model is used to document
change actions of a group such as the Society of Women Only; in spite
of obvious imperfections, the Area Development Project's model
produces an intelligible document rich in analytical perspectives.

PART III

Case Study: The Welfare & Recreation Council

Scope of Study

It has been the purpose of this study to explore ways in
which the process of organizational change can be analyzed and
documented. This has been done by examining specific organizational
changes of a structural nature occurring within the Community Chest
and Councils of the Greater Vancouver Area, British Columbia. The
changes of importance to this study occurred primarily in the
Welfare and Recreation Council but were related to other observable
changes taking place in the functions and structure of the parent
Social Planning body.

Nature of Exploration

The nature of this exploration has been to document a case
study of organizational change:

1. To submit the change process itself to analysis.

2. To do this by use of a model or frame of reference
   for conducting the analysis.

3. As a result of using this model to determine how
   useful it can be as a guide for documenting the
   change process.

The model used was a proposal for the study of the process
of organizational change developed for the Area Development Project
in Vancouver.[1]

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[1] Proposal for study of the process of organizational change in the Area
Development Project. Area Development Project, Community Chest and
Councils of the Greater Vancouver Area, June,1964,(in the files of the
central office).

There were two major sections in this study which for these purposes are indicated as follows:

The Retrospective Aspects of the Change Process

In relation to the model this encompassed the first four stages, 1) problem identification, 2) goal determination, 3) action determination, and 4) action implementation. These parts of the process had already occurred at the time of this study.

The Active Aspects of the Change Process

In relation to the model this encompassed the final or evaluative stage of change. This part of the process occurred after the amalgamation of the two divisions and in effect was not concluded at the time of this study.

Background Description Before the Change Occurred

Social planning in Vancouver has been carried on as an integral part of the Community Chest and Councils. The initial meeting of social agencies in Vancouver took place in 1930 when a Council of Social Agencies was formed. The following year, 1931, this body became known as the Welfare Federation. Although it was formed primarily to find a more efficient method of raising finances for the member organizations, recommendations were made for the establishment of a planning body as well.[1]

Since its inception the structure through which social planning has been carried out has changed many times. In the beginning social planning operated under an executive committee which functioned as a board of directors with the senior officer as chairman. As originally

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[1]Jackson, F. Ivor, A History of the Community Chest and Councils of the Greater Vancouver Area, 1960, (in the files of the central office).

set up the member agencies of the council were divided into four

divisions whose functions for some years were confined to dealing

with application for membership and certain constitutional duties.

Standing committees whose chairmen were appointed at the Annual

Meeting and who reported directly to the executive committee, carried

on the work of the council. In 1938 the committees known as Family

Welfare, Child Welfare and Spare Time Activities became separate

divisions and only certain ad hoc committees and those concerned with

central services became directly responsible to the executive com-

mittee.[1]   This structure remained until 1946 when the Chest and

Councils were combined.[2]

In 1939-40 a growing conciousness of social group work came

to the fore in Vancouver.[3] As group work became recognized as a

specialized branch of social work, a Group Work Council developed

within the division known at that time as Spare Time Activities.

Subsequent to this the division became known as the Group Work

Division. In 1958, because of this division's growing concern with

recreation, the name Recreation and Group Work Division was adopted.[4]

As stated earlier a number of divisions grew out of standing

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[1]Ibid., p.4.

[2]Ibid., p.7

[3]Ibid., p.63

[4]Minutes of the Membership meetings of the Recreation and Group Work
Division, 1958, Social Planning Section, Community Chest and Councils
of the Greater Vancouver Area (in the files of the central office).

committees, consequently the Family Welfare and Child Welfare

divisions developed separately. In 1946 a committee reviewed the

organizational structure of the Social Planning Council. A major

recommendation of this committee was that in keeping with current

social work thinking, the Family Welfare and Child Welfare divisions

should be combined under the name Family and Child Welfare Division.[1]

Although there have been many divisions developed for various

reasons over the years in the Social Planning Council, the main

concern here has been with the divisions that grew into what became

known as the Welfare and Recreation Council. These developments can

be seen in figures 1-4 inclusive.

Focus of this Study

The structured organizational change documented here-in

occurred in 1961. At that time the two divisions of the Social

Planning Section, the Family and Child Welfare Division and the

Recreation and Group Work Division were combined.[2] The combined

divisions became a council known as the Welfare and Recreation Council.

The time when this documentation was undertaken was in the

period from February 1965 to April 1965.

Application of Study Procedure

1. In Retrospective Aspect of Change Process

The information gathered was confined to the headings and

questions which were outlined in the Area Development Project proposal.

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[1]Jackson, op.cit., p.106

[2]Minutes of the Welfare and Recreation Council Meeting, April 1961,
Social Planning Section, Community Chest and Councils of the Greater
Vancouver Area, (in the files of the central office).

To do this the recorder relied to a large extent on the minutes of the meetings from the Family and Child Welfare and the Recreation and Group Work divisions held the two years previous to the change. The minutes from the Welfare and Recreation Council and its annual reports from 1961 to 1964, the minutes of the Committee on Integration of the two divisions, and the executive minutes of the Social Planning Body were also used extensively.

A number of personal interviews were also conducted. In these interviews the model was followed closely in its exact sequence as a basis for questions. Individuals chosen as interview informants were selected because they were known to have had direct involvement in the change process that was studied. In an attempt to obtain a cross-section of information the recorder interviewed the following informants: two volunteers, one from each of the previous divisions, one of whom was a member of the new council; two agency administrators, one from each of the previous divisions, both of whom were members of the new council; a planning associate assigned to one of the previous divisions and later assigned to the new council; a representative from the School of Social Work at the University of British Columbia, who was a member of one division and also became a member of the new council, and the director of the Social Planning Section of the Community Chest and Councils.

The information gathered from these two approaches was combined and documented within the framework of the model chosen. The recorder was not actively involved in any part of the change process in this section of the study.

1938 - Sections Relating to this Study

Community Chest and Council of Greater Vancouver

Social Planning
Section

Family Welfare
Division | Child Welfare
Division | Spare Time
Activities | Other Divisions
not related to
this study
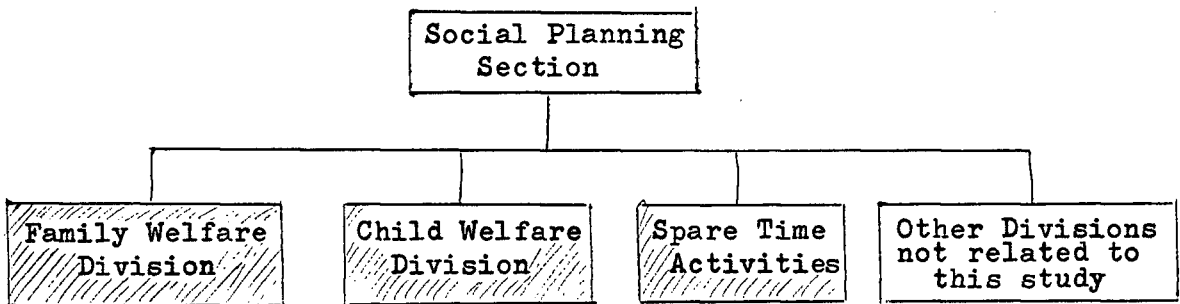
Figure 2

1939 - 40 - Sections Relating to this Study

Community Chest and Council of Greater Vancouver

Social Planning
Section

Family Welfare
Division | Child Welfare
Division | Spare Time
Activities with
Group Work Section | Other Divs.
not related
to this study
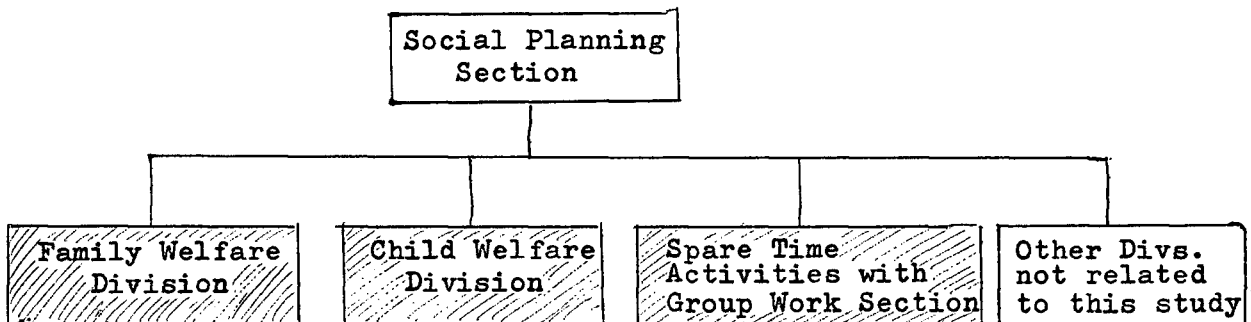
Figure 3

1946 - Sections Relating to this Study

Community Chest and Council of Greater Vancouver

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            ┌─────────────────┐
            │ Social Planning │
            │    Section      │
            └─────────────────┘
    ┌────────────┬────────────────┬──────────────┐
┌──────────┐ ┌──────────┐ ┌──────────────┐
│Family and│ │Group Work│ │Other Divisions│
│  Child   │ │ Division │ │not related to │
│ Welfare  │ │          │ │  this study   │
│ Division │ │          │ │               │
└──────────┘ └──────────┘ └──────────────┘
```
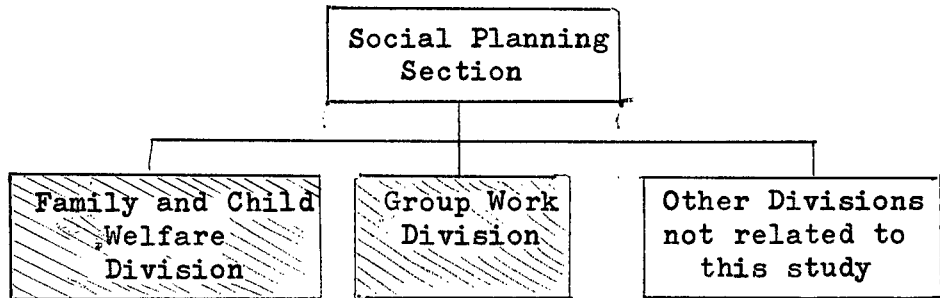
Figure 4

1958 - Sections Relating to this Study

Community Chest and Council of Greater Vancouver

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            ┌─────────────────┐
            │ Social Planning │
            │    Section      │
            └─────────────────┘
    ┌────────────┬────────────────┬──────────────┐
┌──────────────┐ ┌──────────────┐ ┌──────────────┐
│Family and    │ │Recreation and│ │Other Divisions│
│Welfare       │ │Group Work    │ │not related to │
│Division      │ │Division      │ │  this study   │
└──────────────┘ └──────────────┘ └──────────────┘
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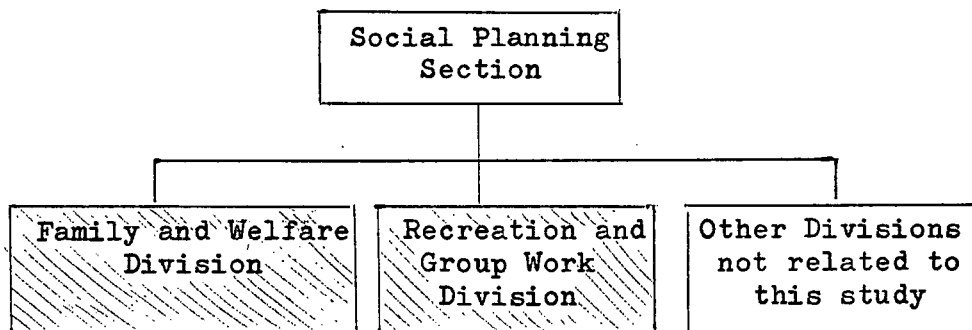
2. <u>In the Active Aspects of the Change Process</u>

Part of the information in this section was obtained from the annual reports of the Welfare and Recreation Council for the years 1962, 1963, and 1964 and from the same people interviewed in the retrospective aspects of the change process.

The remainder of the information was gained from a special committee which was established to make a preliminary assessment of the Welfare and Recreation Council. In April 1964 on instruction from the Council Governing Committee a meeting of the table officers was convened to determine terms of reference for an assessment of the Welfare and Recreation Council. It was decided to confine the committee to a small number of people as they would only be making a preliminary study. In the selection of committee members both their agency or organization background e.g. public agency, private agency and broad community, and their present position in the community were considered.[1]

The recorder had the opportunity to meet with this committee as a non-participant observer. The minutes of these meetings, the material used and the report produced by the committee, along with interviews with committee members were the sources of information for documenting the evaluation stage of the change process. The information was organized within the framework of the model chosen.

<u>Limitations of this Study</u>

Interviewees, even though conscientious, may suffer from faulty perception and faulty memory.[2] In this study the retrospective

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[1] An assessment of the Operation of the Welfare and Recreation Council, March, 1965, Community Chest and Councils of the Greater Vancouver Area, p.1.(in the files of the central office)

[2] Young, Pauline V., <u>Scientific Social Surveys and Research</u> (Prentice-Hall Inc., Englewood Cliffs, New Jersey, 1963) p. 208

aspect of the change process examined by interviews must rely on

the recollections of the interviewees. Although the interviewer

attempted to be as objective as possible in following the model

throughout all of the interviews, the fact that interviewers often

approach their respondents with a prepared set of expectations as

to how the latter will answer certain questions must also be noted.

The interviewer usually develops these expectations in the course of

the interview on the basis of early or incomplete response.[1]

With the limited number of interviewees, despite the attempt

to obtain a cross-section of opinion, biases may possibly exist in

their responses in the interviews. The interviewer explained at the

beginning of each interview his desire to obtain the thoughts and

feelings of the informants as they were at the time of the change

and not as they were at the time of this study.

In this study interviews were used to supplement information

gathered from minutes and other sources.

It is generally necessary to inspect a number of records

before the items recorded can be thought of as having a high degree

of validity.[2] In this study a number of records recording the same

aspects of change were available to document the retrospective aspects

of change. The active aspects of change were not as well documented

as there was only one recorded source in most instances. The committee

itself was considered to be conducting a preliminary study only and

did not bring in any resource people to examine the subject in further

detail.

In most instances the minutes used could be considered a

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[1] Ibid., p.209

[2] Ibid., p.181

primary source of material as they were recorded first hand at
the time of the meetings. In some cases however the minutes include
speakers who are referring to previous events and therefore may con-
tain inaccuracies and value judgements.

The possible limitations of the model as a tool for docu-
menting organizational change will be recorded at the end of this
study.

Social Planning Setting Before and After the Formation of Welfare and Recreation Council

The structural change which brought the two divisons, Family
and Child Welfare, and Recreation and Group Work under one council
occurred within the overall structure of the Social Planning Section
of the Community Chest and Councils. This change appears to have
been influenced by two main factors. Firstly, changes in the policies
of social planning as it related to the overall structure and secondly
by another change in the Social Planning Section involving the form-
ation of a Health Council.

Background of Concept of Planning

The Chest and Councils began as an amalgamation of organizations
primarily for fund raising purposes. As the number of agencies in-
creased it became necessary to co-ordinate their activities through
the Council of Social Agencies which later developed into the Social
Planning Section. Through the years the Vancouver Social Planning
Council along with other welfare councils, had reached the point where
simple co-ordination was no longer meeting the planning needs of the
city and long term planning was required.[1]

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[1] Minutes of the Social Planning Executive, March 1959, Community
Chest and Councils of the Greater Vancouver Area, (in the files of the
central office).

Since its inception in 1946 the Social Planning Executive

had frequently examined, evaluated, and altered its organizational

structure in relation to its effectiveness in carrying out the

community planning operation. Studies on structure were completed

in 1948, 1954, 1955, 1957, and 1959, all of which resulted in a

number of changes considered to be adequate at the time.[1]

In 1960 social planning could be seen as being carried out

through a federation of agencies and focussed on common problems.

As indicated in figure 5 there were five main divisions. The repre-

sentation in these divisions was mainly that of agency delegates.

These delegates decided programme priorities. The Social Planning

Executive carried the responsibility for city-wide planning.

Line of Communication 1960

The structure at this time was characterized by the involve-

ment of several levels in the handling of any type of problem. The

line of communication ran from the Board of Directors of the Community

Chest and Councils through the Social Planning Executive to the various

divisions and planning units and then to the agencies which were members

of particular units. An agency requesting a study had to take it to

the top level of structure, the Board of the Community Chest and Councils.

The board would send it to the Social Planning Executive for consider-

ation. If the Social Planning Executive approved the matter for study

it would be referred to the division or divisions which Social Planning

decided to be best qualified to carry it through. The division would

consider it and fit it into its work load at the earliest possible date

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[1]Report of the Committee on Structure to the Social Planning Section,
September, 1961, Community Chest and Councils of the Greater Vancouver
Area, (in the files of the central office).

depending upon the priority of the particular project. A committee

to study the proposal would be made up of agency personnel plus

people in the community best qualified to contribute to the process.

When the study was completed it would be sent back to the division

for approval. If approved it would be sent to the Social Planning

Executive for consideration. On approval at this level it was

returned to the Board of the Community Chest and Councils once again

and if the board passed it, it would revert back to the division for

implementation.

Division Authority 1960

The divisions under this arrangement had no authority to

proceed on their own and were completely under the control of the

Social Planning Executive. Correspondingly, the Social Planning

Executive although the senior policy committee for the whole

planning operation was nevertheless spending its time reviewing

studies and proposals of the five divisions before referring them

to the Board of the Community Chest and Councils and were unable to

carry out the overall planning function they desired.

Factors Affecting Change

Further changes in social planning in Vancouver were stimu-

lated by the citizens survey report in 1960 which included a number

of recommendations for planning.[1] A great deal of information was

also becoming available which indicated a review of planning and

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[1]Report to the Board of Directors of the Special Committee Established
to Review the Findings of the Citizens Survey Committee on Health and
Welfare, September, 1961, Community Chest and Councils of the Greater
Vancouver Area, p.14 (in the files of the central office)

Figure 5

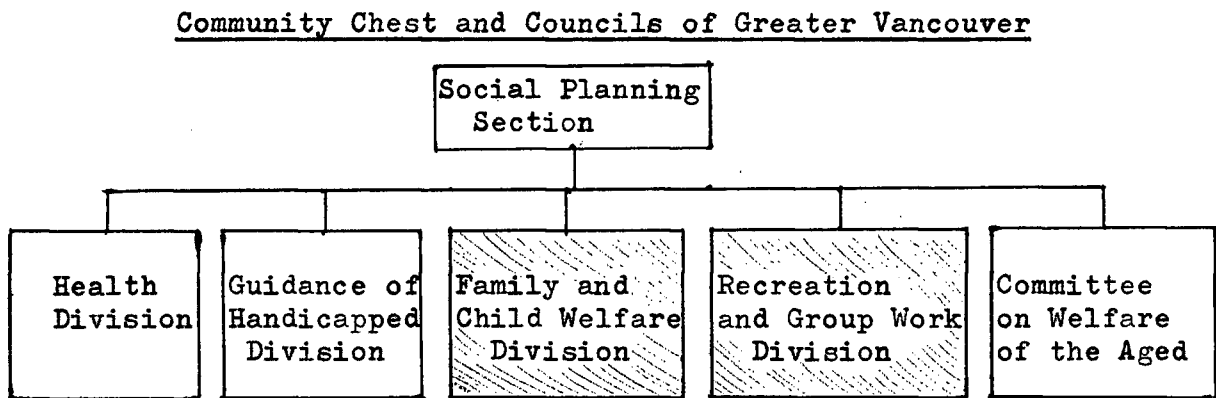1960 - Sections Relating to this Study

Community Chest and Councils of Greater Vancouver

Figure 6

1962 - Sections Relating to this Study

Community Chest and Councils of Greater Vancouver
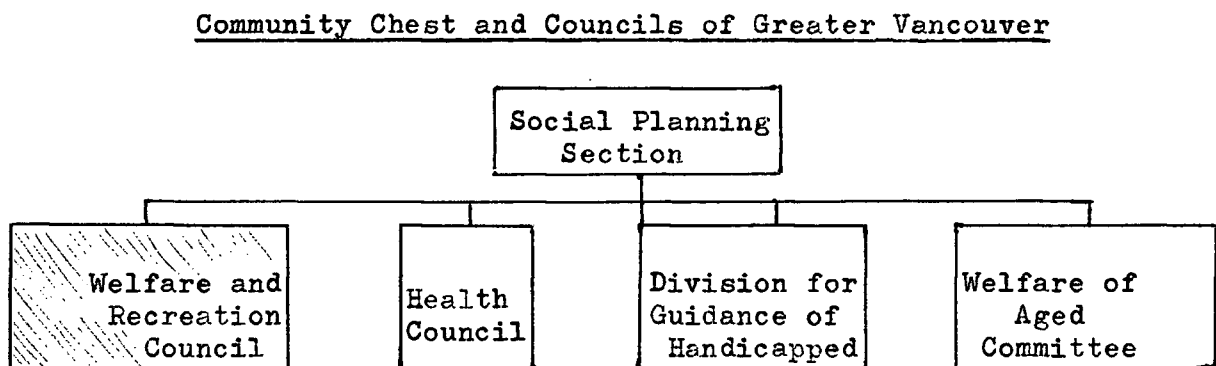
substantial changes in structure within social planning was occurring

in many North American cities. At the same time negotiations were

taking place to combine the Health Division of the Section with the

Greater Vancouver Health League under one Health Council within the

Social Planning Section. The Health League representatives were

insistant on the title "Health Council" as one which would have status

in the community.[1] The Health Council would have a greater degree

of authority and independence that hitherto accorded the divisions

within the Social Planning Section and would be allowed to make

community statements irregardless of Community Chest and Councils'

Board approval.

Structural Design in 1961

In light of these happenings as well as the forming of the

Welfare and Recreation Council a committee on structure was established

in the summer of 1961.[2] The committee was to work out the reorgani-

zation of the Social Planning Section incorporating provisions for

the Health Council and to bring in recommendations on structure by-

law amendments. The acceptance of these recommendations on structure

amendments changed social planning a great deal from the situation in

1960 outlined previously. Under the new structure the previous five

divisions became two councils, the Welfare and Recreation Council and

the Health Council, plus a division for the Guidance of the Handicapped

and a committee for the Welfare of the Aged as seen in Figure 6.

Division Authority 1961

The councils and divisions had considerably more autonomy than

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[1]Minutes of Welfare and Recreation Council, loc.cit., May, 1961

[2]Report of the Committee on Structure, loc.cit., 1961

in the past. Under the new structure there would be a direct line of access to and from the Board of Directors of the Community Chest and Councils and the planning units. All business was to be conducted within the four sub-sections; all committees were to be under their auspices and all action and social planning formulated by them. They would be autonomous in all matters concerning their own field of interest. A request for a study could be received directly from an agency or the Board of the Community Chest and Councils. The Council or Division Executive could consider it and on approval fit it into the work load of the council, establish a committee to make the study and upon completion and approval of the study could return it directly to the Board of the Community Chest and Councils. If, however, it was judged to have implications for other units of social planning, it could be considered by the Social Planning Executive before it was presented to the board.

The stated purpose of the Social Planning Executive was co-ordination and communication between the sections. It would initiate studies only under special circumstances. This meant that the councils and divisions would do a larger proportion of the work previously done by the Social Planning Executive. Under this structure the planning units would also be responsible for implementation of the various projects.

Other Factors in the Change in Social Planning

In September 1961 the special committee established to review the findings of the citizens survey were accepted and implemented in the Social Planning Section. To further clarify the social planning situation, it is significant here to note a few that were not

implemented. The citizens report recommended:[1]

1. That the council streamline its present structure by converting the present functional divisions to conference groups for the purposes of developing communication, advising on studies under consideration and giving technical assistance where needed.

2. That the council appoint study committees on an ad hoc basis to function directly under the Social Planning Section.

3. That necessary continuing projects and activities be established under standing committees reporting directly to the Social Planning Section or organized councils within the Planning Section, depending on the situation.

The committee reviewing these recommendations agreed with their objectives but did not agree with the "lines" suggested by the report for achieving these objectives. They were rejected for the following reasons.[2] It was considered that the groups, organizations and individuals participating in planning at that time would not be prepared to accept nor should they be asked to accept the conversion of functional divisions to conference groups, with planning being carried out by ad hoc committees.

The direction in which planning was evolving was the development of semi-autonomous councils. In the development of these councils there would be elements of streamlining. Study would be done with a view to

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[1] Report of Citizens' Survey Report Committee, loc.cit., p.15

[2] Ibid., p.16

eliminating levels of review wherever this was feasible and would

not threaten to interfere with the co-ordinating function of the

Social Planning Executive Committee and the Broad policy concerns of

the Board of Directors of the Community Chest and Councils.

Emerging Concepts of Planning 1965

The overall concept of planning in Vancouver appeared to be

changing again from the situation outlined in 1961 to a problem

centred approach based upon the identification of community needs

and the provision of services to meet these needs. The council was

beginning to move from being field of service based toward the form-

ation of community councils in a specific geographic area. It was

hoped that this approach would find a solution to a problem as a

whole rather than to alleviate only one or two aspects of the problem.

This will be dealt with further in the evaluation section of this

study.

The foregoing information has been for purposes of introducing

the process of amalgamation involving the Recreation and Group Work

and Family and Child Welfare Divisions. The documenting of this

structural change using the Area Development Project model follows:

Problem Identification

A. Who Identified the Problem?

The problem of having two separate divisions, one for Family

and Child Welfare and one for Group Work and Recreation was identified

by a number of people at various times. That there was a problem

appears to have become the opinion of many people and neither the

minutes nor the interviewers were able to shed any light on the

chronological order of who identified the problem. The recorder has

not attempted to rank the people in any specific order.

The Social Planning Council staff members who were assigned to the two divisions saw the existing structure as a problem. This was done before the staff person from the Family and Child Welfare Division left the council in 1960. The Social Planning Executive was also aware of the problem. Both the volunteers and the agency representatives in the two divisions were instrumental in seeing the need for change. The report of the Citizens Committee on the Community Chest and Councils also pointed out among other things that the Social Planning Council should make every effort to streamline its structure to make more efficient use of the time of staff and volunteers.[1]

B. How was it identified?

The chronological order in this section was also difficult to determine and the recorder has once again chosen the order in the situations where it was not possible to determine it exactly.

The general philosophy of planning in Vancouver in 1960 which apparently has been influenced by the situation throughout North America manifested itself in people's belief in the unification, co-ordination and integration of services. Within this general framework a number of significant things were occurring in Vancouver. Among these were a Co-Ordination of Services Project, a proposed expansion of planning programme to include work on youth services, a Joint Family Services Project involving the Neighbourhood Houses and the Family Service Bureau and a beginning look at the Area Development Project.[2]

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[1] Ibid., p. 14

[2] Minutes of the meeting of Joint Committee on Integration, January, 1961. Social Planning Section, Community Chest & Councils of the Greater Vancouver Area (in files of the central office).

All of these projects were indicating the need for better integration of services and pointed up the fact that a look or study could not be confined to one division only. At the same time there was not only a lack of co-ordination of services but a lack of co-ordinated planning as well.

In conjunction with this informal discussions between the staff members of the two divisions uncovered further problems which they felt were being precipitated by the two divisions being separated. From a staffing point of view time was being lost through the increased overlapping and duplicating of the areas of work. In order that many matters of common interest could be discussed at individual division meetings, lengthy conferences were ncessary between the staff executive secretaries. Another factor to be considered was the juvenile delinquency programme. It was of interest to both divisions and looking at it separately or setting up a joint committee did not appear to be adequate solutions at the time. With these thoughts in mind the way the Social Planning Section talked about specific issues brought its desire for needed change to other people's attention.

While this was occurring the agencies were also identifying problems with the existing structure. A number of agencies found themselves members of one division but extremely interested in what was occurring in the other division. An example of this was the Joint Family Services Project where the Family Services Bureau and the Neighbourhood Houses although working together on this project were in separate divisions within the Social Planning Section. The agency personnel were then beginning to meet in a "shadow" third division.

The matter was discussed informally with the Social
Planning Executive who suggested a meeting of representatives from
the two divisions concerned to discuss the matter further. A number
of other general feelings about the separated division structure
were also brought to light when the Assessment Committee met in
1965. These included: the fact that the agencies were not getting
the results from the studies that they wanted; problems did not
fall neatly into divisional categories and artificial divisions were
not meeting the needs of their members or the community; there was
undue time consumed in just keeping the divisional apparatus in motion,
this was true particularly of staff, e.g. minutes, agendas, reports,
for two divisions, but also was true for volunteer time.

The other main area concerned the over all social planning
structure as outlined earlier in this recording. The lack of authority
for the divisions to proceed and the corresponding hindrance to the
Social Planning Executive, as well as the desire for more autonomy
emphasized by the negotiations with the Health League - all played
an important part in identifying the problem. Whether or not all of
the problems identified were a result of having two separate divi-
sions it was believed at the time that this caused a number of the
difficulties and a change was needed.

While it appears very likely that discussions about the need
for change would have proceeded anyway, there is no doubt that the
process was accelerated by the resignation of Mr. E.F. Watson as the
staff person with the Family and Child Welfare Division. With a
new appointment to be made to staff the Family andChild Welfare
Division it appeared to be the most propitious time to give full

consideration to the various ways in which a more effective

organizational structure involving the two divisions might be

established.[1]

C. How was the extent and nature of the problem verified?

The formal stage of problem identification began with a

meeting of representatives from the two divisions on November 17,

1960, to discuss the extent and nature of the problem.[2] The meeting

was composed of five members from the Family and Child Welfare Division,

five members from the Recreation and Group Work Division plus Mr.

B.A. Robinson, staff person for the division, and Mr. E.D. Hill,

Director of Social Planning. The problem was discussed informally

with most of the points raised in the previous section of this

record being discussed. Mr. Robinson also supplied an analysis of

the executive committee minutes of the two divisions covering the

dates from January to October 1960 inclusive. This analysis indicated

the overlapping of agenda subjects, the subjects that were only con-

sidered by one but could have benefitted by broader consideration and

the subjects considered separately by both divisions. This can be

seen in table 1. It was shown that the first two categories comprised

55% of the subjects discussed. The discussion at this meeting indi-

cated a need for change but it was felt that more research should be

done on the matter and that a committee should examine the material

on structure from other councils.

[1]Minutes of the meeting of Recreation and Group Work Division, March,1961, Social Planning Section, Community Chest and Councils of the Greater Vancouver Area (in the files of the central office).

[2]Minutes of the meeting of Joint Committee on Integration,November,1960, Social Planning Section,Community Chest & Councils of Greater Vancouver (in the files of the central office)

On January 24, 1961, the committee met to consider the problem further.[1] Considered at this time was a summary prepared by staff of the various forms of planning organizations operating at that time in Health and Welfare Councils across Canada and in the United States. Further study was also given to the agenda breakdown which the staff had prepared for the previous meeting. The points that had been discussed informally, namely the Co-ordination of Services Project, the Joint Family Services Project and the problems around juvenile delinquency and services to youth were now discussed on a formal basis by the committee.

A report of this meeting along with further background material pointing up the need for change was sent to the two divisions. This further material prpeared by staff included a short summary of social planning in Vancouver beginning at 1964 indicating some of the changes that had occurred over the years. Special emphasis was placed on the report of the 1959 sub-committee on social planning structure which found the divisions to be "agency" and "field of service" minded and not sufficiently community planning minded.[2]

The problem was further verified in separate discussion at full meetings of the two divisions concerned using all of the material that had been previously prepared by staff.

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[1]Minutes of the meeting of the Joint Committee on Integration, loc.cit., January, 1961

[2]Report of Sub-Committee on Structure, 1959, Social Planning Section, Community Chest and Councils of Greater Vancouver Area, (in the files of the central office)

Table A. Analysis of the Executive Committees'
Minutes, Family and Child Welfare and
Recreation and Group Work Divisions
January - October, 1960

Considered by Both Executive Committees	Considered by one but could have benefitted by broader consideration
- B.C. Govt. Report of Juvenile Delinquency Board - Y.W.C.A. Baynes House - Urban Redevelopment - Joint Family Service Future Planning Committee - Report on City Council Committee on Social Problems - Report on Citizens' Survey Study - Social Planning Executive Statement on Integrated Planning	- Kool City Club - Volunteer Bureau - Recruiting, Training, placement of Volunteers - Special Programme for Blind Children - Recreation Needs of Cedar Cottage Area - North Shore Neighbourhood House Area Study - Recreation Services for Children in New Residential Areas - Recreation Services for Teenagers in Renfrew Area - Child Care Centre
Specialized to Recreation and Group Work Division	**Specialized to Family and Child Welfare Division**
- Degree Course in Recreation,U.B.C. - Major's Youth Committee Fund, Use of School Gymnasiums - Review of Vancouver Girls Club Association - City Council's Appropriation of False Creek Park. - Day Camp Standards - Board of Trade Brief on Shaughnessy Golf Course	- Maximum Allowable Earning Capacity of Social Assistance Recipients - Adequacy of Social Allowances Future - Development of Community-wide housekeeper service - Trends in Day Care Service - Catholic Family Services Housekeeper budget - Emergency Shelter Committee

2. Goal Determination

A. What type of change (policy, structural, etc.) was planned?

After identifying and verifying the problem and the need for change the next step was to decide the type of change necessary. As stated earlier an evaluation of the structural arrangements was carried out with particular emphasis on the examination of the organizational structure of other Community Welfare Councils in Canada and the United States. It was decided that a radical change in structure did not appear to be the solution to the particular problems of the Vancouver Council.[1] However, a definite need for the component parts of the planning operation to be related more closely one to the other was considered necessary. For the reasons outlined earlier the Family and Child Welfare Division and the Recreation and Group Work Division appeared to have the greatest need for more co-ordination. Therefore a structural change which would involve joining the two divisions together under one council was proposed. This would be an integration of two divisions within the traditional divisional structure of the Social Planning Section.

At the same time a considerable change in policy was also provided for in the plans. A greater degree of autonomy and independence of action was planned for the new council and the Social Planning Executive was to become a co-ordinating integrating body. There would be a broadening of emphasis to include community identified needs in addition to agency identified needs. The overall policy of social

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[1] Minutes of the meeting of Recreation and Group Work Division, loc. cit., March 1961.

planning would remain field of service based and the focus would
still mainly be on meeting needs through adjustment of existing agency
services.

What are the cost considerations of the various alternatives?

From the interviews and the minutes it does not appear as if
cost consideration in terms of money was taken much into account in
planning a change. There apparently was some discussion about saving
money but the general consensus seemed to be that there would be
little difference financially. It was the other factors considered
which appeared to make change necessary. It was hoped that the
saving would be in the cost of staff and volunteers' time which
previously had been necessary to keep two divisions running. Other
aspects of cost were recorded under the heading "Factors Against
Change".

B. Who suggested it and how was it suggested?

The same people who identified the problem suggested the type
of structural change needed. These included the social planning staff
assigned to the two divisions, the volunteers and agency representatives
of the two divisions, previous committees on social planning structure,
the report of the citizens' survey and the Social Planning Executive.

As in the "who" part of problem identification this section
was difficult to determine exactly. It appeared as if the idea of
integration of the two divisions occurred at the same time as the
problems inherent in having separate divisions were identified.

The origin of the policy changes were somewhat more complicated.
The informants indicated a considerable amount of pressure came from

the Social Planning Executive apparently partly as a result of
their examination of other councils throughout North America. The
Recreation and Group Work Division also made four conditions re-
garding the type of policy changes planned.

The principal force in obtaining the policy change which
resulted in more divisional autonomy was the Health League.

Although the members of the two divisions were also desirous
of more autonomy and a sub-committee on structure had seen the need
for streamlining the social planning operation. Autonomy apparently
was incorporated in the Welfare and Recreation Council as a direct
result of the Social Planning Section's negotiations with the Health
League.

The plan was suggested informally in the beginning to the
Social Planning Executive who then decided to call a formal meeting
to place the plan before the divisions.

C. Who is seen as the target for change?

The target for change was the existing structure which
provided for two separate divisions and the overall social planning
structure with its lack of autonomy in the various divisions. The
specific people involved were the membership of the two divisions,
the Social Planning Executive and in the final analysis the Board of
the Community Chest and Councils. Since one of the recommendations
of the Group Work and Recreation Division had been that the integrated
Executive Committee have planning as its principal function another
target for change would presumably be the relationship of the agencies
to the new council. However, this did not seem to have been discussed
at the time. A secondary target for change was the services provided
in the broad sense, with the hope of achieving better co-ordination

and integration.

D. **What was the estimate of the vulnerability of the target to change?**

It was believed at the time that the target was very vulnerable to change. This was mostly a direct result of many of the reasons given as indicating a need for change. The situation in other councils throughout North America, the Co-Ordination of Services Project, Joint Family Service Project, juvenile delinquency problem and Area Development Project all helped create a favourable climate for change. The citizens survey, the report of the 1959 sub-committee on structure and again the experience of the nego-. tiations with the Health League also made the target more vulnerable to change.

Informal discussion and later general meetings with the membership of the divisions indicated a readiness on the part of most people for change. Both the divisions and the Social Planning Executive were desirous of the divisions having more autonomy to enable both sections to better carry out their duties.

Despite this favourable atmosphere a number of factors against change and conditions subject to endorsement of change were brought forth.

Factors Against Change

Among the factors against integration discussed at the committee meeting of January 24, 1961, were the difficulties the agencies would have in associating themselves with an integrated division, the problem of handling agenda items which require specialist consideration and the practical problems of combining

two active ongoing operations. A motion was made for the retention

of the divisions the way they were but providing for joint meetings

of executives to consider mutual problems. There was no seconder.[1]

A further point was raised by the Recreation and Group Work Division

at its meeting to discuss integration. The question was asked: if

there were reasons why the division structure was no longer sound

what was to be gained by combining two divisions? It appeared to be

a compromise in planning at the lower level without essential re-

consideration of comprehensive social planning. It was stated that

in theory integration would eliminate much duplication, but in

practice every person sitting on the Joint Executive Committee would

have to have an increased breadth of knowledge to fit into the

larger setting.

The Recreation and Group Work Division made its endorsement

of the planned change subject to the following conditions.[2]

a) That the integrated divisions be under the direction

of one executive staff person with other staff as

required in an assistant capacity.

b) That the educational function of the division as

presently structured be preserved.

c) That the integrated executive committee have planning

as its principle function with less emphasis being

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[1]Minutes of the meeting of the Joint Committee on Integration, loc. cit. January 1961

[2]Minutes of the meeting of Recreation and Group Work Division, loc.cit. March 1961

placed on its use in solving problems.

d) That sub-committees necessary to handle specialized

areas of work on an _ad hoc_ rather than a standing

committee basis be established.

Action Determination

A. What action decisions were made of ways to bring about the desired change? Who made them?

After informal discussion among the social planning staff

assigned to each of the divisions, among the volunteers, and among

agency representatives it was decided to take their thoughts to the

Social Planning Executive to test out reaction to them. The decision

was made by the Social Planning Executive to call a meeting of

representatives of the two divisions to discuss the possible change

further. The people attending this meeting would then decide if

the situation merited further study.

It was also decided by the staff in the Social Planning

Section that a further way to bring about the desired change would

be to prepare material on the agendas of the two divisions along

with an analysis of other structural designs for social planning

in North America.

It was realized that if the decision were reached to inte-

grate the two divisions, further deliberations would follow regarding

a number of other problems. These would include terms of reference

for the new body, a name, membership and an exact structure. Since

these decisions could not be made until some aspects of action

implementation were carried out they will be recorded as a part of

the section of the model dealing with this subject.

B. What were the possible alternative outcomes of each of
    these action decisions?

The outcome of each decision to take the matter further for

discussion, whether it be informally to the Social Planning

Executive or formally to the two divisions, could have resulted in

rejection of the proposals. Each area may have felt the reasons

for change were not valid or if accepting the need for change might

not have agreed with the proposed type of change. As indicated

earlier there was some opposition to change which had to be overcome.

The Recreation and Group Work Division did make four conditions to

their endorsing change which have already been recorded.

This section also seemed to be an appropriate place to

record the few things that people thought might be lost by integrat-

ing the two divisions. There does not appear to have been a great

deal of concern about what the divisions might lose at the time, if

so it appears to have been completely outweighed by the hoped-for

gains. However, the agencies did wonder where they would be able

to express themselves and discuss their own unique professional

concerns if the divisions joined. It was thought that the existing

structure permitted more time to consider specialized problems and

fostered agency participation in co-ordination of services. The

concern for the loss of the educational role played by the divisions

was evident in the fact that the Recreation and Group Work Division

recommended that this role not be lost in the new body.

C. What were the expected outcomes as seen by the principal
    focus involved?

There appeared to be a general feeling of optimism both in

the membership of the two divisions and in the overall social
planning structure that the proposed change would be beneficial
and a better job would be done as a result.

It was hoped that the new authority of the divisions to
proceed on their own would provide a broader and more efficient
approach to solving problems. The change would eliminate the
unnecessary duplication of professional and volunteer effort.
Besides curing the problem inherent in overlapping agendas it would
give better consideration to those questions that should have been
considered by both divisions previously. It was believed that a
joint council with greater autonomy would enable much faster imple-
mentation of action programmes. Part of the difficulties caused
because a problem would not fit into one division would be eliminated
and a great deal of time would be saved in not having to process
everything through levels of structure. The Social Planning
Executive would be freed from reviewing each study before its going
to the Board of the Community Chest and Councils and thus could
proceed with an integrating and co-ordinating function.

The above recorded items seemed to be the thoughts of all
of the various parties involved in the proposed change. There was,
however, another area in which the expected outcome was viewed
differently by the agencies in the community and the Social Planning
Body. Many of the agencies hoped for better integration and co-
ordination of services but did not expect a loss of contact for
consultation with the staff person with whom they had been involved
in the two division structure. The Social Planning Section however

saw the new structure as having a particular role in making

studies of social problems, in determining the nature of needs

in the community, in making recommendations for the solution of

these needs and in carrying through an implementation of recommend-

ations. Apparently it was believed that the divisions had become

too agency-orientated and not enough "field of service" or "planning"

orientated.[1] It was openly hoped by social planning that the new

council would change this somewhat and begin to eliminate the idea

of the Social Planning Section being a "hand maiden" to the agencies.

Action Implementation

A. Who became involved?

The people involved in the action implementation parallel

very closely the same people outlined in the first three parts of

the record. Most of the implementation was carried through by the

two divisions making use of a committee established from the two

bodies to work out integration. The Social Planning Executive and

the Board of the Community Chest and Councils were also involved

in the final implementation. The 1961 report of the Social Planning

Structure Committee played an important role in determining the

final action to be taken.

B. How were they involved?

The divisions were involved in a direct way in making the

decisions necessary in implementing the desired change. The social

planning staff were also directly involved with the membership of the

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[1]Ibid.

divisions. The Social Planning Structure Committee was involved indirectly in that their recommendations for the whole Social Planning Section had a bearing on the terms of reference and structure of the Welfare and Recreation Council.

C. What methods were actually used?

The recorder has decided that the best way to document the change under this heading was to follow the chronological order of events outlining the methods used beginning with the first joint meeting of November 17, 1960.

On November 17, 1960, a meeting arranged by the Social Planning Executive between five representatives from each of the two divisions was held to discuss informally the idea of integrating the two divisions.[1] There was some agreement that there seemed to be need for some kind of integration and a special committee was set up to investigate the matter further. The committee met on January 24, 1961, and considered further material on structure and workload provided by staff.[2]

The committee decided that the two divisions should amalgamate and an integrated executive be set up for one year. This was accomplished by the establishment of a joint nominating committee from the existing executives to nominate approximately thirty members to the new integrated Executive Committee. A chairman was also to be nominated. Those members of the existing division executives who would be left out of the newly formed executive would be asked to

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[1] Minutes of the meeting of Joint Committee on Integration, loc.cit, November 1960

[2] Minutes of the meeting of Joint Committee on Integration, loc.cit., January, 1961

accept project assignments. Special sub-committees would be formed to deal with those agenda items which required specialized consideration. This proposal was to be brought before the Executive Committees of the two divisions and if agreed to, the integrated Executive Committee was to be established following the annual meetings of the two divisions scheduled in March.

The second meeting of the Division Integration Committee was held on March 21, 1961.[1] At this meeting the exact nature of the integrated body and the time schedule for the integration process were examined. The membership of the new planning body would be a combination of the two existing memberships. A maximum of thirty and a minimum of twenty persons would be elected to the new executive committee. A nominating committee was established with a meeting planned for early April so that the list of nominees could be circulated to give sufficient time before the inaugural meeting. The date for the first meeting of the integrated body was set for April 26, 1961. Two staff members would be appointed to the new body, one acting as executive secretary and the other in an assistant capacity. It was hoped eventually to have a third person so that all three basic areas of work would be represented, i.e. families and children, recreation, and corrections.

In terms of the representation of the new body to the Social Planning Executive the pattern for representation was being estab-

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[1] Minutes of the meeting of Joint Committee on Integration, loc.cit. March 1961, Social Planning Section, Community Chest and Councils of the Greater Vancouver Area (in the files of the central office)

lished through the Health Council negotiations, i.e. six represent-
atives to the Social Planning Executive whose name would likely be
changed to Central Planning Council. It was also suggested that
the new executive meet immediately after the inaugural meeting could
be called the table officers would have to plan the agenda.

The basic proposal that the two divisions be integrated for
a period of one year was endorsed by the executive committees of both
divisions. As previously recorded the Recreation and Group Work
Division made its endorsement subject to four conditions. Author-
ization was obtained from the divisions at their annual meetings,
March 28, 1961, and March 29, 1961, to have the incumbent executive
committees continue in office until the integration was officially
effected.[1]

The committee agreed that the terms of reference of the new
body would be on the agenda of the first meeting as would the
necessity of naming the new body. The second meeting would be used
to transfer unfinished business from the existing divisions.

On April 28, 1961, the first meeting of the integrated
divisions was held.[2] The report of the nominating committee was
accepted and the people listed were elected as the Executive Committee
of the new body. A name for the new council was discussed but no
conclusions were reached and it was decided to discuss it further
within the new Executive Committee.

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[1]Minutes of meeting of Welfare and Recreation Council, loc. cit.
April, 1961

[2]Ibid.

The meeting of the new Executive Committee was held on May 23, 1961.[1] At this meeting the name Welfare and Recreation Council was adopted as the name for the new body. At this meeting also a table officers committee was established, arrangements were made for the six delegates required from the council to the Social Planning Executive and initial discussion about terms of reference was begun. Sheets were also distributed which listed items referred to the new council by both divisions and by the Social Planning Executive. The items were broken down into categories indicating the need for immediate attention, for attention but not on an urgent basis, and items which required future action.

The next meeting of the Executive Committee of the new Council was held June 13, 1961.[2] Discussion was carried on regarding the determination of work load as a follow-up to the previous meeting. This was the only part of the meeting which could be considered a part of implementing the organizational change. The remainder of the meeting was devoted to consideration of studies carried over from the two divisions.

At the September 1961 meeting of the Welfare and Recreation Council draft terms of reference prepared by council staff were received by the committee.[3] It was decided this document would

[1] Minutes of the Executive Committee of Welfare and Recreation Council, May 23, 1961. Social Planning Section, Community Chest and Councils of the Greater Vancouver Area, (in the files of the central office).

[2] Minutes of the Executive Committee of the Welfare and Recreation Council, loc.cit. June 13,1961.

[3] Minutes of the Meeting of the Welfare and Recreation Council, loc.cit. September, 1961.

provide sufficient direction until such time as the recommendations
of the structure committee of the Social Planning Executive would
be forthcoming.

At the meeting of October 31, 1961, the report of the Social
Planning Structure Committee was discussed especially as it related
to the final steps in implementing the change from the two divisions
to the new Welfare and Recreation Council.[1] The council would now
have direct access to the Executive Committee of the Community Chest
Board of Directors, giving the council more autonomy, status and
identification. The representation being made to the Social Planning
Executive by the councils would be reduced to one. The council
could choose between dealing with specific requests for help or
dealing with only large scale projects or it could undertake a combin-
ation of both. The main job of the Social Planning Executive would be
in co-ordinating, integrating and generally grappling with the overall
job of planning.

At this meeting job descriptions for the Associate Director
of Planning and the Assistant Director of Planning were distributed.
The descriptions were in line with the new structure. Whereas the
old divisions were staffed with "executive secretaries" the new
arrangements would be more flexible with a senior planning person
and assistant directors as required. This would eliminate the kind
of gap that had occurred when Mr. Watson left the one division and
also would allow people to move up into the senior position who were

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[1]Minutes of the meeting of Welfare and Recreation Council, loc.cit.
September, 1961.

familiar with the operation. It was hoped that there would be three staff positions in the Welfare and Recreation Council, each skilled in a specific field, i.e. Family and Children's Services, Recreation and Group Work and Correctional Services. All three would be social planners and any one position could be the senior position.

On November 22, 1961, the general meeting of the Community Chest and Councils accepted the changes in the constitution resulting from the structure committee's recommendations.[1]

D. What was the reaction of the target?

The reaction during the time of action implementation was much the same as it was projected it would be at the time of the goal determination. By the time implementation occurred everyone apparently had been conditioned to the impending change. Part of the reason for the lack of initial reaction was probably due to the fact that all of the ramifications of the change were not experienced in the beginning stages.

Outcome Evaluation

A. What was the actual outcome?

Factors Affecting the Outcome

When the council was formed in 1961 it was agreed to evaluate its new role in one year. However, a number of factors did not allow this to happen and the recorder decided they should be recorded here

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[1]Minutes of the Annual Meeting, November 23, 1961, Community Chest and Councils of the Greater Vancouver Area, (in the files of the central office).

as background information to the actual outcome.

The first year of the Welfare and Recreation Council was one of "marking time" due mostly to the loss of personnel, both staff and volunteer, but due also to the fact that any new body and its members does not possess an identity simply because some-one has written terms of reference, appointed a committee and delegated them with authority to act.[1] With amalgamation, the work load at Governing Committee meetings was greatly increased because of the carry-over from both divisions. More effective methods of handling this increased load had to be devised. Small committees were established to assess each request for consultation or planning opinion, to see that all available information was at hand to facilitate the Governing Committee in reaching early decisions.

The Priorities Establishment Committee also had consider-able bearing on the functioning of the new Council. It was found necessary by the chairman of the Board of Directors of the Community Chest and Councils to ask that a moratorium be declared on the work of all councils to allow staff sufficient time to prepare papers from which the Priorities Establishing Committee would work.[2] The moratorium was declared officially from December 1, 1962 until January 15, 1963. This was not found to be enough

[1]Minutes of the Annual Meeting of the Welfare and Recreation Council, 1963-4, Social Planning Section, Community Chest and Councils of Greater Vancouver Area (in the files of the central office).

[2]Ibid.

time and an extension was necessary. This resulted in a great

deal of compromise during which time the council dealt only with

immediate emergencies in order to make the establishment of priorities

possible.

Just how significant the moratorium was to the outcome of the

change was difficult to ascertain. The agencies thought the function

of the council began to change after the moratorium. Nevertheless it

did appear that the need for further changes identified by the

Assessment Committee were identified more slowly because of the

time spent by the council helping to establish priorities.

In April 1964 a special meeting of the table officers was

convened to develop a plan to carry out the original need for

assessment of the new council. A special committee to carry out a

"preliminary assessment" which might provide a starting point for

further study if indicated, was appointed.[1]   The meetings of this

committee were held nine times over a ten week period from January

25, 1965 until March 29, 1965.[2]

Since this report occurred four years after the amalgamation

it must be noted that a number of changes had taken place since that

time. In evaluating the actual outcome of the change it was diffi-

cult to establish whether these changes were a result of the amalga-

mation or a result of a combination of other influences which

occurred over the four year period.

The Assessment Committee also had this difficulty and it

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[1]An Assessment of the Operation of the Welfare and Recreation Council,
loc.cit. March 1965, p.2.

[2]Ibid., p.3.

became necessary for them to examine the council throughout its four years of operation. The situation at the time of the evaluation was considered in light of these four years.

As a non-participant observer the recorder noted the following main themes that came out in the committee meetings: the overall concepts of social planning, the structure of Social Planning Bodies, the amount of work involved in making a change, the number of outside influences that were a factor in the change, and the general lack of knowledge of the community about social planning. The committee itself was not in a position to understand clearly such things as "agency centred" versus "problem centred" planning. In order to proceed the committee had to make some positional statements to give them a base for evaluation. Appendix "F" contained in this study was developed by the planning staff for the purposes of the evaluation committee.

In the analysis to follow, the "actual outcome" has recorded the initial outcome during the first two years after the Welfare and Recreation Council was formed. The observations and judgements have been those of the Assessment Committee. By the time of the work of the Assessment Committee four years after the change was effected, the committee found additional outcomes and important new developments had occurred. These had the effect of bringing about a number of discrepancies from the initial "actual outcome". For this reason the recording of "discrepancies between the expected outcome and the actual outcome" reflect the situation as seen in the more recent history of the Welfare and Recreation Council.

A. <u>What was the actual outcome?</u>

The first outcome of the planned change was the formation
of an amalgamated body known as the Welfare and Recreation Council.
This new body appeared to have been able to fulfill many of the
expected outcomes as originally seen by the forces wanting change.

Although there was still some duplication of voluntary and
staff effort a great deal of this duplication was eliminated. The
new structure of the Social Planning Executive freed it from
reviewing each study, and a great deal of time was saved in not
having to process everything through levels of structure. The new
structure provided for a broader approach to the solving of problems,
for example, juvenile delinquency and urban dislocation. It brought
together and encouraged co-ordination of a wider range of community
service agencies.

In relationship to the revision of the social planning
structure the new council allowed more independence of action and
the autonomy necessary to proceed with greater status in planning.
It also enabled faster implementation of action programmes. Planning
remained basically related to the federation of agencies with some
greater allowance for the participation of community volunteers.
There was, however, some broadening of emphasis to include community
identified needs in addition to agency identified needs.

The actual outcome in the first two years also included the
beginning stages of what the Evaluation Committee identified as
emerging problems. The new council reduced the concentration on
specialized concerns compared to what had been possible in the two
divisions. This included such areas as adoption and recreation

needs of teenagers. In the two divisions there had been a greater degree of agency responsibility and involvement in the Community Chest and Councils. With a division secretary the agencies were more able to turn to a specific person for consultation about particular problems. This was not provided to the same degree as before in the new job descriptions for the assistant and associate planners.

Bringing the divisions together apparently did not have the effect of broadening the planning base to enable consideration of larger aspects of major problems facing the community. The new structure, as shown by appendix "F", gave major attention to agency initiated "crisis planning" around problems perceived to be of direct concern to the agencies. Thus planning remained tied closely to the particular interests of voluntary agencies and correspondingly there was little evidence to show awareness of or reaction to broader community problems. Although problems of scope of planning had been identified and to some extent been discussed prior to the change in 1961, it has been difficult to ascertain from recorded minutes or from the interviewees whether the change had been intended to bring about a means of approaching anything other than agency-centred concerns.

B. What were the discrepancies between the expected outcome and the actual outcome?

In the initial stages covering the period 1961 - 62 the expected outcome and the actual outcome were very close together. However at the time of the evaluation by the special committee the outcome was very different from what had been expected.

The Assessment Committee found that the Welfare and Recreation Council was functioning very differently from the original terms of reference outlined when the council was formed. The council was structured to comprehend two broad fields and was finding itself in four or five. The considerable shift in council operations from "agency planning" to more "comprehensive welfare" or "problem centred" planning that had taken place over the four years is readily ascernable in appendix "F". Planning activities specifically for agencies moved from a high of nine ongoing studies in 1962 to no studies in November 1964. Social welfare planning projects of a more comprehensive nature moved from one study in 1962 to six studies in March 1965.

The council had become more and more "field of service" oriented and appeared to be moving towards the formation of community councils on a geographic basis. Some of these local area councils had already begun and included Woodland Park, Fraserview Youth Services Association and Sunrise Park. The welfare councils in a number of other cities in North America were also adopting this approach and apparently had some influence on the thinking of the Social Planning Section in Vancouver.

The Area Development Project was also attempting to provide an integrated programme of social casework, social group work, health and community organization services for a selected group of multi-problem families in one area of the city. In the proposal for the Area Development Project neighbourhood development services it was stated "decentralized planning for integrated, co-ordinated, compre-

hensive public and private services was needed in neighbourhoods where there was a preponderence of troubled families and where social problems of a broader nature exist.[1]

According to the Assessment Committee by 1965 the Welfare and Recreation Council had developed its major emphasis on community oriented social planning. This had involved a problem-centred approach based upon the identification of community needs and the provision of services to meet these needs. The objectives of this approach had been seen to involve the provision and development of services aimed at solution of the problem. As one important result of this approach it was anticipated the Social Planning Section would be in a better position to indicate to agencies where services fit into an overall plan.

Advantages of New Approach as Identified by the Committee

The problem-centred approach was seen by the Assessment Committee to be an appropriate way to bring about comprehensive social welfare planning. Consideration of all aspects of community problems and their relationship one to another would be emphasized. Planning would focus on needs and services and enable more flexible use of existing resources and the logical development of new resources. Lay citizens would be able to have a greater voice in planning for community services than was previously possible. More volunteers would be involved giving social planning a larger say in matters of implementation and eliminating the power of the agencies to veto plans.

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[1]Proposal for the Area Development Project Neighbourhood Development Services, Area Development Project, Community Chest and Councils of the Greater Vancouver Area. (In the files of the central office.)

Agency personnel both professional and volunteer would be able to participate in planning activities with a broader base of concern than their own agency interests. This approach also allowed a great number of non-administrative personnel of agencies to be drawn into planning activities. Included in this would be workers providing service in local areas whose experience and contribution could be most significant. The agencies were not involved in planning to the degree they had been in the divisional structure at the time of this recording. However, if the new approach was followed it appears likely that they would once again become very involved on an area or specific problem basis rather than a divisional one.

Disadvantages of the New Approach as Identified by the Assessment Committee

A number of disadvantages of this new approach were also identified by the Assessment Committee. The amount of consultative services available to the agencies would be further cut down to the point of being almost non-existent. This left the agencies in somewhat of a dilemma. This problem was more noticable because of the fact the agencies had become accustomed to having someone to turn to for consultation. At the time of this recording there was nothing provided to fill the gap that had occurred when the council moved from an agency consultative and co-ordinator role to a comprehensive planning role with a problem-centred approach. The agencies believed that the original structural change and the new approach that seemed to eminate from it had resulted in a loss in their own control and autonomy.

The new approach also did not provide adequately for studies in special areas or for working in these special areas. These areas could include one parent families, day care, and the setting of standards for child care.

C. Did the change induced meet the original need for change?

The change did meet many of the original needs as outlined in the "actual outcome" section of the record. However, in light of the change in focus of the Welfare and Recreation Council over the four years after amalgamation it appeared the original change was only a partial step in what could be considered as part of a broader change in the whole structure of social planning. The Assessment Committee concluded that an assessment of the operations of the Welfare and Recreation Council should constitute a segment of the review of the total social planning structure. The nature of the problems facing the Welfare and Recreation Council suggested that it was neither feasible nor desirable to evaluate council operations unrelated to the total planning structure.

Much of the report of the Assessment Committee concerned itself with identifying current problems of the Welfare and Recreation Council. The recorder gave some consideration to recording the observations in the report under "problem identification" and using the model once again to document the beginning stages of a new organizational change.

However, since many of the Assessment Committee's observations were relating to the council as it was in the period January to March 1965 the writer decided to use this final section of the

original model to record the committee's findings.

Two central questions emerged in the committee meetings and showed themselves to be the dominent concern.[1]

1. Is there need to clarify a current conception of the appropriate breadth, scope, and nature of planning in which the Community Chest & Councils should be engaged?

2. Do the existing structure and division of functions between varying segments of the Social Planning Section provide the best possible means for carrying out appropriate planning?

A number of points relating to these central questions were identified which impinge on the operation of the Welfare and Recreation Council.[2]

- The present operation of the Welfare and Recreation Council is not being, and probably cannot be, maintained within the bounds of structure and function as currently defined.

- A significant shift has occurred in planning activity of the Welfare and Recreation Council from agency-centred planning to problem-centred planning. (The development of the Local Area Approach is a key illustration of this shift.) At the same time there are ongoing demands on the Council to maintain agency-centred planning.

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[1]An Assessment of the Operation of the Welfare and Recreation Council, loc. cit. March, 1965, p.3.

[2]Ibid.

- Taking into consideration the shift in the Welfare
  and Recreation Council's planning focus, is there
  currently adequate opportunity for agency involvement
  in the planning process? With the move away from
  agency-focussed planning, what provision is now being
  made for consultative service to agencies?

- What should be the division of function and the nature
  of relationship between Local Area Councils and the
  Welfare and Recreation Council?

- Does the Welfare and Recreation Council (and Social
  Planning Section generally) adequately provide for
  appropriate involvement of government bodies?

- What should be the appropriate relationships between the
  Welfare and Recreation Council, within the Social Planning
  Section, and other Planning groups, e.g. physical,
  educational?

- What should be the relationship between the Welfare and
  Recreation Council and the Research Department of the
  Community Chest and Councils if problem-centred and long
  range planning is to be given greater emphais in the future?

- In relation to the present division of function between the
  units of Social Planning and the Social Planning Executive:

    - Is the Welfare and Recreation Council assuming
      tasks which would be carried more appropriately
      by the Social Planning Executive?

    - What constitutes an appropriate degree of autonomy
      for a Council, as Councils are now structured?

    - Is the division of Social Planning by functional

groups, e.g. Welfare and Recreation, Health,
etc. still valid?

D. Cost on part of the target

It was difficult to assess whether the structural change of
two divisions becoming one council was a necessary first step to
taking what may turn out to be a much larger step. The interviewees
saw this larger step as being the complete elimination of the
existing divisional structure within the Social Planning Section of
The Community Chest and Councils. Whether the outside influences
from other cities (many of which were present before the change)
the Priorities Determination Project and the growth of area councils
would have affected the separate divisions in the same way it
apparently affected the Welfare and Recreation Council has not been
possible to assess. Some informants thought the changes in the
overall social planning structure in 1961 influenced the focus of
the Welfare and Recreation Council and it could have been possible
that these changes would have affected the separate divisions,
Family and Child Welfare and Group Work and Recreation in the same
manner.

It was the opinion of some interviewees that the organizational
change that had resulted in the formation of the Welfare and Recreation
Council was a compromise in planning which may have caused problems
a more complete change would not have encountered. These interviewees
saw one of the main results of the amalgamation as being the separation
of the agencies from the planning function. It seemed to them that
agencies would become involved once again when planning became con-

centrated upon a problem centred area approach. Agencies would
become involved in planning for particular geographic areas
especially around specific problems where their interest and
capacity to serve lay. They could once again play a valuable part
in social planning as well as benefiting from contact with people
concerned with related problems in the same geographic area.

This, of course, would not eliminate the problem of agency
consultation. However, other methods of handling this problem
could probably be devised. In the main agencies would be left with
the situation of looking after their own particular problems either
individually or in groups. As a consequence they would not look
to the Social Planning Section to fill this role.

Further in order that they might be involved in comprehensive
social planning agencies would have to be kept better informed than
was the case at the time of this recording and their important role
in area planning would have to be identified and recognized. Through-
out the study of this structural change it appeared few people under-
stood the function and duties of the Social Planning Section of the
Community Chest and Councils in Vancouver. Coupled with this there
was little known about what to expect from planning in this community.
Many informants stated this problem would have to be remedied before
implementing a new planning approach.

The Assessment Committee's report shows planning being done
by the Welfare and Recreation Council was very different from what
was done by the separate divisions just over four years ago. As
stated by the committee's report the present activities of the
council can no longer take place within the present structure. The

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recommendations of the Assessment Committee in this regard was

"THAT the Social Planning Executive be requested to take immediate

steps to assess the effectiveness of the present social planning

structure in the light of today's planning needs."

Comment on the Model Used

One of the operational problems inherent in the use of a

model is that the actual occurences do not necessarily happen in

the sequence set out in the model. This case study could serve to

demonstrate this point. An attempt was made to structure the

gathered information under the headings outlined in the model. In

so doing the chronology became confusing because the events did not

occur in the sequence of the model. For example, many aspects of

the third section of the model, "action determination" occurred

chronologically at the same time as some parts of the first section

of the model, "problem identification" and "goal determination".

One can usually see more than one phase of change going on at the

same time.[1] Following the sequence of the model made it necessary

to move backward and forward in time and in the writer's opinion

tended to confuse the issue.

The recorder believed that a time sequence record incorporating

the Area Development Project model would have been a better way to

document this particular case. A beginning stage in doing this would

be the recording of a short historical background preceeding the

organizational change. This would be followed by a chronological

recording of the meetings and events which lead up to and included

the organizational change and its evaluation. Most aspects of the

[1]Lippitt, Ronald, Watson, Jeanne, and Westley, Bruce, The Dynamics
of Planned Change (Harcourt, Brace and World, Inc., New York,'58,p.130

Area Development Project model, e.g. who identified the problem, what was the goal determination, what action decisions were made, would still be incorporated in the documentation but would be recorded in a historical sequence. In this manner a clear concise understanding of the order of the events as well as the people and change involved would be available.

A number of practical problems were encountered in classifying information collected under the specific headings of the model. Although an attempt was made to avoid needless repetition it was found that the continuity of most sections was greatly affected if some repetition was not included. The recorder used the model as an outline framework for the interviews but the interviewees found the questions repetitious and somewhat confusing. Considerable interpretation by the interviewer was usually required in each section. This problem may have been partially overcome if the interviews had been more non-structured but this was not attempted.

There was also some particular short comings of the way in which the headings needed some clarification and additions. Nowhere in the model was the question "what is the problem?" asked. Therefore it became necessary to write an introduction outlining what the problem was before the model itself was applied. The model did not make any allowances for the historical background leading to the change itself. Nor did it adequately provide an opportunity to record the outside influences which had direct bearing on the organizational change. This necessitated the inclusion of a few subheadings for clarification. Where it was difficult to classify which

section specific information should be recorded under it was classified at the discretion of the researcher. In this case a much longer introduction than should be required with the use of a model was necessary to lead into the actual case study.

In this case study the model was applied to the overall process of change. However it did appear possible that the whole model could have been used a number of times to document each part of the change process. In the opinion of the researcher the record would have become more confusing and difficult to understand if this had been done.

The model would appear to be of more value if used to document a definite planned change involving a small number of people, for example, a person using it for clinical purposes operationally. This apparently was to be one of its main uses in the Area Development Project. As is the case with most models, this model would appear to be a useful method of getting all the necessary information recorded and would help eliminate the overlooking of important data.

In the case studied, although part of the change was planned a great deal of it was unplanned. Many people, influenced by a variety of factors, were involved. Consequently most parts of the model involved a great many factors and influences which were difficult to record accurately. Nevertheless models have been found to be helpful in reviewing descriptions of change in persons, groups, organizations, and communities in terms of sequence of phases.[1]

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[1] Ibid. p.130

Most of this recording was done in retrospect. Despite the fact that the model tended to confuse the time sequence of the change process it was a useful tool in analysing the organizational change. In this same regard it would very likely be valuable in analysing a historical record to categorize all the aspects of the change process.

PART IV

CHAPTER 1

INTRODUCTION

A. Purpose and Scope of Study

The purpose of the case study detailed in this section is to record or document organizational change that has occurred and attempt, as a result, to set down something of the process of change that took place. The case study deals with some attempts that have been made and are presently being made in a section of Vancouver City known as the Sunrise Park Area. These efforts are being made by various welfare agencies and institutions in the city, spearheaded by the Community Chest and Councils of Greater Vancouver towards organizing methods aimed at contributing to the enhancement and general well-being, from an educational, recreational, health and welfare standpoint, of the people in that area. It is hoped that by undertaking this task some contribution will be made to the understanding and knowledge that has been accumulating recently on the subject of change theory, particularly as it applies to Community Organization practice.

The study will be comprised of a descriptive account of the circumstances and events that have transpired where it is considered process can be clearly observed and described. The organizational processes are still in various stages of development and involve implications of change that are broad and not explicit. It is for this reason that the study was limited to a narrow segment of the change process and action. As well, it has been recognized that change and the process of change are by nature dynamic.

The period under study was from October 1, 1964, through to February 28, 1965, but in order to give this "frozen segment" some degree of relatedness to a broader perspective some of the historical background will be given that is considered significant to this period.

B. Recording Model

This study was a chapter of the larger study which undertook to study the recording of organizational change and attempted to examine the relevancy and usefulness of the model (see appendix "B") proposed for use by the Area Development Project. This project was sponsored by the Community Chest and Councils of the Greater Vancouver Area as a practical method of documenting change. It then, in the main, tested the Sunrise Park Area development within the context of this model. More than this, the study attempted to describe the occurrence of social change by recording it systematically. The study further attempted to record change within the limits of a model and thus conceptualizes some of the process of change.

The utilization of recording for these purposes is not novel. Recording in social work has many functions and can be put to many different uses. It offers itself as a tool for learning; for improvement of future action tasks; it is a means whereby a continuum and sequence of techniques ca be adopted; it is a method of accounting for performance; a way of assisting toward objective observation and evaluation; an aid toward objectifying and defining practice; a method of developing skills of analysis and interpretation and perhaps finally, of building or increasing knowledge.

Arthur Dunham states, "A record is a document or other auditory or visual product, intended to be used primarily as a working tool by an organization or individual, and which performs one or more of the following functions: 1) it gives an account of something which has taken place; 2) it identifies some person, group, or thing, 3) it contains factual descriptions, analyses, instructions, directions, opinions, recommendations, or suggestions; 4) it sets forth plans for the future."[1]

There is no such thing as a model record. There are no formulations or recording equations that will make a case study inevitably clear and accessible to a full and complete understanding of what has transpired or what elements were operationally decisive in the total process. Records should be written to suit the study, not the study geared to some theoretical pattern. A record is finally the sum total of the observations and the perceptions of the person making the examination which are strengthened as to reliability by the element of objectivity.

This sum total of a study is not complete nor entire for the observer is impeded by his own powers or lacks of perception, the limitations of his intrinsic knowledge and the bias that he brings to his study. He is handicapped by the loss of or undiscovered facts; by the variables and their pertinence to the process; by the lack of absolutes and the means to make valid comparisons and

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[1]Dunham, Arthur, Community Welfare Organization: Principles and Practice (Thomas Crowell Company, New York, 1962) p.303

reliability judgments. The analyst must hinge his findings on
information, knowledge and opinions of others and upon what is not
recorded as well as what is recorded in various documents that
pertain to the change.

Systematic recording has definite limitations but also very
useful applications for it is a means by which some objectification
can be achieved. A record model is essentially a conceptual scheme.
A model for recording has heuristic value in that it serves to
stimulate investigation and discovery. A rationale for using a
model in this study, aside from testing the proposed Area Development
Project model, can be best summed up by Homans who wrote, "Any
classification, no matter how crude, provided only that it is used
regularly, forces us to take up one thing at a time and consider
systematically the relations of that thing to others. This is one
of the roads that lead to generalization".[1]

C. Analytical Model:

The model as proposed by the Area Development Project is an
analytical model. It would conform to the definition of Robert
Chin - "An analytical model is a constructed simplification of some
part of reality that retains only those features regarded as essential
for relating similar processes whenever and wherever they occur."[2]

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[1] Homans, George C., The Human Group (New York; Harcourt, Brace; 1950) p.44-45.

[2] Chin, Robert, "The Utility of System Model and Developmental Models for Practitioners", The Planning of Change, Readings in the Applied Behavioural Sciences", (Holt, Rinehart & Winston, New York, 1961.)

It is a model by reason of the fact that it is a grouping of conceptual views that pertain, by their relationships, to change, to maturation development and direction and to the behaviour of the organization under study. The conceptual views - problem identification; goal determination; action determination; action implementation; and outcome evaluation, - allow for observational "fixes" or sightings within each concept. Thus, for example, under "problem identification" one broad conceptual view would be that social problems are of such a nature and essence that they are recognizable, definable and can be described as to their extent, thus being verifiable. Or again, under a sighting of "action determination" there are concepts upon which skills and knowledge are built into social work which allow for action to be decided upon, triggered, and followed to a definite goal. There are further concepts that make it possible to place expectations as to the outcome of any action by means of analyzing the several alternatives; the principal forces involved in the action; the characteristics of the organization, its performance in the past, and so forth.

The Area Development model is analytical in that it is devised in such a way as to lend itself to the discovery of process ... a diagnostic view of results ... and relates to action. Further than this, the model is a concrete one for it deals particularly and in the main with actual circumstances.

In brief, a concrete analytical model can be said to be a structural frame of conceptual factors which are intrinsic to, and effective of, an occurrence of process by their relatedness within an arbitrarily set period of time and within defined boundaries that allow for universal analysis within the "definition set". The value

of using such a model for study is perhaps best summed up in

a quotation by Hagen. He states that, "An explicitly defined

analytical model helps the theorist to recognize what factors are

being taken into account and what relationships among them are

assumed and hence to know the basis of his conclusions. The

advantages are ones of both exclusion and inclusion. A model

lessens the danger of overlooking the indirect effects of change

of a relationship."[1]

D. Method of Study:

Several methods of study have been utilized. In the main

the approach has been to study the history of the situation retro-

spectively in order to place the period under study in sequence of

time and related to various occurrences. This has been accomplished

by the examination of meeting minutes and other written documents.

Information was gained also by interviews with key informants who

had some direct relationship or involvement with the change process.

As well as this, the observer was himself directly involved as a

participant in the process. While this fact should have the effect

of widening the fields of vision it will necessarily lessen the

objectivity that comes from perceiving such processes from a detached

uninvolved viewpoint devoid of personal investment in the results.

Comment should as well be made that this study dealt with

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[1] Hagen, E., Chapter on "Theory of Social Change", unpublished manu-
script mentioned in article by Robert Chin. "The Utility of System
Models and Developmental Models for Practitioners", contained in
"The Planning of Change" Readings in the Applied Behavioural Sciences,
Holt, Rinehart & Winston, New York, 1961

human events and with people who in the main are presently

practising in the field of social work. The study thus may reflect

in part upon the aspirations and hopes, - the strengths and weak-

nesses, - the successes and failures of these people in trying to

fulfill their functions as social workers among the frustrations

and strugglings in and with an imperfect society.

These people shall be left nameless, yet their identities

may be revealed through their various tasks, efforts and positions

in the total institution of social welfare in Vancouver City. It is

not the purpose or intention of this study to point out human foibles

or failures. If this study does reveal these it is hoped that they

will serve not as a mark of personal frailty but rather as a tribute

to the efforts of these people in carrying out work (for the most

part beyond their regular work) that by its very nature is difficult

and at times impossible to perform.

CHAPTER 2

HISTORY OF SIGNIFICANT EVENTS THAT LED UP TO
THE SUNRISE PARK AREA DEVELOPMENTS

In February, 1964, a meeting was called by the Social Planning
Section of the Welfare and Recreation Council of the Community Chest
And Councils. To this meeting were invited agency representatives as
well as interested people who possessed knowledge, skills or interest
in this area. The meeting was called as the result of concern expressed
over the health, recreation and welfare needs and services in Sunrise
Park. Out of this meeting began some organizational efforts with which
this study will deal in depth.

It was necessary to record and examine some of the significant
events that preceded this organizational occurrence in order that sub-
sequent actions in the Sunrise Park Area Development could be more
fully understood and the problems more clearly perceived.

A. Vancouver City Institutes Public Housing Programme

The first of these significant events began when the City of
Vancouver chose the site for its first large low-rental public housing
project in the Sunrise Park Area. Prior to this several smaller public
housing projects were established; namely, Little Mountain in 1954,
and shortly afterwards, Orchard Park. This interest in the City of
Vancouver for public housing is coupled with its interest in Urban
Renewal. The National Housing Act of 1954 empowered the cities of
Canada to enter into arrangements with the Federal and Provincial
Governments and borrow funds from Central Housing and Mortgage
Corporation, a Federal Crown agency for the contruction of public
housing.

In 1947, Dr. L.C. Marsh of the University of British
Columbia undertook to do a study of the need for an urban renewal
programme. This study was published in 1950.[1] Dr. Marsh in the
preface of his study first spelled out the concept of such a
large housing project such as Skeena Terrace. He said, "the
economy of a multiple dwelling, large scale project, which alone
will reduce construction and operating costs, as well as meet the
population requirements with more ample open space. There is no
case for patchwork replacement, nor for piecemeal and doubtful
renovation."[2]

In 1955 the Technical Planning Board of the City of
Vancouver proposed to the City Council that a study of redevelop-
ment be undertaken. This study began in July, 1956 with Federal,
Provincial and City representation forming a technical committee.
This Redevelopment Study[3] was completed in December, 1957, and
was approved in principle by City Council in February, 1958. This
study proposed a twenty-year plan for city renewal and that a
start be made in the form of housing projects at Skeena and at
McLean Park in order that the blighted section of the City
(Strathcona Area) might be cleared and renewed.

This report recognized some of the social implications

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[1]Marsh, L.C. Rebuilding a Neighbourhood, University of British
Columbia, Research Publications, Vancouver, 1950.

[2]op.cit. page x

[3]Vancouver Redevelopment Study, Proposed by the City of Vancouver
Planning Department for the Housing Research Committee, December,
1957

that must be considered in urban renewal and the displacement of
people. It said in part, "Relocation involves human problems and
its success depends on how these are handled. The task of finding
alternative accommodation for the displaced, informing people of
their legal rights, ensuring that no unwarranted distress is caused,
....etc."[1] Further, they state, "The common belief that substandard
housing conditions are created by people may raise doubts as to the
value of rehousing former residents of blight area .... redevelopment
is not proposed primarily in order to rehabilitate people by improv-
ing their housing conditions...." Again they state, "That there
will be a carry-over of some social problems into the reconstructed
area is inevitable and it is most important, therefore,that the
actual relocation programme and the management of the housing projects
receive careful and skilled direction."[2]

Opinions have been expressed by some that considerations
were only given to the wiping out of blight and that this was moti-
vated by economic considerations supported by business and real
estate interests. These critics state that the sole reason Skeena
Terrace site was chosen was because it was city-owned waste land.

At any rate, Skeena Terrace Housing Project planning was
begun in 1960 and was officially opened October 1, 1962, and fully
occupied by January, 1963. It offers accommodation for 165 families

[1] op cit. Vancouver Redevelopment Study, 1957, p.9

[2] Ibid. p.52

and 69 married and single senior citizens. This study will deal
more fully with some of the characteristics of this project later.
The significance of the project upon this study is that little or
no evidence is available that indicates that the choice of the site
was considered with a view to the social and economic needs of the
tenants and of the neighbourhood as a whole.

B. U.B.C. School of Social Work Involvement

Another significant event which had some bearing and
influence upon the organizational process under study came as a
result of a decision by the University of British Columbia's
School of Social Work to place a student in the Sunrise Park Area
as a part of his studies in pursuit of a Master's degree in social
work. This decision was made in 1963 as a consequence of the
School's desire to establish a definite sequence for the teaching
of Community Organization method, thus adding to the other two
existing sequences of Case Work and Group Work. This student,
Mr. Clarence MacKenzie, was placed in the Skeena Terrace Housing
Project as his field placement (a practice course that is carried
along with the theoretical studies at the school). This arrangement
was under the auspices and with the co-operation of the Vancouver
Housing Authority, the administrative body for the management of the
public housing projects in the city. The purpose of his assignment
was to study the characteristics of the Sunrise Park Area and examine
and document how they relate and are affected by the introduction of
a public housing development within its midst; to study how the
various social services are altered; how the relationships and
social functioning of the tenants of such a housing development

may be improved, etc.

MacKenzie because of the nature of his assignment, and with his acquired knowledge of some of the characteristics of the housing project and the Sunrise Park Area, became a very vital source of information and interpretation. His knowledge and his opinions were utilized extensively when in February, 1964, the Welfare and Recreation Council of the Social Planning Section of the Community Chest and Councils called together agency represent-atives to determine the needs and resources of Sunrise Park and the housing project. MacKenzie's contribution to a group thesis, "Neighbourhood Analysis in Vancouver"[1] also has contributed a wealth of information and acted as a loci of facts for the ongoing study presently in process.

MacKenzie, in effect, tended to awaken the concern that many people felt that among other things "the tenants of the housing project have special needs which are not overcome by the provision of good housing alone" and "...that many agencies were not aware of the needs in the area..."[2] He pointed to the need for positive social planning and neighbourhood development and in this respect suggested three factors should be considered, "a) increased recreation facilities; b) encouragement; and c) leadership."[3] MacKenzie, in his thesis, pointed to the need for the services of a full time social worker. A worker that, "should be able to perform

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[1]Allardice, Ethel; MacKenzie, Clarence; Rowe, Francis; Ziegler,Herbert; Neighbourhood Analysis in Vancouver, Master of Social Work Thesis, University of British Columbia, 1964,

[2]ibid. p 138-139

[3]ibid. p 149

in any of the methods of social work, social casework, social

group work and community organization. As a social caseworker he

should be able to give emergency casework service and make effect-

ive referrals to the community health, welfare and recreational

agencies; as a social group worker to work with the established

groups on the project and help with the development of new

programmes; as a community organization worker to help with the

integration of the housing project into the community and to attempt

to develop new resources to meet the needs of the tenants."[1]

C. Neighbourhood House Concern and Actions

A further event of significance to the organizational

process under study was the concern felt and expressed by the

Alexandra Neighbourhood House over the planning for public housing

in the city.

This concern was expressed in the main to the Social

Planning Section of Community Chest and Councils.[2] On October 17,

1961, a letter was sent to the planning section expressing concern

that as no evident planning for provisions for facilities or means

of meeting welfare and recreational needs of the tenants existed

that Community Chest and Councils take immediate action to have

this omission remedied.

The letter points out further that there seems to be no

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[1] op.cit., Neighbourhood Analysis in Vancouver, p.151

[2] The Community Chest and Councils' file entitled, "Study of Skeena Terrace Housing Project" was freely and readily made available to the writer.

firm commitment that welfare planning will be brought into the redevelopment areas and suggests that the City of Vancouver be brought into any action initiated by the Chest and Councils.

On November 10, 1961, the Social Planning Section in a return letter stated that they felt that various community organizations should be involved and that action should take place in a number of different ways with the end result of involving City Council who could represent the problem to the Federal authorities.

The Council file indicates further that some unofficial overture was made by the alderman responsible for the City Social Service Department to Alexandra House to take the necessary steps to have a Neighbourhood House established at Skeena Terrace as soon as possible under the auspices of Alexandra House.

This prompted the Planning Section to request a formal proposal which was forthcoming on September 25, 1962, and stated in part "Information based on the best authorities available to us, and experience gained from nearly every housing development of this kind in North America indicates that the provision of new housing to replace slums is not enough. Families in some public housing developments find themselves bereft of some or all of the community resources of their former neighbourhoods. Despite the gains in light, air, and cleanliness, the separateness of some projects sets their occupants apart from the normal life of the community, stigmatizing them and further aggravating the social problems within the group."

The formal proposal made was to; 1) establish a relationship between the proposed Neighbourhood House and other private

agencies seeking to serve the project - using the effective
service arrangement that exists between Alexandra Neighbourhood
House and Family Service Agency as a model; 2) to provide for the
services of a detached social worker to work with tenants and housing
administration and local agencies and services with the eventual
establishment of a neighbourhood house facility; 3) a suite or
suites of rooms reserved for the neighbourhood centre to be used as
a common room; 4) that the staff, i.e. part time stenographer and
full time detached worker be supplied and administered by Alexandra
House; 5) that staff be engaged and working before the first arrival
of tenants due October 1, 1962; 6) that this service be financed in
the usual manner with Community Chest providing the major share
of budget.

On November 27, 1962, the Governing Committee of the Council
established that the Chest and Councils had a special concern meriting
special attention to providing service to public housing developments.
They recommended that:

1) A service research project under the leadership of
Alexandra House be established in the Skeena Housing Development with
the major focus on determining the nature and extent of the social
welfare needs of the tenants and the most effective way of meeting
them.

2) That the scope of the project be as broad as possible,
taking into account the overall social welfare needs of the residents
of the housing development and the surrounding community.

3) That research consultation be obtained from appropriate
and available resources.

4)   That a Special Committee be established by the
Social Planning Section of the Community Chest and Councils to
secure participation of public and voluntary authorities to arrange
for financing and facilities, to determine basic policy of operation
of the study, to conduct evaluation of the project and to recommend
on the future development of services.

On January 8, 1963, City Council passed a resolution as
follows: "That arrangements be made to study the Skeena Street
Housing Development to determine the social and welfare needs of
the residents and the most effective ways of meeting them, and the
Board of Administration, in consultation with the Social Welfare
Policy Committee or such other committee that may be appointed,
recommend such steps as are necessary under the circumstances."

On January 30, 1963, an outline for a "Redevelopment
Study in Skeena Housing Project" was developed by the Community
Chest and Councils as follows:

Proposal: That a redevelopment study be undertaken in
Skeena Terrace with the purpose of:-

1)   Stimulating the development of self-help and
community development programmes within the project.

2)   Assessing the value of these activities in contributing
to the social betterment of the residents and the
stability of the housing project.

3)   Determining the needs of the residents for health
and welfare services and the most effective ways of
meeting them.

Auspices: That the study be set up for one year under the

joint auspices of the City of Vancouver and the Community Chest and Councils.

Direction and Control: That the study be directed by a committee made up as follows: 2 aldermen, 1 representative each from the Housing Authority, the Board of Parks and Public Recreation, Metropolitan Health Committee, School Board, Alexandra Community Activities Board, and 2 from the Community Chest and Councils Board.

This committee to be responsible to the City Council.

That the committee be responsible for policy direction, reviewing findings, and making reports and recommendations on the basis of the experience of the project.

Project Programme: That the study be carried out by a person experienced in community organization group work who would work with the residents in ways such as the following:

1) Assist in the reception of families into the project.

2) Aid the residents in establishing self-help and community development activities, such as day care services for children, home-making project, teenagers' and senior citizens' programmes.

3) Provide referral to community health and welfare services.

4) Co-ordinate the activities of public and voluntary community services serving residents of the housing project.

Supervision of Project Worker: Under Vancouver City Social Service Department with consultation from a technical committee

consisting of the Administrator from the City Social Service
Department, the Secretary Manager of the Vancouver Housing Authority,
a member of the Redevelopment Consultative Committee, and a staff
member of the Planning Council of Community Chest and Councils.
Research consultation is to be provided by the Research Division of
the Community Chest and Councils.

Research Evaluation: That the Community Chest and Councils
provide research services including:

1) The setting up of appropriate record keeping procedures
in order to report back to the committee at the end of
the year on the most urgent needs of the residents.

2) An evaluation as to how effectively, and at what cost,
these needs have been met.

3) A report on any improvement of the rates of delinquency,
school dropouts, social allowance recipients, illness
and unemployment.

This whole subject was closed when on April 1, 1963,
Commissioner Sutton Brown, of the City Board of Administration reported
to the Chairman of the Civic Government Committee, presented exhibits
for consideration. These were:

1) That a meeting on February 11, 1963, of a sub-committee
of the Standing Committee on Civic Government provided
minutes that resolved that a committee be struck to deal
with a proposal pertaining to the need for the employment
of a "liaison counsellor" being employed by the Vancouver
Housing Authority for a twelve-month period.

2) The draft proposal as required by the above
resolution stemming from the February 11, 1963,
meeting.

3) A resolution from the Vancouver Housing Authority
which read as follows: "Now, therefore be it
resolved that the Vancouver Housing Authority is not
in agreement with the City Council resolution to set
up the special study and is of the opinion that such
welfare problems as may arise should continue to be
directed through normal welfare programmes."

The results of this meeting and the exhibits presented
allowed the standing committee to concur that no further substantive
action take place.

The report that Commissioner Sutton Brown made suggested
that with regard and respect to the views of the Vancouver Housing
Authority in relation to the employing of a liaison counsellor that
project managers would continue to refer tenants with problems to
the appropriate agencies. There was the suggestion that a small
sub-committee be struck composed of the Secretary-Manager of the
Housing Authority, the Administrator of the Social Service Department,
a member of the Redevelopment Consultative Committee, and the Director
of Community Chest and Councils, and be held with the responsibility
to co-ordinate any assistance or service offered by other agency.

It was further suggested that a report had been proposed
by the Planning Department which spoke of the provision of physical
facilities for recreational needs of the tenants and that this report

should be submitted to a national study that was being undertaken by Central Mortgage and Housing Corporation.

D. Community Chest & Councils of Greater Vancouver Area Approach

In the autumn of 1963, a youth programme for boys aged six years to ten years who were exhibiting some anti-social tendencies or behaviour was discontinued by the Y.W.C.A. in the Woodland Park Area of Vancouver. This programme had been previously dropped by the Y.M.C.A. due to budgetary considerations and the Y.W.C.A. stepped in to fill the vacuum as it was recognized to be a very worthwhile service.

The discontinuance of this programme, which was recognized as valuable by the local community, caused a crisis and the impact was felt by Community Chest and Councils. This impact was in the form of letters and phone calls from the schools, the public health authorities and some of the parents. Some of these responses were highly-charged and quite persuasive in content.

The Welfare and Recreation Council of the Social Planning Section had recognized for some time that responding to this kind of "bush fire" on a piecemeal basis was "shotgun planning". In recognizing the weaknesses of this type of planning, especially in relation to a service inventory and priority study that was then being undertaken by the Chest, it was decided to adopt a new approach.

This new approach, which was called "A Model for Concerted Intervention to Achieve Maximum Impact on Complex Social Problems" (see Appendix G) had, as its title implies, the means by which effective action which would relate to local problems could be concentrated. The approach was to divide the city into arbitrarily

set geographic areas which thus allowed for priority selection

in overall planning for services with appropriate local structuring;

detailed and research and analysis in depth; speedy analysis of

emergent needs enabling more readily the initiation of short-term

programmes; the possibility for the establishing of more concrete

goals and finally a better possibility for concerted and integrated

action.

This approach was adopted in November, 1963, and was

utilized in studying the problems arising in Woodland Park. The

model as it related to the Woodland Park Study materialized in that

study's stated purpose:[1]

"This study was undertaken so that basic physical and social

data about the Woodland Park Area might be collected, analyzed and

prepared in a format usable by both the community itself and the

agencies which serve it.

Such data was seen as the basis for planning on either:

A short term basis to assist in the meeting of immediate

and urgent needs of the Area, and/or

A long term basis to assist in the orderly development

of services to the Area, with a view to obtaining

maximum impact upon the social problems of the Area."

This area approach is particularly significant to the study

being dealt with here. Much of the basic plan and process in the

case study parallels this model.

E. Summary of Significant Events

The foregoing has given some of the significant history

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[1] A Study of the Woodland Park Area (Prepared under the auspices of the Community Chest and Councils of the Greater Vancouver Area,Feb.1965)

preceding the organizational change that occurred in Sunrise

Park. The events cited were not given in any particular sequence

as to degrees of importance or significance. There were undoubtedly

other events which have not been set down which could have offered

themselves as being important but with which the observer is not

cognizant. In this regard there no doubt have been individuals

and organizations not here recorded who have in some manner or

means represented themselves to the change process. The events

cited have been selected for they appear to have a discoverable

relationship with the events which subsequently occurred.

CHAPTER 3

CHARACTERISTICS OF SUNRISE PARK

First a very brief description will be given of the

Sunrise Park Area where this study was undertaken. The name of

the area, Sunrise Park, is only a convenient title that is taken

from the name of a small city park in the approximate geographic

centre of Census Tract 10 (1961 census). It is a name that is

not commonly utilized by the citizens of the area as a means of

identifying their locale. The people in fact describe themselves

as living in the East End of Vancouver. The Sunrise Park name is

used as an official description by the Community Chest and Councils

in their area development plan (see Appendix H) and is also

commonly used by city agencies.

Sunrise Park Area geographically is bounded on the South

by Ninth Avenue; on the North by Adanac Avenue; on the West by

Renfrew Street; and on the East by Boundary Road. In the 1961

Canadian Census[1] the population is given as 7,846. It is in the

main a residential area with only small shops and businesses estab-

lished along the boundaries which are thoroughfares.

The residents could be said to be quite stable in the

mobility sense. Dwellings occupied for a period of five years or

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[1]All statistics are from the 1961 Census of Canada, Dominion Bureau
of Statistics (C.T.22), unless otherwise acknowledged.

more constitute 77 percent as compared to the rest of the city,

which has a percentile average of only 45.18 percent. Of the

2,290 households, 2,005 or 87.55 percent are owner-occupied, while

12.45 percent are rented accommodations. (These figures do not

include Skeena Terrace Housing Project which has a population

fluctuating between 800 and 950.)

The population of the area is predominantly of British

origin, although over the last ten years from 1951 to 1961 there

has been a marked drop from 69.01 percent to 58.48 percent. At

the same time there has been an increase of people with Italian

origin. This is due to the growing Italian population in the

adjacent neighbourhood where there is a heavy concentration of

Italian people. This ethnic grouping is now spreading out into

the Sunrise Park Area.

The population in the main are Protestant, though again

there is an increasing Roman Catholic population. The only

existing churches in the area are the Four Square Gospel Church

and chapel accommodation within the Beulah Gardens Senior Citizens

Housing, a Baptist Church-sponsored low rental scheme.

There would seem to be a fair distribution of age groupings,

though in the study area a younger population seems evident.

In Vancouver City the male population over 45 amounts to

36.71 percent and the female 37.11 percent, while in the Sunrise

Park the percentage are male 31.05 percent and female 29.03 percent.

The population of people under 20 years in Vancouver was broken

down to males, 30.57 percent, and females, 28.82 percent; while in

Sunrise Park males constitute 36.11 percent and females 34.44 percent.

The income average is not significantly greater than for the rest of the city as shown by the 1961 census report. Of the male and female labour force in the Sunrise Park Area, 41.4 percent earn over $4,000 per year as compared to 38.5 percent in the City of Vancouver. Of the male labour force, 56.4 percent in Sunrise Park are earning over $4,000 while in Vancouver City the percentage is 54.6 percent. It should be noted that these figures would substantially change when the statistics of Skeena Terrace are added.

The area is served by two elementary schools - Sir Matthew Begbie and the Annex. The population of these schools is 1,170. The high school children attend the Vancouver Technical School. (Prior to the housing project the school population was 830. The increase in the two elementary schools alone was 340.)

The educational appreciation as measured in the census shows a marked difference.

In Sunrise Park 21.55 percent of those pupils attending school are at the secondary level and only 2.72 percent attend university. In the city as a whole, comparable figures are 26.6 percent and 7.03 percent respectively.

The area has two parks operated by the Board of Parks and Public Recreation. These are Sunrise Park and Adanac Park. The Hastings Community Centre is situated just out of the area and is approximately two miles from the geographic centre of the study

area. The centre operates a comprehensive programme for all ages. The Broadway Y.M.C.A. is adjacent to the area, but again is about two miles from the centre of the area.

MacKenzie in his neighbourhood analysis states, "The recreational services and facilities would appear to leave more unfulfilled needs than either of the other types of service agencies"[1] (i.e. health and welfare).

The Health and Social Welfare services are supplied by both voluntary and governmental agencies as they are in the rest of the city. MacKenzie states that, "The health needs seemed to be cared for adequately in the wide services offered by the Metropolitan Health Services of Greater Vancouver, the Provincial Department of Welfare, the City Social Service Department and the Victorian Order of Nurses. The social welfare resources in the area are very limited and the needs very great."[2]

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[1]Allardice, Ethel; MacKenzie, Clarence; Rowe, Francis; Ziegler, Herbert; Neighbourhood Analysis in Vancouver, Master of Social Work thesis, University of British Columbia, 1964, p.139

[2]ibid. p.138

CHAPTER 4

SKEENA TERRACE HOUSING PROJECT

It has been argued that the existence of Skeena Terrace,
the largest housing development in Vancouver City, has by its very
size and location become a "red herring" to the prophets of gloom
who predict all manner of disastrous consequence. It has been
argued as well that this housing project is a very real and growing
menace to the social order of the city. There are those who label
it a ghetto for the economic or socially disadvantaged citizen or
a modern modification of the 19th Century poor house. There are
also those who claim that this is the solution to the erradication
of the slums with all its social evils as well as the answer to the
impoverished in the city who have had to suffer the ills of inadequate
living conditions as part and parcel of their dependency upon the
community for support.

It is not the intention of this study to analyze and
evaluate the pros and cons of this subject, or to offer any judgment.
It is necessary to describe this project briefly in order to place
it in its proper relationship as a "part of reality" to the process
of change to be studied.

Skeena Terrace Housing Project as was mentioned earlier was
opened and fully occupied by January, 1963, providing accommodation
for 165 families and 69 married and single elderly people. This
housing project, which is situated on one side by Skeena Street,
encompasses approximately two city blocks. It is an integrated
complex of buildings within this area and is terraced to meld with

the contour of the slope upon which it is built. The large six-
storey high-rise apartment building stands predominant among the
family two-storey row houses and apartment blocks. (See figure 7.)

The project is under the management of the Vancouver Housing
Authority, responsible to the government of the City of Vancouver
through a governing and policy-making Board of Management. Skeena,
as in other projects, has a project manager and a small maintenance
staff.

The project manager is responsible for the administrative
duties of admitting new tenants who have been screened and approved
by the authority. He is as well struck with the responsibility
of assuring that the general "housekeeping" and upkeep of the total
project is maintained to good standards. He also must collect the
rent payments and amend the leases from time to time as the incomes
of the tenants change. He is responsible for the general content
and well-being of the tenants and must give adequate warning to
tenants whose behaviour threatens the general good order of the
project.

His power to enforce general good conduct rests with his
duty to report any behaviour that he considers is not conducive
to good order to the authority and warn the tenants and further to
recommend the eviction of any tenant who does not abide and amend
such behaviour. An unwritten but implicit duty rests upon the
manager to work out such arrangements between tenants as to enhance
harmony and good relationships. He must also work out policy which
allows for equitable sharing of such tenant responsibilities as

CASSIAR ST.

2486 2476 2450 2442 2416 2408

2296 2284 2276 2244 2256

2244 2256 2236 2216 2208

2122

2108

ON CASSIAR
2390 2370 2350 2330 2310

2298 CASSIAR

CASSIAR
2172 2170 2164 2150 2136

3426
EAST 5TH

2394

2111 2105

2125 2115

2165 2135

2392

2155

2293 2281 2271 2253 2249 2237 2227 2215 2205

2185 2175

2165

HERMON DRIVE

3476
EAST 5TH

5TH AVE.

2572

2296 2286 2276 2266 2256 2246

2194 2186 2178 2170 2162 2154

2146 2138 2130 2132 2116 2106

2134 2226 2218 2208

ON HERMON DRIVE
2340 2350 2538 2528 2316 2306

LOUGHEED HWY.

2291 2287 2275 2269 2257 2249

2241 2235 2225 2215 2207 2203

2189 2175 2169 2155

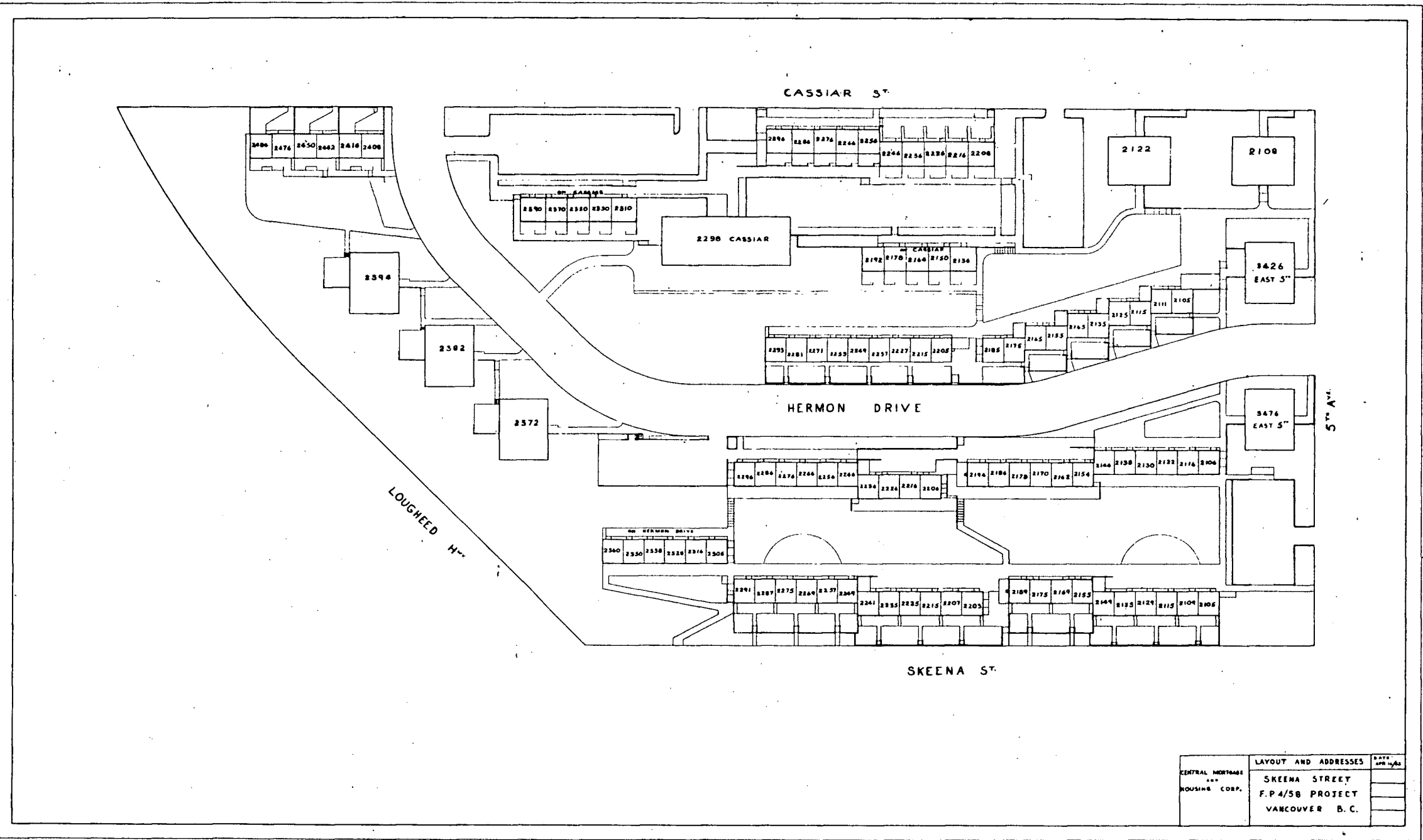2149 2135 2124 2115 2109 2105

SKEENA ST.

FIGURE 7

maintaining in good condition and cleanliness the general shared properties of tenants such as cleaning hallways, walkways, laundry rooms, etc.

The manager thus has many roles beside the basic landlord role. He must be a person with abundant and ready common sense with an understanding and knowledge of human behaviour and a general and balanced perception that allows him to weigh and judge the consequences of policy as it affects the lives of those who live there more by economic necessity than choice.

The people in Skeena are as varied and diverse as perhaps can be seen in any neighbourhood. They are not, however, a representative cross-section of the general population of the city in several very important ways, and it follows as a self-evident consequence that the neighbourhood (Skeena Terrace) is not a representative cross-section. The main reason they reside at Skeena Terrace if, of course, because of their economic status. They are also resident here because in the main their previous accommodation was of sufficient low standard that it was either razed under the renewal programme or condemned and subject to destruction. Thus, as we shall see, these residents have no natural roots in the neighbourhood. The families and their children have all had to form entirely new relationships with their neighbours and the schools, peer groups, doctors, nurses, social workers, etc.

As can be seen in Table B, there is a high proportion of single-parent families - 50.51 percent in this total population of 816 men, women and children.[1] It goes without saying that all of the

[1]The statistics on page 147 were obtained from Vancouver Housing Authority individual lease files.

TABLE B   Marital status of the head of families living
           in Skeena Terrace, excluding senior citizens,
           as of March 15, 1965.

MARITAL STATUS	NUMBER	PERCENTAGE
Married, living with spouse	80	48.49
Separated	67	40.61
Divorced	10	6.06
Widowed	8	4.84
TOTAL:	165	100.00

TABLE C   Source of income of the heads of families
           living in Skeena Terrace, excluding Senior
           Citizens, as of March 15, 1965

SOURCE OF INCOME	NUMBER	PERCENTAGE
Social Assistance	91	55.16
Unemployment Ins.	3	1.81
Pension*	5	3.03
Support from Spouse	4	2.42
Employment	62	37.58
TOTAL:	165	100.00

* Includes Workmen's Compensation, Disabled Person's
  Allowance, War Pensions, etc.

potential is here for problems stemming from families so constituted. Table B reveals that 46.72 percent of the families have undergone at least one rupturous breakup, and it is certain that many of these families have had numerous separations and reconciliations with all the unhappy and damaging effects accruing to the children and the wife's parental role. Thus, bitterness and hate, a lack of trust, loneliness, fear, confusion, despair, and uncertainty, guilt, damaged confidences, and defeat are all a part of the wife's personality. More often than not these negative characteristics are also transmitted to the children.

These damaged perspectives are further charged by the low economic level at which these families must exist. Table C shows that 62.42 percent of the families must depend on other than their own means for support. Of the 37.58 percent who are self-supporting an undetermined number are working at seasonal or marginal jobs. Thus, to the personality problems these many tenants have is added the grave burden of economic uncertainty and of trying to manage on the inadequate social assistance or other marginal income they receive.

The discrepancy or distance between population representativeness becomes even greater when one adds the elements of social ills that infect many of these families. These ills run the gamut of known social problems, and although no full analysis has been made, they include alcoholism, mental illness, illegitimacy, poor health standards, delinquency, low academic and vocational skills etc. The project has by its nature become a dense, concentrated community bringing together a complex of problems that have never

effectively been controlled or solved in the broader community.

When Skeena Terrace is viewed in relation to its children all indicators point to a potent and dangerous situation. In the City of Vancouver the percentage of the population, male and female under twenty years is 29.2 percent, and in the Sunrise Park it is 35.3 percent, while in the Skeena Terrace the figure is 62.1 percent. (See Table D) Of the 571 children living in Skeena Terrace, 74.25 percent are under ten years of age. The children not yet school age are 226 in number, or 39.59 percent. (361 children came from 130 families with 4 children or less, or an average of 2.8 children per family. 210 children came from 35 families with five to ten children, an average of six children per family.) The mean average of children per family is 3.5. (See Table E)

This small but problem-riven community is characterized by a mass apathy. Many of the people have little sense of personal worth and even less personal endowment, and as a result there is a general lack of community purpose and communal investment. There have been numerous attempts by the tenants to organize community activities and practically every attempt has failed after a very short duration. Three elements seem to permeate through these aborted attempts at organizing activities. These are lack of leadership, representative support, and a very low participation ratio.

Only two organizations seem to have any capacity to endure - that is, the Senior Citizens Club and the teenage club. These two groups can be said to owe their life and vitality in the main to one person in each situation. These two people take the brunt of

TABLE D   Percentage and number of children by age group in Skeena Terrace as of March 15, 1965

AGE GROUP	NUMBER	PERCENTAGE
1 mo - 5 yrs.	226	39.59
5 yrs.1 mo - 10yrs	198	34.66
10 yrs.1mo - 15yrs.	101	17.69
15 yrs.1 mo - 20yrs	46	8.06
TOTAL	571	100.00

TABLE E   Showing distribution of children to family size

FAMILY SIZE BY CHILDREN	NO. OF FAMILIES	NO. OF CHILDREN
0 -	1	-
1 child	6	6
2 children	46	92
3 "	45	135
4 "	32	128
5 "	14	70
6 "	12	72
7 "	6	42
8 "	2	16
9 "	-	-
10 "	1	10
TOTAL:	164	571

responsibility with little co-operation or support from the rest of the tenants.

Organizations that have been attempted and have failed include a Mothers Club, a tot spot, a newspaper, and an adult social club.

The opinion has been expressed by some that the organizers of such activities which have failed are generally characterized by their poor housekeeping standards and general family mismanagement. Another characteristic that has been noted is that a good deal of rivalry exists between the adults and the children. This was seen to be pronounced in the relationships that existed between the teen group and the mothers group.

This is perhaps not to be unexpected in a community which has so many one-parent families where the mother has the total responsibility upon her to perform all roles of both mother and father. What is probably manifesting itself is a type of mass immaturity and mass apathy that runs epidemic causing a general fever of jealousy and rivalry and escapism.

One would anticipate, from such a community of tenants, a marked hostility between themselves and the landlord (Vancouver Housing Authority) in the person of the project manager. This is far from the case, in fact. On the whole the tenants look to the manager as a sounding board for their troubles and an arbitrator for their squabbles. There has been no attempt to form a tenants' association, a common device in housing projects, for the general enhancement of the tenant community. This failure can legitimately be ascribed to the general detachment and apathy of the

tenants and to no overt encouragement by the Housing Authority.

It is to be noted that the project is particularly deficient in space and facilities for any organized activities within its boundaries. A striking example of this are the small plots of ground in front of the apartments designed for flower gardens. It would require a full-time guard to defend the plot, a master gardener and a patient and tolerant saint to bring flowers to full bloom.

Perhaps the most elusive but most pungent feature of Skeena Terrace is that the expectations placed upon these tenants is that they can magically change their accustomed behaviour, their ways of living and their attitudes to conform to a middle-class standard. This expectation is clearly evident in the use of materials in the construction, the general layout and design of the scheme and the prevalent attitudes and views that are present by the majority of observers and policy-makers. The tenants are expected to live harmoniously in dense proximity. They are expected to be able to co-operatively join together and collectively schedule their time for washing machines, clean the common hallways, keep the general grounds in order and their apartments spic and span. It is amazing that some tenants are able to meet these expectations with a modicum of success.

CHAPTER 5

SUNRISE PARK AREA ORGANIZATIONAL DEVELOPMENT

The Welfare and Recreation Council of the Community Chest
and Councils of Greater Vancouver called a meeting of representatives
of various agencies involved with the education, recreation, health,
welfare and policeing aspects in the Sunrise Park Area. This meeting
was called on February 21, 1964. It was called in response to "the
numerous expressions of concern received by the Welfare and Recreation
Council in relation to apparent inadequacies in services in the area
identified as the Sunrise Park Area."[1] The purpose of calling
this group of agency representatives together was to attempt to
clarify the problems that existed and discuss possible courses of
action aimed at solution.

The meeting was well attended by 26 people representing
18 agencies, organizations and City Departments. Each organization
gave an account of their respective programmes, their concerns in
the area, and their abilities or lacks in dealing with some of the
problems. In the main the meeting dwelt with specific and general
problems as expressed by the representatives of the various agencies;
the needs that arose as a result of these problems and a variety of
suggested means of containing or managing these problems.

Some of the problems identified were inadequate agency
budgets; lack of agency programmes and service integration and co-
ordination; agencies not fulfilling their designated service roles;

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[1]Minutes of the Community Chest and Councils of the Greater Vancouver
Area, Welfare and Recreation Council meeting held at the Broadway,
Y.M.C.A., February 21, 1964.

lack of sufficient staff to cope with needs; heavy case loads;
insufficient facilities; overcrowded school facilities and student
mobility; lack of sufficient play space in schools and parks;
increased vandalism; difficulty in making referrals to appropriate
agency for appropriate action; increased population; large prop-
ortion and concentration of one-parent families in Housing Project
as well as aged people; insufficient leadership.

Some of the courses of action that were suggested were
implied by the problems expressed. It is noteworthy that in the main
most of the problems in the view of those at the meeting stemmed
from the introduction of Skeena Terrace Housing to the area. The
meeting not only recognized this but their suggested actions were
in the main directed at or dealing with the Housing Project.

This meeting appointed a sub-committee to assess the inform-
ation received and to make recommendations as to possible ways in
which evident needs that were expressed might be more effectively met.

The next meeting was held on June 19, 1964, with the purpose
of receiving and considering the recommendations of the sub-committee
appointed in February.

The findings of this sub-committee can be summarized as
follows:

1. There exists a need for co-ordination between
   service agencies.

2. A special situation exists in relation to the
   determination of needs and the providing of
   services due to the introduction of Skeena Terrace
   Housing.

3. Mor information is required including information

about needs and resources in the Housing Project,

and the community and in the relationship between

these two areas.

4. Immediate needs exist and should receive immediate

attention. These were inadequate recreational

facilities and services in the vicinity of the

Housing Project and inadequate social rehabilit-

ative services.

The recommendations that this sub-committee made were

narrowed and specific to their findings.

The recommendations, in summary, called for:

1. The establishment of a structure that could co-

ordinate and develop services.

2. A comprehensive social needs study from which

would evolve a plan for meeting immediate and

long-range goals.

3. An AreaWorker to be employed.

4. Action in meeting the immediate needs a) by

informing the Board of Parks and Public Recreation

of the apparent inadequacies and suggesting more

playground space adjacent to the Housing Project

was necessary as well as an expansion of the summer

playground programmes; b) intensifying social

rehabilitative service by asking the City Social

Service Department to give high priority to the

social assistance cases in the area. It was further

recommended that the other agencies develop family-

focused group work programmes aimed at

developing more effective social relationships.

It was also recommended that City Council and

the Chest and Councils call a series of meetings

at the top level to consider a co-operative

approach toward meeting the social needs.

A good deal of discussion arose over the validity of the

findings in relation to the inadequacies that were pronounced by

the sub-committee. The discussion appeared to take the form of

agencies defending themselves as they perceived the findings

relating to deficiencies stemming from their own services. The

discussions and the resulting questioning of validity of the

findings were not resolved, but redirected toward a consideration

of the aspect of co-ordination.

The meeting supported and adopted the Area Council recom-

mendations and a sub-committee was given the responsibility of

setting up such a Council. The matter of a needs study was referred

to this Area Council. The recommendation regarding the Area Worker

was deferred.

In regard to the recommendations for immediate action, it

was decided to have the Welfare and Recreation Council and the

Sunrise Park Area Council (not yet formed) make appropriate repre-

sentations to the Park Board and the City Council for necessary

implementation.

On July 14, 1964, the sub-committee formed at the June

meeting met to consider the task of forming an Area Council and

finding a chairman for such a council. The sub-committee examined

various ways of setting up such a council. The type of council
which appeared to have general appeal was one made up of lay people
(representatives of community organizations, etc.) with an Advisory
Committee composed of professional people.

The meeting felt that it was most appropriate to begin with
a Resources Council made up of professionals. The reason for this
decision was that it was considered that the situation at the moment
was such that a "lay council" could not be developed. They also
considered that this was more within the role of the proposed Area
Worker to develop.

The meeting saw the terms of reference for such a Resources
Council as being those laid down in Recommendation 1. of the June
meeting; i.e. "To consider co-ordination of welfare and recreation
services, public and private, and to work towards the development of
more adequate resources and services in the area." They decided
that the participating agencies represented at the two "Area meetings"
would be a basis for such a Resources Committee. They also saw the
need for an Advisory or Executive body and set up a proposed slate
of people to serve on this Executive Committee.

The sub-committee agreed to make known the results of their
deliberations to the Welfare and Recreation Council and ask that a
meeting of the Executive Committee be called in September.

The next meeting was actually called on October 1, 1964,
and it is at this date that case study shall begin.

CHAPTER 6

SUNRISE PARK AREA RESOURCES COUNCIL

(A Case Study in Organizational Change)

A. Introduction to the Case Study

"The best guarantee of the ethical operation of social engineers is that their basic training be focused in a methodology of planned change which unites the norms of democratic operation, relevant understandings of change processes, and social structures, and skills in stimulating, inducing and stabilizing changes in persons and groups."

Kenneth Benne[1]

In examining and analyzing a case study as many angles and facets of the case remain hidden and obscure as are revealed. The attempt, to this point, has been to illuminate some of the circumstances, situations and systems that have been a part of the change process which is under study. It has been an attempt to bring "definition" to the image of the Sunrise Park organizational process as it were by focusing our "surveyor's theodolite" upon a "field of vision".

To carry the analogy further, the field of view contains a variety of contours and landmarks (the various events and situations already set down), some towards the periphery of the scope being dim and obscure while some closer to the focal centre are more sharp and discernable. The cross-hairs now converge upon

[1] Benne, Kenneth D., "Democratic Ethics in Social Engineering", Progressive Education, Volume 26, No.7, May, 1949

the point of the study - "The Sunrise Park Area Resources Council".

In presenting the case study for analysis, it seemed desirable to first set down the events that occurred during the time under study - that is, from October 1, 1964, to February 28, 1965. The significance of these events and how they pertained to process has then been documented within the framework offered by the "Area Development Model". That is to say that when and as they applied the change processes were viewed from the vantage point of the several abstractions which were given in the model. These abstractions are: problem identification, goal determination, action determination, action implementation, and outcome evaluation.

B. <u>The Case Study</u>

"Sunrise Park Area Resources Council".

"A valid ideal is a genuine and attainable good proposed
as a goal for action and capable of uniting and directing the
activity of the group to which it is addressed in the just and
effective pursuit of the good it represents."

Arthur E. Murphy[1]

The discovery of what is the valid ideal in the minds of
the people who are and have been involved in the organizational change
that was here studied must remain a matter of speculation and conjecture.
It rests within the minds of the many people involved and must be
subject to all the variancies of motivation, and of involvement itself.
The ideal is in all probability a simplification which contains within
its breadth the aspirations and hopes, the beliefs and principles of
the participants. It tempts speculation and begs an answer for it
rests at the very root of the process of change.

Such an ideal will defy agreement and perhaps must remain
tentative for to lend it status may deny it universality.

Temptation, if allowed to reign, might bring forth an ideal
such as this: that man as an individual and as a community has the
ability and the desire to change in the direction that will lead to
a greater enhancement of self and that he can achieve this fulfill-
ment by his creativeness, his sense of discovery and the support he

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[1]Murphy, Arthur E., "The Uses of Reason", MacMillan Company,1943,
p.265

derives from the efficacious arrangement of the forces and services which he has devised to meet his needs within his dynamic and constantly changing environment.

It well may be that there is no constant other than the constancy of change itself. It is in the attainment of an ideal with which this case study deals. The attainment of a goal ideal and proposals and methods for such attainment depends upon the various disciplines and the particular knowledge and skills that are the possessions of the participants in this study. The attainment relies as well upon the application of this complex of disciplines, knowledge, and skills - not upon one man but upon many.

The Executive Committee of the Sunrise Park Area Resources Council held its first meeting on October 1, 1964. The agencies represented on this committee were the Vancouver Metropolitan Health Department; Vancouver City Social Service Department; Vancouver City Police; Family Service Agency; Neighbourhood Services Association; Welfare and Recreation Council; and the Parks Board.

At this meeting a general review of progress was made along with a summary of the organizational steps taken. It was pointed out that with reference to one of the immediate action goals - providing more recreational services - the Parks Board had expanded their summer programme in the area.

In viewing the plan of action, three points were discussed: i.e. an area study; co-ordination of services, and an area worker.

It was considered that an Area Study should be undertaken as soon as possible in order that long range planning can be carried

out. The Community Chest and Councils' representative pointed
out that with their experience in the Woodland Park Study, it was
seen that isolated area studies were of only limited value. They
had decided that an "Overview Study" should be carried out initially.
This would allow for smaller areas to be studied in relation to the
overall situation. It was pointed out that some readily available
information could be gleaned from agency statistics and from Mr.
McKenzie's thesis.

The discussion centering around co-ordination of services
and developing more adequate resources and services brought the
most direct involvement. In polling the various representatives at
the meeting, each expressed a desire to extend his service responsi-
bilities further in the area, but each admitted limitations because
of budget and staff. One of the members who was particularly con-
cerned over the lack of leadership and community involvement suggested
that immediate steps be taken to determine opinions as to services and
lacks from the local citizen.

Action was seen to be necessary immediately aimed at strength-
ening and developing the teenage group in Skeena Terrace. Some
members voiced the strong opinion that some agency should be able to
take this programme over at once.

The meeting turned then to a rather random consideration of
the need for and duties of an area worker. There was a suggestion
that a student worker from the School of Social Work could temporarily
fill this need, but this was turned back when the role of student
placements was interpreted. This issue of an area worker was once
again tabled.

A permanent chairman was still being sought by the temporary chairman.

On October 16, 1964, the acting chairman of the Executive Committee called four members together as an Ad Hoc Committee in order to proceed with a "spot" survey in the Sunrise Park Area to determine some consensus of opinion as to the resources and problems that exist in the area. Various known key informants were selected and members were asigned to interview these people. This move was initiated as it was felt that there had been a good deal of exaggeration of the existing problems whereas the presumtpion was that the problems that did exist were poorly defined and not precisely located as to origin and severity.

The agreed-upon questions that were to be posed were:

a) What were the problems that key informants recognized as existing in the area?

b) What resources existed that in the informants' estimation could manage or correct these problems?

c) What other steps could they suggest for the general improvement in the area, particularly as to improved or new services?

d) If services were felt to be ineffective, what was the reason and what were possible solutions?

This investigation was carried out and the information collated in a meeting of the survey members on November 17, 1964. The findings were presented to the Executive Committee on November 26, 1964.

The findings of this survey were of particular interest.
The opinions gained from the key informants indicated that there
was considerable doubt expressed as to whether any significant
problem existed in the area. When minor problems were recognized
(often when the possibilities were suggested by the interviewees)
the extent and nature of the problems differed measurably. There
was, however, unanimous opinion concerning the lack of recreational
facilities and programmes. Every person interviewed, with one
exception, lacked knowledge of the services of the health and welfare
agencies and therefore could make no comment as to their effectiveness.
The welfare agencies best known were the Children's Aid Society and
the Vancouver City Social Service Department. Most of the specific
problems and concerns centred around Skeena Terrace. Some persons
interviewed considered that the tenants of the housing project isolated
themselves from the rest of the community. They considered that recre-
ational facilities were inadequate and leadership lacking, particularly
for the teenage and adult groups. Concern was expressed over the
apparently irresponsibility revealed by the adolescents, and one
person predicted a marked increase in illegitimate births among teen-
agers. The young children from the housing project were seen to
lack proper supervisors. People in the community were said to caution
their children away from the housing project because of the preponder-
ence of social assistance families and the numbers of men loafing
around were seen to be a potential danger to their youngsters. Concern
was expressed that the various health, recreational and welfare agencies
were separated in their approach to common problems. Some informants

were not satisfied with the way their problem referrals to agencies were handled, particularly when they never received any reports back. This same group of informants expressed confusion as to who were the appropriate referral agencies. Virtually none of the informants had knowledge of the extent of health and welfare services.

Some of the solutions offered were more park and supervised recreational facilities; a community centre; a neighbourhood house; a programme to change poor parental attitudes; more sharing of information between health, welfare and recreational agencies, clergy and parents.

The Sunrise Park Resources Council was called into meeting on December 11, 1964, to consider recommendations by the Ad Hoc Committee and receive their report. The recommendations made with respect to short and long range planning were discussed and accepted.

The short term planning recommendations were:

1) That ways and means be explored to provide transportation of people to existing recreation facilities which are located outside the Sunrise Park Area.

2) To develop a local Community Council with the purpose of assisting the meeting of emerging needs; providing leadership; and participating in long range planning.

3) To approach the Park Board in an effort to secure satelite recreational programmes in the area.

It was agreed that development of a local Community Council

was seen as most important. The meeting felt that the composition of this Council should be representative of the local community.

The long-range planning recommendations were:

1) That a further study be made with regard to the identification of social problems and the evaluation of present health, welfare and recreation services in this area.

2) That an effort be made to bring together at the highest administrative level on the local area and total city basis, public welfare and voluntary agencies to promote co-ordination of health, welfare and recreation services.

A chairman was appointed to head up the Executive Committee. All of these recommendations were approved by the Council and a committee of three was struck to begin work towards the formation of the Community Council. This committee consisted of a represent- ative from the Vancouver Association of Neighbourhood Services (Chairman); a representative from the City Social Service Department; the student placed at Skeena Terrace; and a staff member from the Welfare and Recreation Council acting as a consultant.

Early in January the student representative met with the chairman of the committee to set out plans for organizing a local Community Council. At that time it was decided that the most desirable representation on such a Council would consist in the main of "grass roots" people who

1) have in the past demonstrated some ability to take action on behalf of their neighbourhood;

2) have expressed some interest in the community as

well as concern for the present situation.

3) are presently living in the area.

It was decided that the most appropriate approach would be to gather a group of eight or ten such citizens together and explain the concerns and findings of the Resources Council, the desirability of forming a Community Council and possible means of forming such a group.

It was also decided that should this initial group show interest and "pick up" on the suggestions, that they be encouraged to form an Ad Hoc Committee to,

1) investigate the feasibility of such a plan,

2) work out ways and means of carrying such a plan

forward,

3) set up a tentative constitution and

4) plan for and carry out a meeting of citizens

to set the Council in motion.

This plan for an Ad Hoc Committee was formulated for two reasons. One was that it was felt that in order to effect any changes of a long-range nature that would be of benefit to the community, the impetus must come from an involvement from the people of the area. The reason was reached because it was felt that any important changes would bring little results if they were imposed from outside. It was further felt that the people themselves were the best group to decide what deficiencies and problems existed and what were the best means of meeting and solving these problems. A further reason was that an Ad Hoc Committee offered little risk in

that if the community was not ready to move and organizational
efforts failed, it would not seriously impede any further efforts
in the future.

The Community Organization student was given the assign-
ment to work towards compiling the necessary names for such an
Ad Hoc Committee. This assignment was begun by gaining as com-
plete a list as possible of all the organizations and associations
that existed in the area or had some commitment or programme or
vested interest in the area exclusive of the civic organizations.
A total of 31 such key organizations were located.

Out of this list a number of people were contacted who
were executive members of these organizations. The purpose of
what was being attempted was explained and these key informants
were asked to supply one or several names of people who had in the
past shown interest in the area and had taken some active role in
their organization or generally in the community. A total of 14
key informants were contacted by selecting those groups whom the
Community Organization student felt would be closest to the "centre
of gravity" of the area and who had the most direct involvement in
the area. These key informants suggested 28 names of people they
would recommend as being potentially active and interested.

A meeting was called of the sub-committee early in February,
1965, for the purpose of reporting progress and taking further
action. This meeting was divided in that some members interpreted
the meaning of the December minutes to mean that a local Council
should be formed from representatives of local organizations while
other members felt representation should come from the grass roots

level. The general purposes of such a local Council were an area of divided opinion.

It was finally decided that the Community Organization student and the Chairman should prepare a written plan that could be studied then accepted or rejected by the sub-committee. This plan has now been formulated and awaits a further meeting of the sub-committee.

CHAPTER 7

SUNRISE PARK AREA RESOURCES COUNCIL

THE MODEL APPLIED TO THE CASE STUDY

A. Introduction

The Area Development Project model is a working model

in that it has been developed as a tool to determine the processes

and methods that are requisite to the carrying out of the intended

purpose of the project. The purpose of this project is to demon-

strate the feasibility of "an integrated effort to rehabilitate

multi-problem families and to study the changes required to inte-

grate a wide variety of services under one administration."[1] The

project more definitely aims to provide under one administrator an

integrated programme of health, welfare and recreation services for

a selected group of multi-problem families in one particular area

of the city.

In the application of this model to the study of Sunrise

Park Area Resources Committee, the purpose was to test out the value

of the model as an analytical tool. The study was dependent in the

main for this testing upon the results of the interviews that were

held with some of the participants. This method of gaining inform-

ation was in conformity with the research planning of the Area

Development Project, where it is proposed that in the analysis of

"internal" problems the staff will be utilized extensively as

determinors. In order that some overall view can be shown, the

model was applied to the total organizational change process in

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[1] "A Plan for An Area Development Project"; A paper prepared by
Community Chest and Councils of the Greater Vancouver Area. May, 1964.

general terms (the period February, 1964 - February, 1965) and

then applied particularly to the period October 1, 1964 to February

1965.

The conceptual schema will be followed in the sequence

provided in the Area Development Project plan as is seen in

Appendix B.   The main concept factors are

a)   Problem identification;

b)   Goal determination;

c)   Action determination;

d)   Action implementation;

e)   Outcome evaluation.

The schedule upon which the interviews were conducted is

seen in Appendix I.

Lippit, in his book "The Dynamics of Planned Change",[1]

differentiates three different types of sequences for initiating

change.   The first is when a change agent perceives a need for

help in a particular client system and tries to stimulate the system's

awareness of its needs.   The second is when a client system and the

change agent are brought together by a third system related in some

way to both the client system and the change agent and aware of the

client system's need for help.   The third way is when a client

system becomes aware itself of its own malfunction and seeks outside

help.

In this case study it seemed apparent that there was a

complex of initiating methods due to the corresponding complex of

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[1]Lippit, Ronald; "The Dynamics of Planned Change"; Harcourt, Brace
& World, Inc. (New York, 1958) pp 145-174.

initiating methods due to the corresponding complex of systems

and sub-systems and change agents which existed. Thus if the

target for change was the "structure complex for services" system

and the change agent was the Planning Section of the Community

Chest and Councils and the goal or action task was co-ordination

of services, the first type of initiation suggested by Lippit seems

appropriate. If, however, the client system was the tenant group

at Skeena Terrace housing and the change agent was the local

council with the Resources Council being aware of the apparent

difficulties the second type of initiation was closer to the

situation.

In an examination of the total organizational change that

has so far occurred and by reason of the statements of the majority

of the participants in this study, the Welfare and Recreation Council

was seen as the paramount, prime change agent. A change agent is

defined as a person or group who attempts to effect change.

It is to be recognized that the change agent was in this

particular study, a complex of individuals which from time to time

and in a varying extent, altered its composition, corresponding to

the particular relationships that existed at a given moment. The

composition of the change agent was then fluid as well as being a

complex of members. This did not, however, alter the fact that the

recognized and prime change agent was the Welfare and Recreation

Council.

In consideration of the nature of the case being studied

and particularly in the examination of the processes that occurred,

it was essential that problem identification be made and established.

This corresponds to the first concept of the Area Development Project's

model - Problem Identification.

B. Problem Identification

It is relevant to make several comments about the nature and characteristics of the case before the direct application of the problem identification concept is discussed.

One factor which was very evident in this study was that there had not been a "crisis" situation which had had an impact of the type which caused any pronounced stress, disequilibrium or disruption. While it was true that the positioning of the housing project in Sunrise Park Area could be said to be a crisis, it must, however, be left to debate whether or not this was so. The fact that the common term "dumped" was used by many people to describe the positioning of the project suggests some cause for it to be classified a "crisis".

A feature which was related to the non-crisis fact and important in viewing the organizational change that is preceeding in that the changes conform to what could be called a preventive approach. In the main and at this juncture the changes that have occurred are "promotion" and "prevention" focussed rather than "treatment" focussed toward some particular or specific problem. It must be conceded, however, that several organizational moves have been taken with a specific application to ameliorating or managing a particular problem situation.

Kurt Lewin had indicated that he observed three phases within a change process. "A successful change includes three aspects: unfreezing the present level; moving to the new level;

and freezing group life on the new level."[1]

Ronald Lippit has expanded Lewin's three phases to five general phases of change process: "1. Development of a need for change ("unfreezing"); 2. Establishment of a change relationship; 3. Working toward change ("moving"); 4. Generalization and stabilizing of change ("freezing"); and 5. Achieving a terminal relationship."[2] This particular model has relevance to our study for we are dealing in particular with Lippit's third phase (working toward change). Lippit further sub-divides this third stage into, "a) The clarification or diagnosis of the client system's problem; b) The examination of alternative routes and goals; establishing goals and intentions of action, and c) The transformation of intentions into actual efforts."[3]

It is relevant to this study to recognize these model concepts for they reveal an important facet of the study which is not included in the Area Development model. One phase, the "unfreezing" process or stimulating of awareness was a vital factor in the case under study. This phase, although preliminary to actual change, in the Sunrise Park Case involved a considerable amount of time and effort. At the time of this study, this phase has not been completed.

It is in recognition of this deficiency in the model that the scheduled interviews was expanded in an effort to reveal expressed concerns and specific problem recognition. In other words

[1]Lewin, Kurt; "Frontiers in Group Dynamics"; Human Relations, Vol.1, 1947, p.34.

[2]Lippit; op.cit. p.130

[3]ibid. p.136

what were people aware of that was considered a problem.

In the area of problem identification, the persons interviewed saw the problems in relation to the particular type of work or agency they represented. Thus the practitioners whose particular social work method was recreation or group work viewed the problem in relation to their particular approach. The same was true of the medical workers, the case workers, community planners, etc.

Every interviewee acknowledged that the housing project "sparked" the concern. It was also generally stated that there was a "synthesizing" of concern brought about by meetings and discussions. A number of line workers were aware of the problems posed by a housing project from what they had heard about such projects in other cities and they recognized the potential problems in this city when certain essentials were not built in.

One social planner summed it up by saying that various "signals" were received by the Chest and Councils and this plus his professional "ear to the ground" signified a growing concern that was in the process of synthesizing itself towards expression in strength.

Most representatives went through an internal examination of their agency functions and professional functions asking the question; "What can we do to meet the problem potentials inherent in this situation?" Some agencies actually voiced this concern to various other agencies and to the Chest and Councils. The Alexandra Neighbourhood House was one of these.

It is to be expected that these concerns did not crystalize at once in such a non-crisis situation. This is perhaps in part due to a phenomena akin to "ripeness" in the practice of law. This is to suggest that a situation in its ferment stage must reach a certain degree of potency (ripeness) before it is prudent and opportune to take action. Thus in the case of Sunrise Park the situation was for a long time in a state of mild ferment. In other words, it had not become ripe.

There was common agreement that the placing of Skeena Terrace in a neighbourhood with ohly limited resources was the prime problem. It was seen as a multi-faceted problem. This was determined by the way people explained the problem.

People viewed the housing project and described it as a problem because it concentrates and compacts a large group of people who all have problems. Some described the tenants not as having problems but having unmet needs. Others stated that the problem was that some agencies wished to abstract the housing project from the surrounding communities and deal with it exclusive of the neighbourhood. Others, meanwhile, took the position that if one viewed the project just as another number of homes there need be no concern, for integration would naturally occur. This group was seen to be trying to cover up or disguise the problem.

There was a group who viewed Skeena Terrace as a problem because it placed undue strain on already limited services, especially recreational services and facilities. This group contained a segment who felt the problem was that services being provided were not being provided in the most efficient and effective way. Lack of co-ordin-

ation and integration of services was the problem to this group. This same group felt agency staffing was not adequate to meet the needs of the tenants.

Another group of people, especially those responsible for planning and providing services viewed the problem of Skeena Terrace as a disruption that distorted and disturbed established priority systems such as school facilities, staffing needs, budget allocations, etc. Within the social planning agency one problem was that in order to meet such a situation as this, the structure of the agency was recognized as being not sufficient to cope appropriately. This is to say that the Planning Section of the Chest was being pulled two ways. This section remains responsible to operate as a functional division — a division responsibly concerned for the specific recreation and welfare needs and services of the general community. In dealing with a situation such as presented by Skeena Terrace it must not only be concerned with the specific problems but must as well be concerned with general needs and services in a specific area.

In summary, and in general terms, the problem was how to provide for the assimilation of the tenants of Skeena Terrace into the neighbourhood and gain acceptance of them by the neighbourhood when by nature and circumstances they were in the main problem ridden, deprived and dependent people who needed a concentrated, integrated health, education, recreation, and welfare service approach supplied by a complex of individual agencies in an area already limited by its facilities and means.

The problem was identified in this general sense through the

first general meeting on February 21, 1964, and given formal clarifi-
cation by the sub-committee appointed at that time. This sub-committee
carried out this clarification and substantiation by assessing the
information received at this first meeting and by making recommendations
at the June 19th meeting. At this time the extent and nature of the
problem was enunciated and formally accepted by the larger body.

The problem situation was narrowed, made more specific and
passed over for action to a more definitive group with more appropriate
sanction but broader auspices - the Executive Committee. The aspects
of the problem changed from a social problem concern to that of task
performance and process. Thus with the formation of a body (the
Resources Council) directionally disposed towards problem management
and solution; the Executive Council which was established, was given
the necessary sanction to address itself to specific performance roles.

In the October, 1964 meeting, the problem that was identified
was in the nature of task formation, structural innovations necessary
to carry out tasks, and appropriate process determination. In the
main the problem was to verify and substantiate the problem concern
by testing its validity against a sampling of people representative
and involved directly in the community and to discover ways and means
of managing, and eliminating the major problem.

The problem was to formulate a plan that could be seen and
legitimately accepted as providing an organizational framework through
which the larger problem(s) could be addressed through study and action
on various facets of the major problem.

The necessity for further study in depth of the housing project

and the environs was again reiterated and impressed once more upon
the Community Chest and Councils. The "spot" survey set out to
verify the extent and nature of the major concerns and served its
purpose well in that it was determined from the people living in
the area that the housing project and its inhabitants were the
focal point for concern and that services were not adequate. A
further need was recognized in this spot survey. This was that
there should be someone assigned to this area who by reason of his
location and function could make personal observations.

The problem of establishing some organizational framework
was seen to require some direct involvement by the people in the
area, some support and direction from the agencies serving the
area and some legitimate auspices from the established community
body whose responsibility is for social planning. This problem
became the primary problem for the sub-committee and was subsequently
formulated by the Executive Committee.

C. <u>Goal Determination</u>

One of the difficulties of applying a conceptual model to a change process is that in factorizing and fractionalizing the total process, the tendency is to view the whole as being made up of definite and recognizable parts which have an orderly sequence. This is seldom if ever the case. Lippit comments upon this fact in observing that changes often do not follow in an orderly sequential way. He states, "Most change processes probably proceed by a kind of cyclic motion, starting over and over again as one set of problems is solved and a new set is encountered; hence the different phases become mixed up and the final objective may be achieved by a process which seems rather muddled to the observer who is looking for a clear-cut developmental sequence."[1]

This diffusiveness of sequence presents a very real difficulty in dividing clearly one phase of a model from another. In attempting to differentiate between the Problem Identification and the Goal Determination stages, it is necessary to set a quite arbitrary division which does not in reality exist. This is, of course, the case in each of the conceptual stages in the model.

To this difficulty is added a further observable phenomena which multiplies the confusion. This is the fact, that in a change process such as is the case under study where many individuals and groups are involved, each representative individual or group carries with him his own system, his own insights and perceptions, and his own means of communication, etc., each different from other representatives. Thus when the social planner begins to become involved and operative in the change process his platform or base is different

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[1] Lippit; op. cit. p.130

than that of the case worker or the group worker. His role

performance is different though perhaps not divisively so, as are

his role expectations and objectives, etc. In addition to this

if the change (as it does in this case) implicates or involves his

agency's functions, his own "self system" is challenged toward

change.

It seems necessary therefore in discussing the Goal Determi-

nation stage to discuss it with a view of the role responsibilities

of the change agent. In this case the change agent has already

been established as the Welfare and Recreation Council of the Community

Chest and Councils. Its role as laid down by the Council as it is

explained in the terms of reference of the Chest and Councils[1] is,

a) to promote mutual understanding, appreciation of and use

of the welfare and recreation resources of member and co-

operating organizations;

b) to provide a common meeting ground where organizations and

interested individuals may work together on solving problems

and the development of improved services;

c) to provide to all participants in the Council the opportunity

of keeping up to date on needs, trends and standards in the

field;

d) to consider matters referred to it by the Social Planning

Executive Committee;

e) to consider and take appropriate action on matters within its

delegated field of responsibility;

f) to bring to the attention of the Social Planning Executive

Committee, through reports and recommendations, matters

[1] Community Chest and Councils of the Greater Vancouver Area Terms of Reference for the Welfare and Recreation Council of Social Planning Section, July 1961

requiring its attention and action;

g) to co-operate with other units of the Social Planning Section

in planning and carrying out joint projects of mutual interest.

The broad goal undertaken by the Sunrise Park Area Resources group was twofold in purpose, that of policy change and structural change directed towards problem solution. The goal then was to identify the current and emerging health, welfare and recreation needs and the development of appropriate strategy directed toward the carrying of these plans over into action. This involved the aspect of policy change. The structural change of a problem-solving nature involved an approach (the local council) which would endeavour to determine the causes and characteristics of the problem and arrive at particular measures which could offer solutions.

Cost considerations were not specifically included in the overall considerations of determining goal. It could be said, however, that there was an implicit consideration in the choice of goals that were chosen. The participants in this process were mostly people at the mid-management level in their agencies. The suggestion was made by several of the participants that cost considerations were unexpressed but beneath the surface of the decisions and plans.

It is clear that the change agent suggested the goals by lending the weight of experiences gained in the Woodland Park organization. The knowledge of this experience was transmitted to some of the committee members by others who knew first-hand about this project. Thus a Resources Council, and short and long-term planning and a full study were included in the Sunrise Park Area development.

Several of the people interviewed characterized the process of goal determination as undergoing several stages. There was first a very diffuse understanding of goals which emanated from the initially diffuse concerns. After awareness began to build, the participants decided something had to be done and the goal became service oriented; i.e., "how do we provide the services that we needed and what are the best services?" This phase was "talked out" as the group considered available resources and funds. There was then a switch towards the goal of changing policy. When policy considerations were to the fore the search was on for some representative source who could support this mid-management group. This then resulted in the move to organize and elicit the support from a local community council.

The broad target for change was seen to be the tenant group living within the housing project. Secondary targets included (mostly by implication) were the Vancouver Housing Authority; City Social Service Department and the City Council. One interviewee indicated that the Housing Authority stood high on the list of secondary targets because it was thought that they initiated the problem and therefore had some direct responsibility towards taking action. This same person was uncertain as to whether or not the Authority was a realistic target.

The substantive evidence for the tenant group being the prime target was the recurring expression of need for an area worker and the fact that a community council became one of the goals. The vulnerability of the target was not given any measure of estimation.

The goal determination in the case under study fell more

within Lippit's proposition that the determination of goals exists

as a linkage between "insight" and action and a leverage point

at which the process of goals begin. Lippit states, "in one sense

the leverage point itself is the goal, a limited and immediate

objective which the agent and client must achieve as the first

step in their actual process of change."[1]

In October the Executive Committee began to narrow goal

considerations to service consideration such as co-ordination and

development of resources and programme considerations with regard

to the teenage group in the housing project.

Later the Ad Hoc committee was appointed to do some anti-

cipatory testing in seeking out neighbourhood opinion. This

offered the Executive Committee and the Ad Hoc committee the oppor-

tunity to seek out various means and modes of approach. It offered

to the Ad Hoc committee the opportunity to "play it safe" and practise

techniques without "playing for keeps" as Lippit suggested.[2]

It was through this approach which was rather by nature than

design that the Ad Hoc committee determined its prime goal as the

development of a community council.

This committee saw the necessity for structural changes when

it established its goal as the formation of a community council. This

goal had been previously suggested in a nebulus way by both the

executive and resources councils. The vulnerability of the target,

in this case mainly the neighbourhood was not estimated. It was,

however, suggested that if the appropriate approach was made the

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[1] Lippit; op.cit. p 200

[2] Lippit; op. cit. p 205

target would be amendable to the anticipated changes required.

The participants who were interviewed all stated that they considered the Sunrise Park Area Development had not really moved past the Goal Determination stage. Reasons given to substantiate this conclusion were several. One was that the committees were in the main only looking at and dealing with short range emergency manipulation. That little consideration has been given to root causes. One view that was expressed was that by nature the situation in Sunrise Park was superficial in that the concern is with a set of problems that have arisen out of a very deliberate manipulation of the environment. This was in contrast to the siuation exposed in the Woodland Park study where there were found to be deeply embedded a sociological and cultural mileu that makes change exceptionally difficult.[1]

Another view given as explanation of why the change process has not moved further was that upon a deeper probe the committee came to an unexpressed conclusion that action was really beyond the capacity of the group.

They concluded that because of the fact that they were a mid-management group their capacity for action lay with those below and above them and they did not set goals nor spread themselves to involve either level. They conclude also that action should come about in the realm of policy. The rationale was that as the project was born of policy, the development process must return to policy for change. In other words, this was not a

[1] op cit. A Study of the Woodland Park Area. p.2.

problem that evolved out of a natural community undergoing natural growth where a return can be made to the community for requesting sanction for action. The proposition put forward was that because of the recognized incapacity that was a part of this group, they turned to the citizen level where it is possible to initiate change by instituting "self help" programmes. The conclusion was that greater success could be expected from this approach.

D. Action Determination

In spite of the comments of the interviewees that process had not really moved much beyond the Problem Identification phase, they suggested that some action decisions were made. They pointed to the decision made that there should be an ongoing council in the area representative of all the agencies and organizations providing service. This decision was made as it was seen as a vehicle through which change could be effected and lend support, guidance and knowledge to the community council. The other action determined was to mobilize the community by the formation and utilization of a local council.

In the case under study the action decision was to test out the problems identified by the professional group and to begin an approach that would eventually mobilize the community into a self-determining, self directed, action group who could take appropriate measures for their own general enhancement. Alternative outcomes were not considered other than the outcome resulting from several approaches. Outcome expectations were not weighed nor considered.

E. Action Implementation

It is generally recognized by all the representatives interviewed and by the observer that this phase had not been reached. An implementation of action took place internally and involved formation of structure and design. Those so far involved have been a small professional group and the change agent as represented by staff members of the Welfare and Recreation Council.

F. Outcome Evaluation

This stage, as well, has not been approached or reached in either the overall organization for change or within the case study period.

CHAPTER 8

CRITIQUE

"Theories for which there are no models might be
said to be "merely theories". Theories for which
models can be built or are built may be said to
be useful or operational."

Martin B. Loeb[1]

A. The Meaning of Process

The primary question toward which this thesis has been

addressed was, "Can the Area Development Project model be regarded

as a useful tool in documenting the process of organizational

change?" To judge the usefulness of the model it is necessary

to set down the several meanings of change process.

Kurt Lewin described change process as a certain action

that occurs within a certain frequency within a given period.[2]

Murray Ross defines process as, "the conscious or uncon-

scious, voluntary or involuntary, movement from identification

of a problem (or objective) to solution of the problem or attain-

ment of the objective in the community."[3]

In Lewin's definition process, in a sense, means a continu-

ous action, or operation, or series of changes taking place in a

definite manner. In Ross's definition purpose becomes a factor

[1]Loeb, Martin B. "The Backdrop for Social Research; Theory Making
and Model-Building"; (Social Science Theory & Social Work Research)
National Association of Social Workers, (New York, 1960) p.5.

[2]Lewin, Kurt; "Problems of Group Dynamics and the Integration of
the Social Sciences"; Journal of Human Relations, Vol.1, 1947.

[3]Ross, Murray, "Community Organization, Theory and Principles";
(Harper & Brothers, New York, 1955) p.39.

and the meaning of process implies that it is a systematic series

of actions directed toward some end.

B. The Usefulness of the Model in the Case Study

In the application of the model and in the valuation of it

as a tool, Lewin's definition has more relevance.

Generally speaking the model used in this study has been

useful as a tool for documenting the process of organizational

change as it provided an orderly arrangement which allowed for more

precise description of the process that occurred. It also provided

for the simultaneous inspection and evaluation of the many factors

and variables relating to the organizational change as they were

viewed within the model concepts.

The model also established the "whole" of the process of

the organizational change and structurally described the accumu-

lation of events and actions that occurred to construct the whole.

The model had usefulness in that it opened the way to the

tabulation of significant events in the form and order that they

occurred. It also documented and codified the methods that were

utilized in moving towards change and opened these methods to

examination as to their appropriateness and validity in the light

of outcome and results.

In the documenting of the total process of organizational

change the model tended to reduce the possibility of introducing

irrelevant assumptions or postulates which had doubtful origins.

C. Limitations of Model to the Case Study

The Area Development Project model design is seen as one

which typifies the method of problem solving (although the theoretical

basis for the model has not been stated or clarified). It is not

an analogue of change process, unless one ascribes problem solution

as being synonymous to change process. In a sense, as Loeb suggests,

"the model structures the problem".[1] It is for this reason that

the model imposed some limitations to the model's usefulness for

recording the process of change in the particular study which was

undertaken here. The Area Development Project model as applied to

the case study did not recognize the fact that every organizational

system has characteristic patterns of growth and development. Thus,

it left out the very vital aspect of the historical side of the case

study. It did not include a consideration of the question of how

the problems developed and the factors of internal and external

awareness or past successes and failures.

These limitations in the model might not be as vital in its

operational utilization in the Area Development Project as it was in

the Sunrise Park Area case. In the Area Development Project the

history of the project is available and the model would be utilized

on an ongoing basis as a tool for determining change process within

the actual structure and functioning of the Project.

The model as applied to the case study has treated the case

in relative isolation from external systems undergoing simultaneous

change. There was no opportunity within the design to give consider-

ation to what happened to the internal dynamics of the organization

or the tenants' group or other targets when an external change force

was introduced. Important sequences of a cause and effect nature

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[1]Loeb; op.cit. p.4.

were thus not open to view.

An estimate of the vulnerability of the target to change was called for but the emphasis was upon susceptibility to change. Thus the targets' attitudes and how they related to the targets' recognized needs was an aspect that was lost. Judgments as to the targets' readiness, capacity and motivation to change were also not a part of the model's consideration.

In the case study, the Area Development Project model was effective and could be well utilized only "after the fact" of the change had occurred. Only the initial phases of the change process outlined in the model were clearly apparent in the case study - i.e. problem identification and goal determination. Therefore the model was applicable only to the point the organizational change had reached at the time of study.

It seemed apparent to the writer that within each major phase of the change process of the model the other phases were apparent in a more minute manner, much in the way of microcosms within a cosmos. This observation was not substantiated but in support of this proposition it would seem to be characteristic of change that at every point of decision in a change process a new problem complex was born.

The Model seemed inadequate to denote the dynamics of the process of change and to describe and follow the progressive yet fluctuating nature of the case.

The factor of time in relation to the sequence was also seen to be a shortcoming in the application of the model to the case study. This could possibly be a consideration that would be included in the

"outcome evaluation" phase which was not reached in the model's application to the case study.

In the phase of "outcome evaluation" a further deficiency is apparent in that direction of change was not a consideration. Other considerations such as weighing the merits of various methods and the measuring and describing of various techniques to bring about change are not contained within the scope of the outcome evaluation phase.

The Area Development Project model was deficient in its applicability to the case study in that it did not offer the possibility of examining the interdependency of the organization or system undergoing change with other systems and its environment.

H. Curtis Mial states that there seems to be no one universally appropriate model due to the fact that action is a fluid thing shaped by local circumstances. He states that in designing an adequate system one needs to think, "simultaneously of four interacting systems; the personality system of the individual acting; the social system of various organizations; the social system of the community; and the cultural system which shapes the other systems."[1]

This view has important implications for the utilization of the Area Development Project model in the case study but may not be as important in the application of the model in the project itself. The limitations that were evident in the model's application to the case study need not and probably will not impede its usefulness in

[1]Mial, H. Curtis; "Models of Community Action", (Four Forces in Community Development, National Training Laboratories, National Education Association, Washington, D.C., 1961) p.91

the project itself. One cannot but wonder whether the experience of not being able to fully utilize the model when it is applied to an incompleted change process as was apparent in the case study will not also be the case in the project. That is to say, will the impulse components of change that are inherent in the nature of the dynamics of the change process and their interrelatedness to each other be evinced or will they be obscured when the change is only partially completed.

The most fundamental difficulty posed by the Area Development Project model, and perhaps by all models, is how to ensure balanced perception on the part of the observer, the recorder and the analyst. Thus, how can a model ensure that the dynamic nature and the total social sphere of action of the organization is kept "present" in the restricted and removed context of process and change relationship; yet how can the organization's total sphere of existence be kept from dominating the relationship so that an observer or analyst may be free to perceive and explore the various ideas and patterns of action.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
WELFARE ADMINISTRATION
WASHINGTON, D.C. 20201

OFFICE OF THE COMMISSIONER

January 12, 1965

Mr. R. J. Myers

Dear Mr. Myers:

In reply to your letter of December 21 asking for information on recording organizational change, I regret to inform you that, insofar as I am aware, there are no established procedures for doing this as yet.

Mobilization For Youth in New York City has had a historian attached to the staff for the purpose of indicating the policy changes which occur in the history of the project as well as the background reasons for these changes. The reasons cited usually are in terms of sociological factors rather than an actual detailing of the give and take of staff and board discussion of policies.

Miss Beverly Ayres, Director of Research of the Area Development Project, has, I believe, the names of the persons at MIT and at Harvard who have received a grant from the President's Committee on Juvenile Delinquency to make a study of organizational change in the 11 large Juvenile Delinquency projects in the major cities of the United States. I do not know how far advanced they are in developing a methodology for recording process within institutional structures.

The question to which you address yourself is without doubt one of the major issues in welfare research. At present there are very few people working on this problem. However, Dr. Eleanor Sheldon of the Russell Sage Foundation will be looking at organizational change from a national scale, seeking to identify indicators which represent or measure organizational change.

As you probably realize, you have chosen one of the most difficult areas for study, description and measurement. You are to be congratulated on your aspirations and will reserve for later judgment

any evaluation of your achievements in this area.

I regret that I cannot be of greater assistance to you in this matter. In the event I do learn of anything more I shall make such knowledge available to you.

Sincerely yours,

Joseph C. Lagey, Ph.D.
Head, Study Section on
Economic Dependency

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PROPOSAL FOR STUDY OF THE PROCESS OF

ORGANIZATIONAL CHANGE IN THE

AREA DEVELOPMENT PROJECT

Area Development Project
Community Chest and Councils of the Greater Vancouver Area

June, 1964.

INTRODUCTION:

The attached proposal has been prepared by the staff of
the Area Development Project, in consultation with the following
persons:

Dr.John Crane, Professor, University of Minnesota School of
Social Work.

Mr.John Fornataro, Professor, University of British Columbia
School of Social Work.

Dr.Joseph Gayton, Senior Medical Health Officer, Metropolitan
Board of Health, Vancouver.

Dr.Ludwig Geismar, Professor, Rutgers State University.

Mr.Douglas Grant, Chief, Research Division, Department of
Corrections, Sacramento, California.

Dr.Melvin Herman, Chief, Work Programs, Mobilization for Youth,
New York.

Dr.Joseph C.Lagey, Head, Section on Prevention and Reduction
of Chronic Dependency,
Department of Health, Education and
Welfare, Washington, D.C.

Mr.Jack Shirley, Woods, Gordon & Co., Management Consultants,
Toronto, Ontario.

Staff from Community Chest and Councils:

Mr.C.Howard Naphtali, Executive Director

Mr.E.D.Hill, Director of Social Planning.

Mr.D.L.Scrivener, Finance Director.

Mr.R.C.Nann, Coordinator of Special Projects,
Social Planning Section.

We are indebted to the Canadian Council on Urban and Regional
Research for making available a grant to bring together a panel of
consultants for a two-day period in April 1964, to assist in
formulating the plan for study. Without their assistance this
proposal would not have been possible.

PURPOSE

The purpose of this research program is to study the <u>process</u> <u>of organizational change</u> in the Area Development Project. This demonstration project in social welfare is an effort to provide under one administration an integrated program of health, welfare and recreation services for a selected group of multi-problem families in one area of the city.[1.]   At the present time, many of these services are being provided through a number of separate government departments and voluntary agencies.

Five social workers, assigned from two public and three private agencies, will provide service to an experimental group of 100 multi-problem families. Each family social worker will carry out as many social work functions required by the family as possible. Their work will be closely coordinated with the public health agency, with community workers attached to the project, and with other disciplines, such as health and education. This experiment in integrated service is unique in Vancouver, and indeed, in North America.

A primary aim of this demonstration project is the introduction of successful project approaches into the social service structure of the community. To do so will require an understanding of the administrative processes and organizational changes that take place during the demonstration phase, since it is expected that the process of integrating a wide variety of services under one administration will bring about changes in the various groups and organizations associated with the project. It is towards this end that this particular research program is directed.

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1.   See Appendix A for description of project.

SIGNIFICANCE

There has been very little research in the field of social welfare on the subject of organizational change. It is obvious that organizational change is taking place constantly in social welfare, as it is in other institutional systems, but all of the experts consulted in preparing this proposal were agreed that our body of knowledge in this area is extremely scanty. In particular it was felt that we know very little about the special role for social welfare organizations and social workers in inducing organizational change.[1]

The research study outlined in this proposal will have both operational and theoretical significance. From the operational side one of the most important aims of the Area Development Project is the introduction of project approaches into the social service structure of the community. In the course of developing this project, a survey was made of special programs for multi-problem families throughout North America.[2] The results of this survey testified to the fact that many programs began without conceptualizing how findings might be implemented, and in only a few instances can it be said that projects have brought about significant changes in the existing welfare structure. If the experimental period of the Area Development Project establishes that this method of providing integrated service is more effective in dealing with the multi-problem families, its application to the community as a whole will require an understanding of the organizational

1. One beginning effort at studying this subject is taking place in the Mobilization for Youth project in New York city, where an observer(trained in political science) is studying the processes of organizational change by interviewing key persons, attending meetings, reviewing written materials etc. The study outlined in this proposal would make use of their experience.
2. Lagey, Joseph C. and Beverly Ayres, Community Treatment Programs for Multi-Problem Families, Community Chest & Councils of the Greater Vancouver Area, 1962.

changes .which were necessary to make the experimental project work. In addition, the study will aim to demonstrate whether or not this application of services, no matter how successful in terms of treatment within the project, is applicable administratively and financially in the larger social service network.

From the theoretical side, it is planned that the research program outlined will make a beginning effort at developing a typology of the kinds of organizational change relevant to social welfare, as well as of the methods (forms of intervention) of bringing about these changes. The study will attempt to classify both desirable modes of change in given circumstances as well as the differential effectiveness of change methods in various situations. In addition, it is hoped that a substantial contribution can be made to the methodology of studying organizational change.

It is hoped that this research study will have important implications for implementing necessary change in the social welfare structure of other communities in Canada.

METHODOLOGY

Process:

The basic process followed will be the collection and analysis of a series of case studies of organizational change efforts as they take place in the project. Each case study will relate to a problem arising out of project operations in giving integrated service to families. Problems studied will be those that require some kind of organizational change. A differentiation will be made between changes necessary to make an integrated project work, and changes necessary to improve the general level of services in the community, regardless of the project. Priority would be given to the study of the first level, or the "internal" problems. Study of "external" problems would be decided on a selective basis, and might relate to "political" considerations, as determined by the project director and/or the Governing Committee.

The process followed will be the documentation of key points in the process intended to induce change, problem identification, goal determination, action determination, action implementation, and outcome evaluation. A model for study follows:

1. Problem identification

   a. Who identified the problem?

   b. How was it identified?

   c. How was the extent and nature of the problem verified?(i.e. by whom and with whom).

2. Goal determination

   a. What type of change (policy, structural etc.) was planned? What are the cost considerations of the various alternatives?

   b. Who suggested it and how was it suggested?

   c. Who is seen as the target(s) for change?

   d. What was the estimate of the vulnerability of the target to change?

3. Action determination

    a. What action-decisions were made of ways to bring about the desired change? Who made them?

    b. What were the possible alternative outcomes of each of these action decisions?

    c. What were the expected outcomes as seen by the principal forces involved, i.e. on part of target and on part of change agent.

4. Action implementation

    a. Who became involved?

    b. How were they involved?

    c. What methods were actually used?

    d. What was the reaction of the target?

5. Outcome evaluation

    a. What was the actual outcome?

    b. What were the discrepancies between expected outcome and actual outcome?

    c. Did the change induced meet the original need for change?

    d. What was the cost of the change on the part of the target?

Problem identification involves the emergence of a problem from the operations of the project. A problem might be identified by any part of the project structure,[1]. such as the families served, the family workers, the community worker, the project director, the research staff, the participating agencies, the Agency Advisory Committee, the Governing Committee etc. Verification of the problem is the next step, and would be primarily the responsibility of the project director. This would involve clarification of the problem, verification of information

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1. See Appendix A, organizational structure chart at end of description of project.

on the extent of the problem, and determination of reasons for the problem; for example, if the problem involves a present policy in effect in a particular agency, is it due to red tape, shortage of facts, bad experience, etc.? At this point a decision needs to be made about proceeding further, that is, is the problem of sufficient extent or importance that an effort to induce change is warranted?

Having identified and verified the problem, and validated the need for change, the next step is to set forth some operational goals (goal determination). This would involve: (a) identification of the kinds of change indicated, such as modification of policy, alterations in structure, development of new resources, etc. An important factor here would be an analysis of the cost considerations of the various alternatives: (b) determination of the target(s) of change, which could involve any of the four kinds of dynamic systems;[1] individual, group, organization and community; and (c) an estimate of the vulnerability of the target to the kinds of change indicated. For example, it might be decided that for valid reasons at a certain point in time the target would be unlikely to change, and the change effort dropped. However, the "valid reasons" should be recorded and tested for validity as far as possible in the light of subsequent events. Thus, expectations and realities could be compared.

Following upon determination of operational goals is the process of action determination. This involves the setting forth of one or more "action-decisions", or steps to be taken to bring about the desired change(s). The steps, or methods, selected would range over a wide gamut of possibilities, such as direct two-person negotiation, persuation of an influential group, public meetings, third party intervention, preparation of cost analysis material, etc.

1. Lippitt, Ronald (and others), Dynamics of Planned Change, New York, Harcourt Brace & World Inc., 1958.

In studying this phase of the change process, it is seen as crucial to document (a) who made these "action-decisions", and their views of the possible alternative outcomes; and (b) the range of expected outcomes as seen by the principal forces involved, including both the target(s) involved and those making the action-decisions. It is felt that analysis of the discrepancies between "expected" and "actual" outcomes will be a key to fuller understanding of the process of organizational change.

Having determined the actions to be taken, the next phase involves action implementation. Documentation is needed here on what persons and systems were involved, the way in which they were involved, the actual methods used, and the reaction of target(s) to the involvement.

The final phase concerns outcome evaluation. First, the actual outcome must be established, which may range from reaching stated operational goals, to new outcomes not envisaged at the beginning, to no change at all. It has been suggested that it may be as illuminating to study "failures" and "successes". An extremely important part of this aspect of study will be an examination of the discrepancies between the expected outcome(s) as expressed by the various forces involved, and the actual outcome. Who is getting"hits" on expectations of outcome, and in what kinds of case study examples" Other areas of analysis would include: an assessment of the sources of resistance to change; the effectiveness of the various action methods used; the relationship of the change induced to the original need for change; and the cost of the change on the part of the target.

Method.

The researcher would have primary responsibility for data collection on critical points in the change process for each case study.

His basic document for recording would be a case log, following the points in the model outline. Sources of information for the log would be varied and would include: (a) personal interviews with a wide range of persons such as project staff, project committee members, agency and Chest staff and volunteers, persons from other organizations, government representatives, etc. (b) group discussions involving appropriate persons: (c) observation of formally organized groups, such as Workers' Seminar, Agency Advisory Group, Governing Committee, Area Councils, Chest Board of Directors, etc; and (d) perusal of written materials such as minutes of meetings, correspondence, etc. The researcher would be free to decide upon which interviews to hold, which meetings to attend and which documents to read, as he deems appropriate to the collection of data for each case study. Agendas of all project meetings would be made available in advance to the researcher to aid in his decisions about attendance. It is suggested that he might wish to set up semi-monthly or monthly interviews with key persons in the agencies directly participating in the projett, as a means of securing more continuous feedback of their views on the change efforts taking place. A coded interview recording form will be developed, using the model outline as a base, to be modified with experience.

In addition, the project director will also keep a case log on each change effort, similar in format to that of the researcher, but using only those sources of information ordinarily available. The director has been keeping a daily log[1] of all contacts with individuals' and groups since the inception of the project in November, 1963. However, it was felt that this kind of log would be more useful if organized around each change effort (or problem solving process) than on a day by day basis. The primary purpose of this case log would be as an administrative tool for the project director, but it would be available to the

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1. See Appendix B

researcher as a source of documentation.

As the series of case studies accumulate, the researcher will conduct an ongoing analysis of the various steps of organizational change, with a view towards developing a typology of both the kinds of change sought and the methods of intervention used in bringing about change. Out of this analysis should come as well some practical operational guidelines for the implementation of project approaches into the social service structure of the community.

It has been stressed by our consultants that the results or findings of this research study should not await the end of the three year experimental period, but that there be continuous feedback of experience during the course of the project. Some of this is built in to the very design of the study, in that the change agents (mainly project committees and staff) will be forced to be more explicit about outlining the various steps in the change process, particularly their estimates of alternative and expected outcomes of each of the action decisions made. The case log kept by the project director as an administrative tool is, in a real sense, a case record of the community organization process, and should ensure some feedback during the life of the demonstration project.

A second means of "learning as we go along" will be the use of review sessions with each change effort. The general model for these sessions would be: to call together the principal persons involved in that particular process; to have the researcher review the original problem, the goals that were determined, the various action alternatives which were outlined, the range of expected outcome, and the actual outcome; and to throw the meeting open for general discussion of what had happened. The researcher would take only the role of "overall reviewer", without identifying any person with any aspect of the process.

The use of review sessions would be at the discretion of the researcher, who would arrange them as appropriate to the change process being studied. Some might involve only one or two persons and not require a more formal meeting. Generally, review sessions would be held at the end of the change process, but this would be contingent on the time span involved. Where a change effort spread over several month's time, more frequent review sessions might be appropriate at different stages in the process, again to ensure continuous feedback of experience.

Such review sessions would be valuable not only to the researcher in understanding the dynamics of change, but also should be extremely useful to all the participants in the change effort both those who were instituting change and those who were targets of change. The learning experience provided by these sessions should have an impact on the way in which the next change effort proceeds and, in fact, should be a subject for study by the researcher.

In addition to the collection of case studies of change directly involving the project and other agencies, the researcher should keep informed on changes taking place outside of the case studies themselves. This would include changes in participating agencies and associated organizations, with some notation as to whether experience with the project had played a part in the change, as well as changes in government policies such as city council, provincial department of welfare, or federal welfare decisions, ruling or laws which might be initiated during the course of the project.

Additional data would be collected by the researcher through the use of questionnaires administered to relevant persons about their attitudes towards and opinions of, the project in the initial phase, at mid-term and at the conclusion of the project.[1]

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1. A questionnaire developed by a project in Bristol, England, aimed at the attitudes of Executive Committee members, would provide a model for designing questionnaires. This questionnaire was suggested by Dr. John Spencer, of the School of Social Work, Toronto, who worked with the Bristol project.

Structure:

The research team for this study would be composed of a highly qualified professional researcher, and a clerical person. It is suggested that the researcher should be a person with a different academic orientation from the staff of the demonstration project, preferably from the fields of political science, public administration, industrial sociology, or cultural anthropology.

The researcher would be responsible to the Governing Committee of the Area Development Project, to permit an optimum balance between the need for freedom of inquiry (Project staff members being among the subjects of inquiry) and the need for some policy controls. He would not be under the direction of either the Project Director or the Research Director, but the Project Director would have the right of appeal to the Governing Committee if there were any undue intrusion upon the ongoing activities of the project.

The researcher would be a non-participant in the affairs of the project, and would have no responsibility for any actions taken by the project. It should be made entirely clear that although he is observing the project, he is not a part of the staff. He would operate on the basis of "privileged communication" with staff committees, agency personnel and any other persons or groups he might contact in the course of his inquiries. It would seem advisable that the researcher not be tied too closely to project staff, that is, share the same office, eat with them etc. as there is the danger that an objective assessment of the role of staff might be impaired.

The researcher would be expected to arrange for consultation and field visits, where appropriate, for the purpose of keeping current with any developments in the field of studying institutional change.

Finally, the researcher would be expected to prepare the results of the study for publication in a form which would reach those in positions to use the knowledge gained. Any publications by the researcher would indicate the source of financial support for this research study. In preparing material for publication, due regard would be given to the protection of identity, that is, reports would not relate to any specific instance or any particular individual.

*   *   *   *   *

APPENDIX C

T H E S O C I E T Y O F W O M E N

O N L Y

THE OBJECTIVES

1. To better the home life and upbringing of children of deserted mothers through improved welfare facilities and financial arrangements.

2. To remove the social stigma which an uninformed society has placed upon deserted women living on social welfare, in order that these women may take their rightful place in society.

3. To force errant fathers, through the agency of the law courts, to accept their responsibilities, at least insofar as child maintenance is concerned. The great majority of women prefer to work and to make their own way in life. They are, however, generally lacking in any form of training or experience which would enable them to earn more than a minimum wage, and the financial burden which children represent does not permit an adequate standard of living to be maintained.

4. To enable the deserted mother to obtain a divorce after a reasonable period of time. Many women have been separated for as long as ten years, and throughout this time the children have been deprived of the guidance of a father. Because of the present divorce laws, many women are prevented from re-marrying and are thus forced to live on social welfare.

5. To remain free of any political affiliation or influence, and to so conduct ourselves when in contact with political parties as to ensure this freedom.

6. To bring about a re-assessment of welfare payments in terms of the present day cost of living, and that a realistic basis of payment be found for those mothers who are able to earn a small sum each month through part-time work.

We are, as we have presented ourselves, a group of very determined women. We are determined because we have come to learn by bitter first-hand experience that the social services of this Province, as they are presently constituted, are archaic in formulation, negative in approach and hopelessly inadequate in application. We are concerned because we are aware not only of the many problems we face today, but of the increasing burden of social ills being carried into the future through public apathy and ineffective legislation.

The result of the present lack of foresight at government level and of public interest can best be gauged by reference to relevant statistics where it will be noted that British Columbia has the highest incidence of alcoholism, divorce, separation and drug addiction. In addition to this, and as would be anticipated, British Columbia is well below the national average in facilities for education, for the care of retarded children and social welfare.

MRS.BENTLEY'S JUNE
BRIEF

Why Our Organization Exists

Our organization was born of the necessity to relieve the arduous conditions under which deserted mothers and their children are forced to exist. Our immediate goal is to cause a long overdue re-appraisal of social welfare services as they apply to women in our position.

Our Problem

Primarily, our problem is one of financial support, but added to this is the lack of child care and councilling (sic) facilities of which women in our position are so very much in need.

Where we Stand with the Social Welfare Services

A deserted mother with children may receive a maximum of $147.00 per month. In addition to this she may earn at part time work a maximum of $21.00 per month. She may not allow a child to work while she herself is earning $21.00 per month. Any revenue she may receive above these stipulated amounts, from whatever service, is deducted from the social welfare cheque.

It is really unnecessary to comment on these figures. It would be naive indeed to suppose that a deserted mother could maintain even a marginal standard of living for her children and herself on this sum of money. If the intentions of such a meager allowance was to induce the incentive to get off social welfare, it has failed rather badly. The result has been untaled (sic) hardship, anxiety, and resentment. Many deserted mothers live in a constant atmosphere of defeat and hopelessness. If you would teach people to strive to better themselves, you do not start by destroying their self-respect. The facts must be accepted as they are. There exists at present in this province an ever-growing body of women and children, when they are little more than second class citizens, and this is supposed to be a province of wealth, industrial potential, and great progress.

Many wives, owing to the lack of child care facilities are free only to work part time. It is difficult to find a part time job which pays as little as $21.00 per month. As a result, these women are prevented from working, and in any case, $21.00 per month is a rather insignificant figure. For those women who are able to work full time, as the majority of women prefer to do, the problem of child care is so expensive and difficult that the benefit of a full time wage is largely negated. It is a fact that most women prefer to work and make their own way in life. They must be assisted to do so by means of child maintenance from the deserting fathers; by adequate day time child care facilities, and; by a realistic provision for financial welfare.

- Where we Stand with the Law

The law makes provision for the support by the deserting father, of the mother and children. The problem here is one of application of the law. At the present time, the principle of the law regarding maintenance

Appendix D, Cont'd...

is easily defeated by a deserting father, who need only plead poverty
in order to be relieved of this duty. The Court does not attempt veri-
fication, nor does the Court lay down requirements which a deserting
father is obliged to meet.

As if often the case, the deserting father leaves the province or
moves to the U.S., attempts to trace his whereabouts are carried out in
a manner not conducive to success. Should the father be located,
proceedings for support must be carried out locally and the attendant
expenses to the mother invariably rule this out. It is imperative that
the existing legislation be utilized to the full and strengthen where
necessary to ensure adequate child maintenance by the fathers. This
requirement is carried out with commendable success in other countries.

Our Position on Divorce Reform

This province, following the rest of Canada, admits of only one
ground for divorce and that is adultery. It has become an accepted
fact among progressive Western Countries that adultery is neither the
sole cause of family break-up nor is it the greatest cause. For this
reason, the Societies of these countries have broadened their divorce
legislation in terms of modern day living. While we do not endorse the
wide-open divorce legislation current in the United States and Sweden,
we would point out that English law, upon which legal system our own
is patterned, presently recognizes three grounds for divorce and has two
more grounds presently in the course of legislation.

As an instance of the abuse to which our present divorce legislation
leads, it has become an established fact that many couples entre into
unlawful arrangements, i.e. to falsify documents and perjure themselves
in order to obtain a divorce.

An attitude of mind which would attempt to curb and lower the divorce
rate by restrictive and punitive measures has no place in modern thinking.
The high divorce rate is endeemic (sic) to our commercial society, in
which materialistic requirements have over-ridden common sense and dis-
torted our sense of values.

The causes leading up to divorce must be considered quite apart from
the legal conditions by which divorce may be obtained. Illness, social
or otherwise, cannot be cured in ignorance of its cause, neither will it
cause to exist through neglect.

Many wives and mothers have been deserted for anything up to ten years.
During this time many have had the opportunity to re-marry, which would
not have been of inestimable value to the children involved, but would
have removed the mother from dependency on social welfare. However, they
have been barred from re-marrying by the existing archaic divorce laws.

SUMMARY: We submit that while there is no cure-all for the position in
which deserted mothers find themselves, a great deal can be done to
alleviate the more obnoxious conditions under which they live. We set
out as follows the basic requirements.

1. That a realistic figure be set as a required contribution
towards child maintenance by a deserting father, and that

Appendix D, Cont'd...

the Courts be so directed as to ensure that this
contribution is forthcoming.

2. That the disbursement of social welfare funds to
deserted mothers be adjusted to match the actualities
of present day living, and that a realistic attitude
towards monies derived from part time work or other
sources be sought.

3. That this province work towards a rational and humane
divorce legislation, and which is based on the facts of
life as they are known to exist.

4. That facilities be developed and provided in the areas
of child care and teenage guidance.

A BRIEF ON SOCIAL ALLOWANCES

For Presentation to
The Honourable Wesley Black
Minister of Social Welfare
Province of British Columbia

The Society of Women Only   Greater Vancouver Area

October, 1964

BRIEF COMMITTEE

(Mrs.) Phillis Ruddell - Chairman

(Mrs.) Ella Connors

(Mrs.) Doreen D. Kaiser

(Mrs.) Sylvia Empey

The Society of Women Only
Greater Vancouver Area

October, 1964

INTRODUCTION

The Society of Women Only is made up of a number of women from all walks of life but all with one purpose in mind -- to better our present conditions and the future welfare of our children.

Our group was formed in hopes that through standing together we would be able to bring about some of the changes that we feel are necessary so that we may provide a better future for ourselves and for our children. We find ourselves either separated or deserted with little or no support from husbands to assist in raising families. Many members receive social assistance. Financially, we are in two groups, as follows:

1. 70.7% of our members receive social assistance with little or no support.

2. 29.3% of our members are working with little or no support.

In this brief we will point out, through our own personal experiences and the study of the Social Assistance Act and the Interpretation Act, that the provisions in the Social Assistance Act are not being carried out in the way we believe that they were intended. In some instances the provisions are not being fully employed.

Quoting from Chapter 360, Social Assistance Act:

"Purpose 3. Social assistance may be granted out of funds appropriated by the Legislature for the purpose to individuals, whether adult or minor, or to families, who through mental or physical illness or other exigency are unable to provide in whole or in part by their own efforts, through other security measures, or from income and other resources, necessities essential TO MAINTAIN OR ASSIST IN MAINTAINING A REASONABLY NORMAL AND HEALTHY EXISTENCE."

From our own actual experiences, we can state that the present
Social Assistance allowances do not permit us to lead normal and healthy
lives. Social Assistance to us means POVERTY. In the United States and
Canada poverty exists when a family of four persons earns below $3,000 per
annum. The present Social Assistance rate for four persons in British
Columbia is $1,764, or one half poverty rate. Poverty leads to malnutrition,
school drop-outs and an inability to help oneself. These conditions cause
mental anguish and undue hardships, and in some cases lead to crime.

Therefore we, of the Society of Women Only, present to the
Government of British Columbia this brief in a simple and uncomplicated way,
according to the best of our ability. We present what we consider sensible,
realistic suggestions and recommendations which we feel, based on our own
personal experiences, will bring about improvement in the health and welfare
services of British Columbia.

RECOMMENDATIONS

The Society of Women Only begs your consideration to the following recommendations:

1. Increase Social Assistance Allowances.

2. Increase the number of Social Workers to provide adequate individual counselling.

3. Establish a Legal Aid Centre to provide free legal aid to deserted wives and mothers.

COMMENTS

We, of the Society of Women Only, are deeply concerned about the ever-increasing cost of living, the increasing number of deserting fathers, and the general breakdown of moral standards in existence today. We comment on our recommendations, as follows:

1. Increase Social Assistance Allowances

(a) We recommend that the cost of living be reviewed annually and social assistance allowances be adjusted accordingly to keep in line with the increasing cost of living. After careful study of the "Vancouver Board of Trade Consumer Price Index," dated June, 1964, and the "Review of Adequacy of Social Allowances," dated November, 1963, by the Community Chest and Council of Greater Vancouver Area, Social Planning Section, we feel that an increase of at least 20% be granted, and in some groups the increase should be higher on a percentage basis, to help us face the ever-increasing cost of living.

(b) There is a need for a list of permissive grants, and exemptions which can be applied to meet individual family needs, e.g., dietary extras, prenatal extras, clothing extras, house damage and repair extras, etc. At present, grants may be obtained for the above, but they are too low and too cumbersome in administration. We find that each is handled in a different manner.

(c) We recommend that the earning allowances be raised to a more realistic and sensible level. The present allowances tend to take away the

incentive of the welfare recipients to improve their conditions due to the fact that the earning power is so low that in most cases trans- portation and babysitting take up more than they can earn.

(d) In the case of separated families, the mother should be allowed to keep the support payments from the father equivalent to the amount she is allowed to earn, without this sum being deducted from her social assistance cheque. We have found that a familiar phrase among the fathers is, "Why should I send you money when the government only takes it off your social assistance cheque? The government has more money than I. Let them support you." We suggest that if the father is allowed to feel he is contributing towards the welfare of his family there would be more fathers supporting their families, especially in the cases where fathers work part-time, or where they have remarried and have additional children to support. Mothers also state, "Why should I try to 'chase' my husband when you (the government) only take away any support money he may contribute?"
This points up the fact that there is a need for a free Legal Aid Centre to provide legal aid to deserted wives and mothers (our Recommendation #3).

(e) We recommend that the brief prepared by the Welfare and Recreation Council Report of the Committee to "Review the Adequacy of Social Allowances," by the Community Chest and Council of Greater Vancouver Area Social Planning Section of November 1963, be given careful consideration. They found that there was still a gap of 10% in 1963,

and we beg that the present government take this gap into consideration
as well as consider the time elapsed since this brief was prepared
(Appendix 1).

2. Increase the Number of Social Workers to Provide Adequate
   Individual Counselling.

   (a) We suggest that you look into the action that is being taken by the
       Burnaby Welfare Department. There they have a Mr. Karpoff who is a
       social worker, working within the Welfare Department. Mr. Karpoff
       handles all cases of desertion that come into the Burnaby Welfare
       Department. Through his actions many families are reunited. It is
       our feeling that someone of Mr. Karpoff's capacity should be within
       the framework of all Welfare Departments (Appendix 2).

   (b) We recommend that you give due consideration to the brief that was
       prepared by the British Columbia Association of Social Workers,
       February, 1964. We would like to draw your attention particularly to
       Recommendation #1, and we quote:

       "Increase the social work staff giving direct service to
       people by a minimum of 30%. This would necessitate
       appropriate increases in supervision and other personnel."

   (c) We feel that only fully qualified social workers should be in a
       position to interview applicants for social assistance. Again, we
       would like to draw your attention to a brief, the "Mothers Only"
       Brief of February, 1963, and we quote:

Item 2 of Recommendation #2

> "Each Public Welfare Worker be relieved of clerical and
> related duties by a competent Clerical Staff, to permit
> full use of her/his capacities as a Social Worker."

Item 3 of Recommendation #2

> "Each Social Worker be responsible for all the members
> of an entire family."

Item 4 of Recommendation #2

> "Each worker make regular home visits for the purpose of:

>   i) determining the proper use of welfare funds.
>   ii) recognizing the problems existing in the homes
>   and to permit counselling or help of the same.
> iii) promoting restoration and/or rehabilitation of
>   the individual."

3. Establish a Legal Aid Centre to Provide Free Legal Aid to

Deserted Wives and Mothers.

After careful consideration to the multiple problems being faced by

the members of our organization, we have come to the conclusion that the

deserted wives and mothers are desparately in need of free legal aid. In many

instances women have been forced into situations because of the lack of legal

aid available to them. We feel that many women on welfare today could have

avoided the pitfalls brought on by inadequate legal knowledge and counselling.

Therefore we recommend:

(a) That a Legal Aid Centre be set up within all Welfare Departments.

(b) That the Welfare Department engage a qualified lawyer who will

be able to give free legal aid to all welfare recipients.

(c) This Legal Aid Centre should be responsible for giving aid in

locating deserting fathers.

We find that a great number of the problems which arise are caused by the lack of information regarding procedures in Family Court. Therefore, we feel that this Legal Aid Centre will be an enormous help in providing the deserted mother with the proper information and guidance as to the proceedings which she will have to follow when she goes to Family Court. We would like to add here that we will endeavour to follow this brief with another brief dealing with the laxness of the present Family Court administration.

Again, we ask you to give our brief your serious consideration. The Society of Women Only is mainly concerned with the deserted wives and their children. We would like to quote Mrs. Katherine R. Collier of the Children's Aid Society, who said:

> "Is it well with the child? For, if it is well with
> the child, the well being of our community, the well
> being of our nation, and of the World can be assured."

APPENDIX E

Chronology and Nature of Work Items, May 1961 - Jan. 1965

	AGENCY PLANNING (directed at special problems of agencies, i.e. reviews, evaluation, "planning opinions", etc.)	SPECIALIZED WELFARE PLANNING (directed at specific problems in special areas, e.g. family and child welfare, group work, health, handicapped, aged.)	COMPREHENSIVE WELFARE PLANNING (directed at all "welfare" needs in the community, i.e. priorities study, local area approach, area development project.)
May 1961 – April 1962	North Shore Neighbourhood House Area Study (Rec. & Grpwk.) *Boys Club of Vancouver - Swimming Pool in Fraserview Unit (Rec. & Grpwk.) Boys Club of Vancouver - Re-Location of Kiview Unit (Sept. '61) Elizabeth Fry Society Application for Membership in Chest (Nov. '61) Big Brothers of Vancouver - Staff Expansion (Dec. '61) Catholic Family Services Homemaker/Housekeeper Services (April '62)	Follow-up on Recreation Services for 16-21 year olds Study (Rec. & Grpwk.) Cedar Cottage Area - Rec. Needs Study (Rec. & Grpwk.) Standards of Practice for Vol. Leisure Time Agencies (Rec. & Grpwk.) South Main Rec. Assoc. (Kool City Club) (Rec. & Grpwk.) Adequacy of Social Allowances Study Follow-up (F. & C. Welfare) (Oct. '61) Cedar Cottage Area Rec. Needs Study (Nov. '61) Brief to Royal Commission on Health - W. & R. Council contribution (Nov. '61) Bill C-84 - Submission to Div. for Guidance of Handicapped re Prov. Rules and Regulations (Nov. '61)	Joint Family Services Evaluation (Rec. & Grpwk.) Priorities Determination Project (April '62)
May 1962 – April 1963	Children's Foundation - Staff Adjustments (May '62) Cedar Cottage Neighbourhood House - Personnel and Service Re-Organization (June '62) Second Mile Club - Future Financing (Sept. '62) Children's Foundation - Establishment of Halfway House (Sept. '62) Alex. Neigh. House - Extension of Services to Skeena Terrace Housing Project (Sept. '62) North Van. Mem. C.C. Assessment of Small Groups Programme (Sept. '62) *North Shore Neigh. House - Project to Service Mission Indian Reserve (Sept. '62) Y.W.C.A. Van. East Branch - Services to Boys & Teenagers (March '63)		Assessment of Juvenile Delinquency Prevention Programmes (Oct. '62) Note: Priorities Determination Project Moratorium on Council Activities (Nov. 1962 - Jan. 1963)
May 1963 – April 1964	Our Lady of Mercy Home - New Programme (May '63) North Shore Neigh. House - New Building Plan (April '64)	Mental Health Services to Children and Adolescents - Position of Council (Dec. '63) Need for Day Care Services - Strathcona Area (Feb. '64)	Area Services Development - Woodland Park (Jan. '64) Development of Local Area Approach (March '64) Area Services Development - Sunrise Park (April '64) Joint Meetings with Police Dept. re Juvenile Delinquency Prevention (April '64)
May '64–Jan. '65	Cedar Cottage Neigh. House - New Facility Plans (June '64) Kiwassa Girls Club - Personnel Problems & Future Prog. (July '64) Big Brothers of B.C., Van. Br. Staff Expansion (Nov. '64)	Study of Day Care Needs in Greater Vancouver Area (May '64) Conservation & Acquisition of Outdoor Recreation Resources (Joint Committee with Health Council) (Jan. '65)	Area Services Development - Little Mountain, Riley Park (Jan. '65)

KEY: Final Report Made on Work Assignment Completed (underlined)
No Final Report or Official Completion - inactive (dotted underline)
Active Work Item (not underlined)
* Discontinued at Request of Agency

COMMUNITY CHEST AND COUNCILS OF THE GREATER VANCOUVER AREA

A LOCAL AREA APPROACH

A MODEL FOR CONCERTED INTERVENTION TO ACHIEVE
MAXIMUM IMPACT ON COMPLEX SOCIAL PROBLEMS

A Local Area Approach would consist of "Dividing urban areas into agreed upon geographical units for the purpose of concerted intervention by the community's change agents":

Definition of "Agreed Upon Geographical Units"

Would represent a subdivision of the urban area into local areas whose boundaries would be recognized by the majority of change agents for purposes of intervening on a concerted basis.

Definition of "Concerted Intervention in a Local Area"

A process in which a number of change agents combine their efforts to effect planned change in a designated geographical area.

Two perspectives are possible:

a) Concerted intervention employing the three methods of social work (work with individuals, groups and communities) in an integrated manner.

b) Concerted intervention combining integrated social work methods with those of other change agents in the community (public health, physical planning, education).

Definition of "Change Agents"

All those institutions directly involved in the process of social intervention and the effecting of change – including those concerned with research, planning and direct service provision. (Direct service provision consists of direct services to individuals, to groups and to communities.)

The Local Area Approach would involve the following functions:

1. Determination of agreed upon geographical units (local areas).

2. Selection of local areas for priority intervention.

3. Development of appropriate local planning structures.

4. Analysis of the immediate needs of the area and initiation of short-term programs.

5. Detailed research and analysis of the social characteristics of the area, its people, its institutions, etc., to reveal its major social problems, and its strengths and weaknesses.

6. The establishment of goals for desirable changes.

7. The design of concerted action programs and procedures to achieve these goals.

8. Implementation of program procedures.

9. Evaluation of concerted intervention results.
   (Then feed back to 6.)

These functions are not necessarily carried out in chronological order but form part of a process in which, for example, research, the formulation of goals and beginning implementation may all be occurring at the same time. Such a process could be initiated by involving local area residents and groups right from the beginning in gaining information about the area.
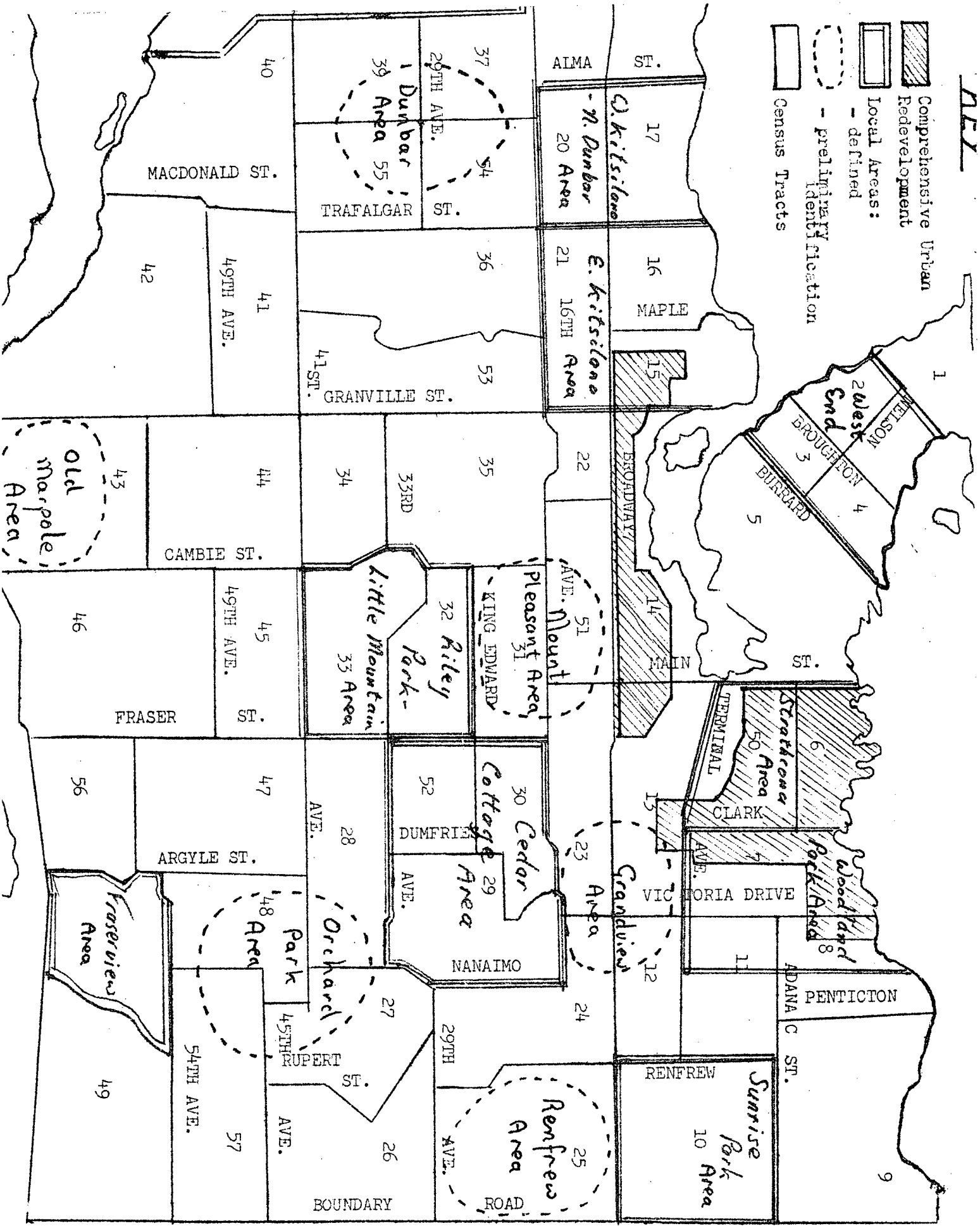
APPENDIX H

INTERVIEW SCHEDULE

I Problem Identification

   1. What concern brought your agency into involvement with the Sunrise
       Park Area Organization?

   2. Did you have any personal concern in your professional capacity?

   3. What do you consider identified the problem?

       - Was it one agency or person or a complex of agencies?

   4. How was the problem identified?

   5. Was the extent of the problem verified? If so, how?

   6. Was the nature of the problem identified? If so, how?

II Goal Determination

   1. What type of change was planned? Was it policy, structure, etc?
       Were considerations of cost taken into account?

   2. Do you consider that the suggested change related to the concerns
       expressed?

   3. Who suggested the change? Agencies, representatives, individuals,
       community representatives? How was the change suggested?

   4. Who was seen as the prime target for change? Were there any
       secondary targets?

   5. What was your estimate of the vulnerability of the target to
       change?

APPENDIX J

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