A COMPARATIVE REVIEW

OF THE PROGRAMME OF A NEIGHBORHOOD HOUSE

AND A COMMUNITY CENTRE WITH REFERENCE TO

THE IMPLICATION FOR PUBLIC-PRIVATE COOPERATION

by

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Abstract

In an attempt to prove that cooperation between a public and a private agency will give a more efficient recreational programme for a specified area, the study, although strictly limited, investigates the area, and membership distribution at Alexandra House and Kitsilano Community Centre. After stating the function of a public and a private recreational agency, and describing three experimental programmes, the historical development and administration of the two agencies is outlined. Next, the study analyses the Junior teenage programme of Alexandra House, and the teenage programme at Kitsilano Community Centre on the basis of facilities, activities, leadership and programme development.

The method used was to study the records of the respective agencies with particular reference to the teenage programmes mentioned. Programmes exhibiting cooperation in other cities were also studied with a view to their application to the local scene. Interviews and discussions with officials followed. The writer also drew upon his personal experiences as a social worker at Alexandra House.

The study reveals facts which are important to the conclusions drawn and the recommendations made. Namely, that the area known as "Kitsilano" has not been defined, that transiency on the part of membership effects the programme, that Kitsilano High School is a common meeting ground for members of both agencies, that patterns of cooperation on the part of public and private agencies is possible, that Alexandra House, being an older agency than Kitsilano Community Centre, has worked through some of the problems facing the Centre, that administratively the two agencies are quite different. The analysis of the respective programmes points up that the two agencies are meeting the recreational needs of a large number of teenagers in different ways but that gaps in services do exist.

The conclusions drawn are that the two agencies should cooperate in instigating research: to define the "Kitsilano" area, to ascertain the needs of the area in definite terms, to establish the division of labour between a public and a private agency, and to interpret a total programme of services to the public. It is further recommended that patterns of cooperation should be established along the lines of the Cleveland experiment, the Los Angeles Youth Board, and the New York City Youth Commission.

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CHAPTER I

INTRODUCTION

It is an established fact that the amount of
leisure time available to most people living on the North
American Continent is on the increase. Because of this in-
crease, many large cities on this Continent have been en-
deavoring to adjust unplanned facilities to meet the rec-
reational needs and desires of residents, or have suffered
the results of failing to meet them.

On the West Coast, particularly since World War II,
communities are growing extremely rapidly. Vancouver lies
in this category. Not only is it growing steadily, but its
future growth is immeasurable. The time for the integration
of present recreational facilities and the planning of all
future ones is the present. Costly mistakes and overlapping
of services must be avoided by planning.

Unfortunately there does not appear to be, in most communities, sufficient recognition by the residents of the importance of having planned leisure time services available to meet inevitable recreational needs. The demands, therefore, by many communities for recreational staff, facilities, and programme remain unfulfilled. Other communities have been fortunate in that their recreational leaders, having foreseen the demand, have planned accordingly. Low budgets though have commonly restricted the implementation of such planning.

Situations and developments in other communities can be studied with much benefit but, every local situation should be appraised on its own merits and recreational needs judged accordingly. This appraisal

> "is the responsibility of all agencies offering recreational services (in that area) and requires the participation of representatives of the general public as well."[1]

Public and Private Responsibility. Most people do not appear to differentiate between services offered by a public or a private agency. They simply want service and facilities - basketball, badminton, painting, singing, a place to meet. However, certain fundamental differences do exist between public and private recreational agencies

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[1]McDowell, John, "Public-Private Responsibilities for Recreation Services," Recreation, N.Y., National Recreational Association, Vol. XL VIII, (February, 1954), p.79.

and leaders in the recreational field are stressing the fact that there is a great need to interpret to the public the total programme of services available. Many of these differences will be considered in the present study, and an attempt will be made to show further, that in order to meet the many needs of the public, there is a case for integration.

Historically, services for leisure time activities have been offered by both public and private agencies. Public agencies, such as Parks Boards, have provided playgrounds, tennis courts, parks, and playfields for soccer, rugby, etc. Private agencies such as the Y.M.C.A., Y.W.C.A., Boys Clubs, Boy Scouts, have provided a more specialized type of service. Within this overall picture of recreational services, community centres have developed, generally, as a public service. Local communities have felt the need for a gymnasium, or a concert hall, or a swimming pool, and through the work of interested individuals and groups in the community, the need has been met. Some governmental funds however, usually have been necessary to finance long-term operation and maintenance.

Neighborhood centres have been developed as a rule in slum areas, where there were no recreational services available at all, and little incentive to obtain any. Private monies have been forthcoming to finance and support

these agencies, usually from the Community Chest and Councils. Houses have been converted into recreational centres and programme adjusted to fit the space available. Not only was it necessary, however, to provide recreational services, but also, aid had to be given to the local community in combating poor social conditions, both in the case of individuals and families, and in the case of community groups.

There is much need for clarification in regard to the function of a public and a private recreational agency. This is discussed in detail in Chapter II. In any case, both types of agencies are providing recreational services and the

> "ideal relationship is one of teamwork in studying the community, its needs and resources and resulting in the best possible recreational opportunities" for the residents[1]

Furthermore, this teamwork should be coordinated in the matter of interpreting recreational services to the public, so that each type of agency supports the other.

In theory, the function of a Community Centre is to provide facilities for all groups. In practice there must be a limit to the number of groups who are able to use the building without the whole quality of the programme suffering, and with consequent dissatisfaction on the part of

[1] McDowell, _Recreation,_ (February, 1954), p.79.

the local residents. Boards and staffs of community

centres have a responsibility to the local residents to be

sensitive as to when the point of maximum service is

reached, and then to act accordingly.

In contrast to public agencies, private agencies

generally tend to serve a selected clientelle. Neighbor-

hood centres usually are selective through the method of

defining the limitations of membership; the boundaries of

service; and the clientelle who they will serve. These

points will be discussed in greater detail in relation to

the two specific centres under consideration.

Facilities and programme leadership in the two types

of agencies are usually quite different. The newer com-

munity centres are planned recreational buildings; the

neighborhood centres as a rule are converted houses or

buildings. Because of the large number of participants in

community centre programmes, the staff is generally com-

prised of persons trained in "mass" activity leadership such

as is provided in physical education and recreational cour-

ses. It does not as a rule, however, include preparation

for providing intensive leadership for disturbed individ-

uals or difficult groups.

Neighborhood houses favour a staff trained in social

group work. Thus they are able to offer a more individual-

ized and intensive programme to members whose special needs

cannot be met by normal recreational services. This does
not imply that all of the membership of neighborhood
centres need intensive service, but the percentage of dis-
turbed individuals and groups probably would be higher in
an area facing the many social problems of slum or semi-
slum conditions. At the same time, community centre staffs
are concerned about members who disturb programme to a high
degree, and aside from an occasional interview, there is
little that they can do except bar the members from further
participation in agency programme.

Focus of the Study. As the area known as Kitsilano
has not been defined by any responsible body, boundaries
for the purposes of this study, have been established so
that both Kitsilano Community Centre and Alexandra Neighbor-
hood House are included. Kitsilano, in the western section,
represents a publicly supported agency; Alexandra Neighbor-
hood House in the eastern section represents a privately
supported agency. This study examines the historical de-
velopment of the agencies; their administration and method
of financing; the respective roles of the agencies in the
area defined; and analyses one programme as broadly rep-
resentative of the total programme. Examples are given of
similar situations in various parts of the continent, where
cooperation in various forms has proven beneficial to all
concerned. Conclusions are drawn as to the means whereby

services and programme might be integrated between the two
agencies to the benefit of the total community.

Limitations of the Study. The study is limited to
two agencies, namely Alexandra Neighborhood House and Kits-
ilano Community Centre. Boundary lines have been shown as
set by the School Board, the civic Electoral officer and
Alexandra Neighborhood Board of Directors. The Junior teen-
age programme of Alexandra House and the teenage programme
of Kitsilano Community Centre have been analyzed as repres-
entative of the total programme of both agencies. Material
on Kitsilano Community Centre was gathered from interviews
with the Director and President of the Board of the Kits-
ilano Community Association. The only written material made
available was the statistical reports sent in to the Parks
Board office, and the annual reports of the Director for
1953 and 1954.

Material was plentiful at Alexandra House because
records are kept by all staff personnel and these were
freely consulted.

Method of Investigation. The method of investigation
was to study published literature, review the available
records of the respective agencies, consult with the Direct-
ors of Kitsilano Community Centre and Alexandra Neighborhood
House, and the President of the Association Board. In ad-
dition, the writer drew upon his professional experience as
a staff member of Alexandra Neighborhood House.
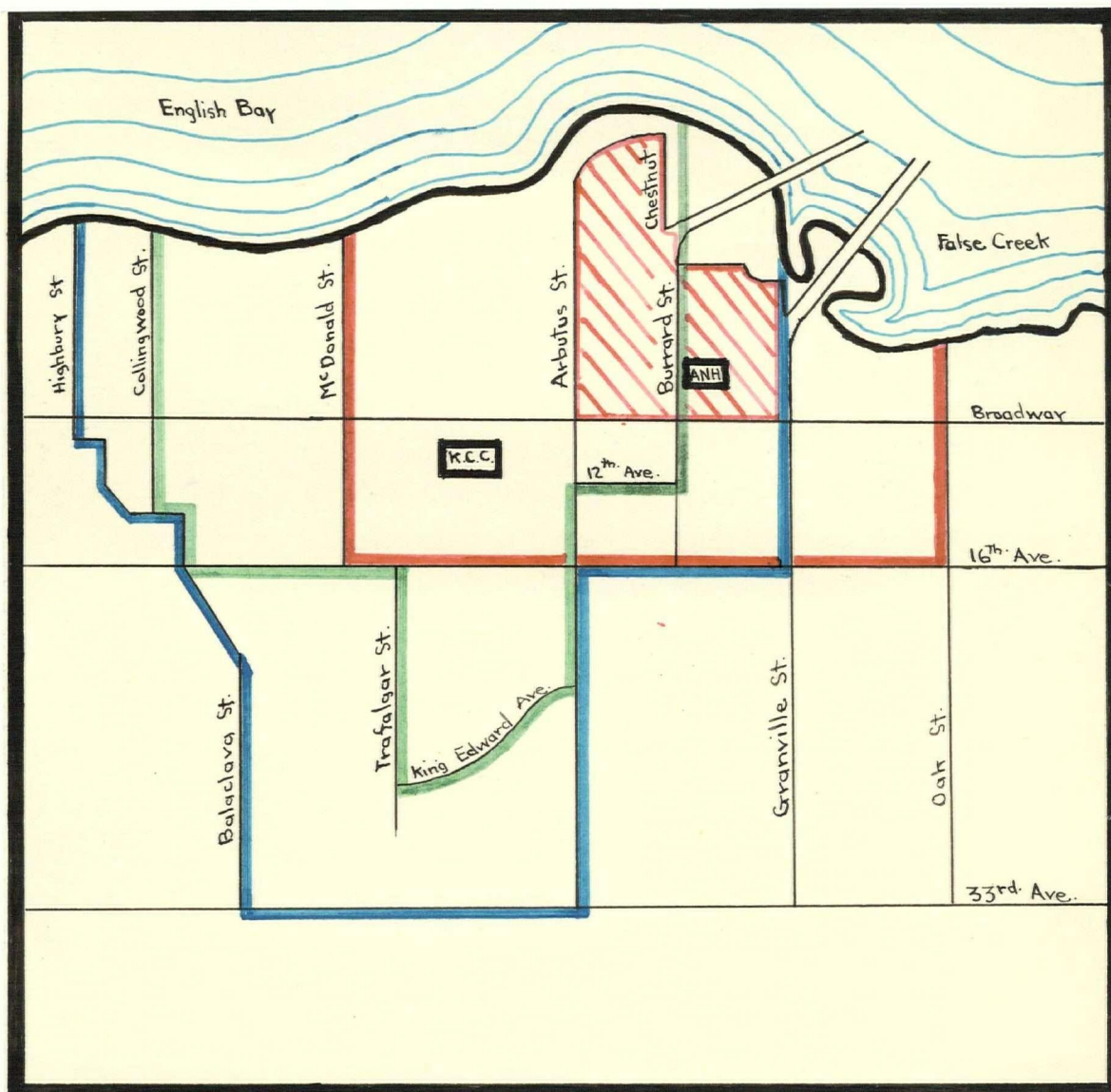
Map. No. I

Boundary Lines of:

Alexandra Neighborhood House
cross-hatched section
"effective" area   RED
Kitsilano Community Centre

By-Law voting area   GREEN
Kitsilano High School   BLUE

The Setting of the Study. The setting of this study lies in a section of Vancouver City commonly known as "Kitsilano" -- which has not been defined by any recognized body, such as the Vancouver Town Planning Commission. For purposes of this study, however, it was necessary to establish some boundaries. Map No.I shows three such boundaries; the blue line is the boundary line of the area served by Kitsilano High School, as defined by the Vancouver School Board. The green line is the boundary line of the polling area involving the residents who voted on local improvement By-law no. 3213 of the City of Vancouver "for borrowing the sum of $50,000.00 towards the completion of the construction and the furnishing of the (Kitsilano) Community Centre" -- thereby agreeing to pay taxes for twenty years covering the amount. The red line is the defined area of membership acceptance of Alexandra House, as laid down by the board in 1948. The cross-hatched portion is the "effective" area for junior (6-12) membership. This is defined as "effective" because the agency is blocked by main arterial roadways which many parents refuse to let their children cross, but which do not necessarily effect teenagers or adults. The two agencies are marked.

Historically Kitsilano is one of the oldest parts of Vancouver. Although many of the old houses have been demolished, and have been replaced by apartment

buildings, a large percentage still remain standing. Modern imitation covering has enabled some of these to present a pleasing exterior while others visibly show their age. This is particularly true of the eastern section of this area, toward Granville street and below Broadway.

The survey of the Vancouver Housing Association in May of this year in the area bounded by Burrard Street, Broadway, Commercial Drive, and Burrard Inlet, contains part of the area of importance to this study with particular reference to Alexandra House, namely: Broadway, Burrard, Oak, to the Inlet. The findings of this survey indicate that there is a high rate of tenancy turnover and that

"most of the tenants appeared to regard their accommodation as a temporary make-shift until they could find something better. Only 15 per cent expressed themselves as satisfied with their accommodation as a permanent home. Of the remaining 85 per cent the majority were anxious to move immediately if they could find better accommodation at a rent they could afford, while a limited number were satisfied to remain where they were until their employment or financial situation was clearer."[1]

In conclusion the survey noted that:

"The great bulk of accommodation covered by the survey is unsuitable for family living whether by reason of inadequacies in the buildings themselves or because of environmental factors. Many of the buildings should come down in any case within the next few years to make way for other uses."[2]

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[1] Survey of families with children living in shared accommodation, Vancouver, B.C., Vancouver Housing Association, 1954, p. 4.
[2] Ibid., p. 7.

Kitsilano
Beach

Cornwall

False
Creek

Outside Area
26.1%

7.4%

4th Ave.

8.4%

34.5%

■ A.N.H.

4.6%

Broadway

MacDonald St.

Arbutus St.

9.3%

Granville St.

9.3%

Oak St.

16th Ave.

II

<u>Map. No. 2</u>   DISTRIBUTION OF TOTAL TEENAGE MEMBERSHIP AT ALEXANDRA HOUSE
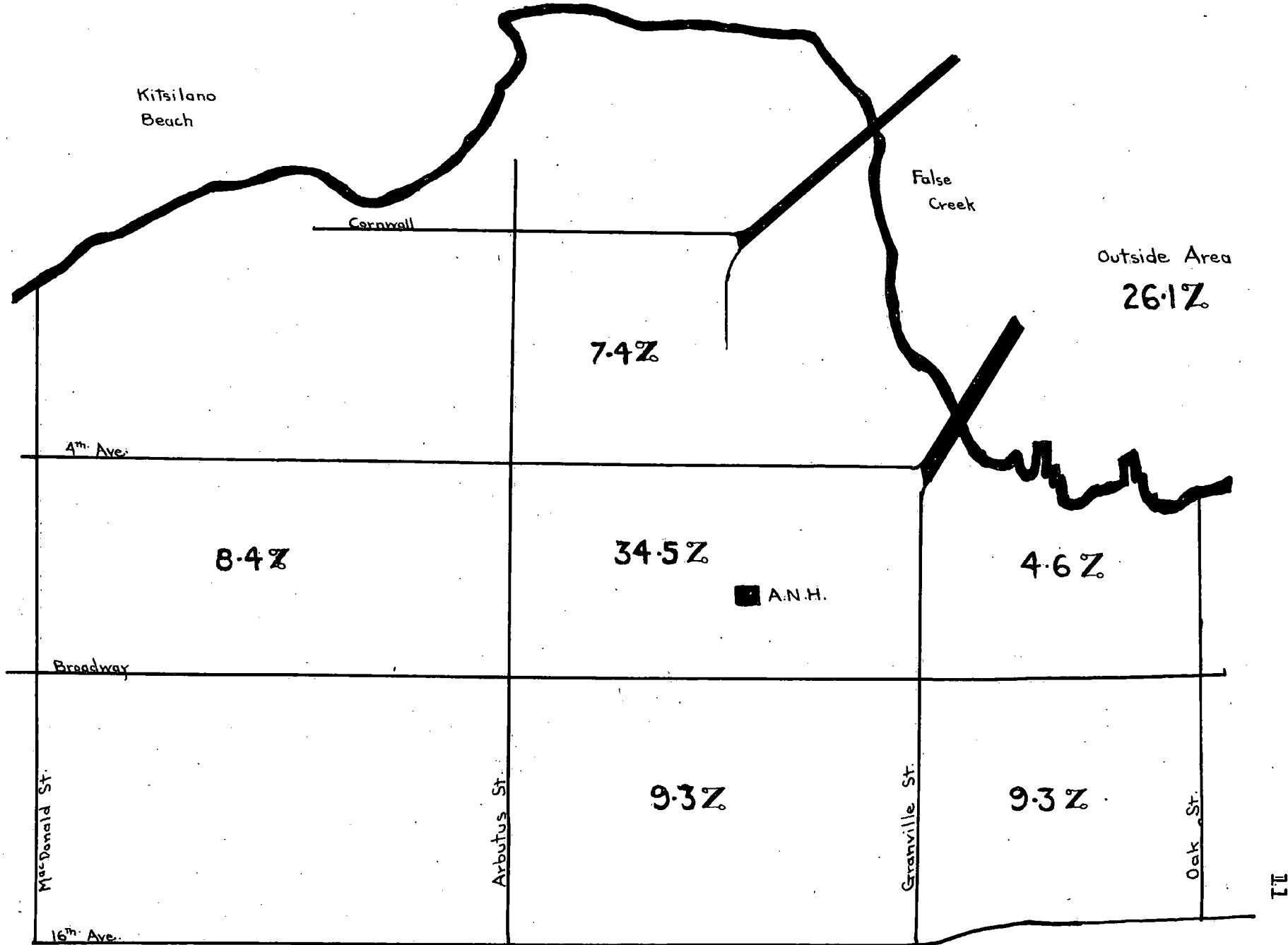
Westward beyond Arbutus a more permanent residential area develops. Lawns in front, and gardens in the rear surround well-kept houses. Apartment blocks are numerous and more are being built. The sections above Broadway, and below fourth near Kitsilano Beach, are much the same -- all giving a substantial, permanent appearance.

In summary, the setting of this study is an area of diversified social and economic conditions ranging from slum conditions with few, if any, conveniences, to every modern convenience in a modern apartment block. Business and commercial interests are replacing much of the old housing and this trend is likely to continue. To cover this setting in any detail is beyond the scope of the present study.[1]

Membership Distribution. Map. No.2 shows the distribution of the total teenage membership at Alexandra House. Thirty-four point five per cent come from the immediate vicinity of the agency, thirty-nine per cent come from areas within walking distance of the agency; making a total of seventy-three point five per cent of the members from within the defined area of membership.

The distribution of membership at Kitsilano Community Centre is unknown but probably the pattern is not

[1] Note - See Cobbin, Allan, Orientation Surveys in a Changing District, Unpublished Master's Thesis, The University of British Columbia, Vancouver, B.C., 1954.

dissimilar to Alexandra House. The close proximity of
Kitsilano High School, plus the fact that the gymnasium is
used by the School undoubtedly influences attendance at the
Centre. For example, some members finish a gym class at
three o'clock and thus are already in the Centre. The
Director also reports that there are a few teenagers
attending for basketball who come from King Edward, Lord
Byng, and Fairview High Schools. The apparent stability
of the area around the Centre probably would tend to pro-
duce a similar stability in attendance at the Centre.

CHAPTER II

THE FUNCTION OF PUBLIC AND PRIVATE

RECREATIONAL AGENCIES

Chapter I noted the reasons for, the limitations, the
method of investigation, and the setting of the study. This
chapter deals with the functions of public and private rec-
reational agencies, and illustrates, as a background, pat-
terns of cooperation in other cities.

As a preface to discussing the function of public and
private recreational agencies, it would seem to be helpful
if the basic differences of the respective functions were
outlined.

In an article entitled: "The Respective Roles of
Governmental and Voluntarily Supported Social Work," Arlien
Johnson points up these differences most succinctly. In
summary form they are as follows:

Basic Differences

    1. Philosophy and Motivation. When a governmental
    unit, such as a city council, provides a public
    service, it becomes "a right to which recipients
    may lay claim" and is rooted in social justice.

    When private auspices give voluntary support to
    the establishment and maintenance of a private

service it is rooted in human nature.[1]

2. <u>Legal Basis</u>. A public agency "must provide for all who are eligible under law as well as for those whom no other agency will make provision."

A private agency "derives from the tradition that the state encourages and protects charitable trusts that are in the public interests."[2]

3. <u>Accountability</u>. A public agency exists by virtue of the will of the people, having been created by the elected representatives of the people, and is reponsible to the electorate. Therefore it is constantly open to scrutiny and criticism.[3]

A private agency is accountable only to its donors.

4. <u>Administrative Methods</u>. Administration in a public agency is impersonal, tending to be standardized, and due to its political nature, tentative.

Administration in a private agency tends to be personal with board and staff being quite familiar.[4]

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[1]Arlien Johnson, "The Respective Roles of Governmental and Voluntarily Supported Social Work," <u>Social Service Review</u>, vol. 22, no. 3, p. 300.

[2] <u>Ibid</u>., p. 303

[3] <u>loc</u>. <u>cit</u>.

[4] <u>Ibid</u>., p. 304

5. Source of Funds. Funds for a public agency are appropriated by legislative bodies annually.

Funds for a private agency are collected through appeals such as the Red Feather canvass of the Community Chest and Council; or by appeals for specific purposes such as Cancer Research.[1]

Function of Private Recreational Agencies. Private agencies exist because an individual or a group of individuals are aware of a problem, wish to do something about it and supply the necessary funds to do it. Historically, the focus was on the "less fortunate citizen." To-day the focus is on inadequacies of social welfare. The change in emphasis reflects raised standards of living and greater economic security on the national level.

Traditionally the private agency has a limited programme serving a selected clientelle. The factor of selectivity enables private agencies to remain flexible and encourages them to experiment with their programmes in meeting the recreational needs and desires of their membership. Consequently they often prove a source of inventiveness and an example in effective programming for the public agency. Similarly, the development and demonstration of methods

[1] Ibid. p. 305

that make service effective is a private agency function.
The development of intelligent public opinion in support of
those services which only government has power and resour-
ces to provide (such as community centres) is also a private
agency function.[1]

The function of a private agency, therefore, is con-
ditioned by its source of funds and by its ability to sel-
ect its clientelle. Administrative flexibility enabling it
to experiment in programming and thus invent, develop and
demonstrate methods that make services effective are basic
private agency functions.

As Mr. Harry Sorotkin emphasizes:

"Private agencies have the responsibility of
providing for their clientelle services which meet
needs and express values not provided, or not suf-
ficiently provided, through public agencies, inso-
far as their financial support permits. They
should emphasize expenditures for leadership which
provides personalized continuous association in a
well-rounded programme which serves to enrich the
individual and to lead to progressively higher lev-
els of experience. They should develop experiment-
al techniques in frontier areas which may later be-
come proved, accepted and popularized to the extent
that public expenditures for them can be secured."[2]

The Nature of a Neighborhood House. The type of
private agency that this study is specifically concerned
with is the neighborhood centre or as it is historically

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[1] Ibid., p. 309.

[2] Sorotkin, Harry, Criteria for the Evaluation of
Agencies Recreation and Informal Education, Pittsburgh 19,
Penn., Group Work Division, Health & Welfare Federation of
Pittsburgh & Allegheny County, 1953, p. 8.

known, a settlement House.[1] Neighborhood centres are

essentially family agencies and one of their functions is

to act as an integrating force in neighborhood relation-

ships. They should provide and emphasize group experience

for the family. As pointed out by the National Federation:

> "....our most decisive concern should be neighbor-
> hood life and its development. We are concerned
> with strengthening family life and therefore we
> work with all age groups. We are concerned with
> strengthening of relationships among community
> groups of different cultural, economic, religious,
> and racial backgrounds. We are concerned about
> the relationship of the neighborhood to the whole
> community."[2]

These writers further emphasize that:

> "A settlement fulfills its purpose by providing
> the opportunity for a variety of individual,
> group, and intergroup experience for people of
> all ages, regardless of race, creed, nationality,
> or political belief, living in a circumscribed
> geographical area...."[3]

It is also pointed out that these objectives coincide with

the objectives of professional social work and such pro-

fessional training is therefore recommended for all staff.

Alexandra House is affiliated with the National Fed-

eration of Settlements, and because of this affiliation the

above statements are particularly pertinent. For example,

Alexandra House, in both policy and practice emphasizes

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[1] Neighborhood House and Settlement House is used
synonimously in this study.

[2] Jean Maxwell, and John McDowell, We Believe, N.Y.
National Federation of Settlements and Neighborhood Centres,
1950, p. 1.

[3] Ibid., p. 1.

expenditures for leadership. The agency endeavors to serve a given area, and does actually serve small groups and enable them to experience an ever enriching programme. The agency employs a full compliment of professional social workers who are cognizant of the changes taking place in the area, and who have adapted programme in accordance with the effects of these changes. Moreover, the staff is well versed in the Settlement House philosophy and is endeavoring to implement this philosophy through the agency programme.

On the other hand, Alexandra House has a problem common to a large number of settlement houses in North America. It is trying to serve an urban residential area which is slowly disintegrating because of the infiltration of business and industry, and which is being cut up into segments by arterial traffic ways.

The characteristics of the area served by Alexandra Neighborhood House have already been described in Chapter I, and these particular factors are clearly related to the function of the House. In the first place a good number of people still reside in the area. They require service and they should continue to be given service. In the second place there are areas of need within a few blocks of the agency but dangerous arterial street crossings deter residents, particularly children, from coming to the House.

There are indications therefore that one of the future

service frontiers of the House will be to go out to those

areas of need and to provide a recreational programme, and

to do community organization in the locality. The House

could be used as a base of operations. The evolution of

the Henry Hudson extension programme[1] is an example of

the ability of Alexandra House to carry out the type of

work suggested.

In the third place there appears to be a consider-

able apathy in the eastern section of the Kitsilano area

toward leisure time services provided to the community.

The research to date seems to indicate that transiency is

an important factor in this apparent lack of interest.

The role of Alexandra House then appears to be to

provide services for those residents remaining in the area

adjacent to the building; to expand the extension type of

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[1] The Henry Hudson programme began as an experimental
project in 1950. At that time Alexandra House staff recog-
nized an area of need in the immediate vicinity of Henry
Hudson School. It was decided to experiment with a 6-12
year old girl's programme only. After negotiating with the
Vancouver School Board, permission was granted to use the
annex, an old unused school building on the grounds of the
school. One professional worker and two social work stud-
ents spent one afternoon a week developing the programme.
It has subsequently developed to the point where the need is
now seen for a half-time worker to serve the area, and to
develop a full slate of programme for other age groups, on a
daily basis.

service to those areas being isolated by arterial traffic ways and industrial development; to work in cooperation with Kitsilano Community Centre towards the integration of programme and the delineation of respective functions and services.

Function of Public Recreational Agencies.   Public
recreational agencies have developed out of the need of
the people as a whole to have recreational services and
facilities provided for them. Such facilities as parks,
playgrounds, tennis courts, swimming pools and playfields
are provided out of tax funds. A public agency exists by
the action of a legislative body such as a city council.
The services it provides tend to become accepted as common-
place by the people and uniformity of administration and
benefits are expected by the sponsors. Often public
agencies may lack a clear mandate as to its responsibility
and confusion results among staff and board. Public agen-
cies are unable to make exceptions for individual activity
due to the large number it has to serve.[1]

The function of a public agency, therefore, is con-
ditioned by its source of funds, and by its inability to
select its clientelle. Uniformity of administration is
expected as it endeavors to serve everyone.

Kitsilano Community Centre operated by the Van-
couver Parks Board in cooperation with the local Community
Centre Association is a public agency with a large regular
program catering to all age groups. It answers innumerable

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[1] Johnson, Social Service Review, vol.22, no. 3,
p. 308.

appeals for meeting space. For example, the Burrard Lions
Club, the Kitsilano Chamber of Commerce, the Kitsilano
Parent Teachers Association, meet there regularly.
Bazaars, fashion shows, community dances, music festivals
are held in the building. All of these activities point to
the practical function of the agency--to provide a place
for groups to meet, and to sponsor mass activity and spec-
tator types of programme. Such activities do not require
intensive leadership from the agency staff but usually pro-
vide leadership from within the sponsoring organization.

Leadership however, must be provided by the agency
in order to give direction and focus to the functioning of
the agency. It is important to know for example, whether
outside groups are tending to crowd out membership groups
for available space. Are a group of teenagers from some
distant area using the building when local groups are want-
ing to use it? It is also important for the agency to know
whether the programme is meeting the interests and satis-
fying the needs of the residents in the community. There
should also be knowledge on whether local community resi-
dents have a clear recognition of their rights and responsi-
bilities in the operation of the agency. The obtaining of
such knowledge is necessary to develop and to focus the
proper functioning of any agency, and it requires time and

effort on the part of all of the interested and available leadership in the community. The small, two-member staff does not have sufficient time to analyze the role the centre is playing in the community or to certify the point that such analysis may be needed.

Another point of consideration that influences the function of this community centre is the size of the area served. Kitsilano has not a defined area of service, yet the residents who are paying taxes for the upkeep of the centre lie within a defined area as laid down by Vancouver City by-law #3213, and as shown in map. no. I. Also, as there is a maximum degree of service determined by the size of the building, certain priorities must be set. Should the centre simply serve everybody who comes from everywhere, until all of the space is taken or being used? Or should it serve the local residents (who should be its vital supporters) on a preferential basis? If people from other parts of the city find it necessary to use the centre regularly to the disadvantage of the local residents, it probably indicates that they need some assistance in establishing a community centre in their local area.

It lies within the function of Kitsilano Community Centre therefore to give primary service to the people in the area and to study the attitudes and ideas of these

residents towards the operation of their community centre.

Recreation, Group Work and Informal Physical
Education. As part of their function, both Alexandra
House and Kitsilano Community Centre have common concern
with the recreation of their respective participants.
Recreation may be defined as anything that a person does
for enjoyment, where the real emphasis is on the doing
rather than on the final result. The gymnasium programme
of both agencies, where the emphasis is on the participants
having fun while they learn, is a basic example. There is,
however, a difference between the aims of these respective
programmes and the methods used to achieve these aims.

Kitsilano Community Centre stresses the informal
physical education method. Kindelsperger has defined
physical education as

> "...a method of using the body as a means of
> expression whereby the individual achieves a
> sense of physical well-being through the pro-
> cess of either individual achievement or
> through participating in a structure of rela-
> tionships to others."[1]

With such a background, this method has usually been
associated with the school system. However, its use is in-
creasing in many informal educational agencies in the social
welfare field, and in other fields. The function of the

[1] Kindelsperger, Kenneth W., "Common Objectives of
Group Work, Physical Education and Recreation," The Group,
New York 22, American Association of Group Workers, vol.16,
no. 3, (February, 1954), p.16.

particular agency will determine the extent to which this method is used. It is used intensively, for example, in the Y.M.C.A., and in the Boys' Clubs. It is noteworthy that most of these types of agencies have space for facilities which encourage physical expression through active games such as basketball.

At Alexandra Neighborhood House, which does not have the facilities, the stress is on guiding and encouraging "individual achievement..(and) participation in a structure of relationship to others." This is achieved through the use of the group work method.

> "Group Work is based upon the assumption that there is an inevitable process of social interaction that begins whenever a number of individuals are collected together around a common purpose. Each individual brings into the group a basic personality structure which has an impact upon the other members of the group. As a result of this impact certain observable group processes begin."[1]

As a consequence, therefore, social group work is defined as:

> "A process and a method through which group life is affected by a worker who consciously directs the interacting process toward the accomplishment of goals which...are conceived in a democratic frame of reference."[2]

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[1] Ibid., p.16

[2] Wilson, Gertrude, and Gladys Ryland, Social Group Work Practice, New York, Houghton Mifflin Co., 1949, p.61.

AND

".....individuals in (such) groups...are
helped by a worker to relate themselves to
other people and to experience growth op-
portunities in accordance with their needs
and capacities."[1]

The social group worker is always aware of two factors
when programming. The interaction of the members as they
participate in the programme, and the results of the pro-
gramme on the interaction of the members. At no time,
however, does the activity become more important than the
individual or the group. For the membership to develop
social relationships, small groups are considered most
fruitful.

The social group work method (as does the informal
physical education method) uses many recreational activi-
ties in its programming -- arts and crafts; dramatics;
team sports; and singing, for example. This method stress-
es, however, participation in group life as the basis for
individual maturation. As the physical education and group
work methods are both methods of working with people, they
are both adaptable to many fields. The group work method
is becoming increasingly used in hospitals, psychiatric
clinics, business, and industry, and in community organiza-
tion.

Therefore recreation, physical education, and group
work are related terms, with recreation--the things that

[1] Trecker, Harleigh, Social Group Work, New York,
The Woman's Press, 1948, pp. 8-9.

people do--forming a basic aim for the participants, and informal physical education and group work being complementary methods of achieving that aim.

Socially Inadequate Members. In both public and private agencies there are members whose conduct raises questions in the minds of the staff. They seem to prefer to be alone and not to join a group activity, or they are so boisterous, if they are in a group activity, that they disrupt the programme. Sometimes they act as single individuals, at other times they act in small groupings. In either case they appear to represent a socially isolated individual or group. Nevertheless they have to be handled within the function of the agency.

Social isolation as a rule is a symptom of a personality disturbance based on fear of allowing other people to enter the life of an individual or group. Such people do not respond to attempts to draw them into activities; neither do they allow any relationships to be established between themselves and a leader. In some cases they are not ready for a group experience and cannot be helped in a recreational setting. They need individual help through treatment services, such as case work or psychiatry, to engender sufficient trust in themselves and in other to overcome their fear of being hurt. In other cases some people appear to lack interest in participating socially

because they are absorbed in solitary concerns of their own, such as music, science, or art. Such persons are not necessarily emotionally disturbed but on the contrary may be highly intelligent or talented, and exceedingly curious about certain subjects through which they find abundant means of self-expression. This type of isolate must be differentiated from the socially inhibited neurotic personality whose surface behaviour may appear similar. If it is possible to encourage such people to share their interest with the group, the first step may be taken for them to lead a more socially satisfying life.

Again, there are the socially ineffective people who are noisy, arrogant, boastful--desiring by such means to gain recognition and attention. They are deeply insecure and constantly use the wrong means to accomplish their desires. The group members recognize these people only as a source of annoyance--and such a negative approach further deprives them of the warm relationships of friendship that they are basically seeking. Isolation therefore, whether mild or severe, should be recognized as a sign of retardation in social relationships which nevertheless can be overcome. The measure of help needed depends upon the complexity of the causes.[1]

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[1] Coyle, Grace L., Group Work with American Youth, N.Y., Harper and Brothers, 1948, pp.122-125.

Groups at Alexandra House contain many varieties of individual problems and the staff are trained to identify such problems. Within the framework of the group, aid can be given to some who tend to be isolates. The administrative structure, as will be outlined, is geared to give such service. However there are some attendees who are unable to fit into a group because they are too deeply disturbed to accept either group or agency limitations. Members of the staff attempt to aid such attendees by trying to get them to face up to the reality of their behaviour in terms of their social relationships. If they succeed and the attendees ask for help, and are willing to accept it, then referral procedure to a casework agency can be instigated. Group workers do not give the intensive individual service needed for such cases. If, on the other hand, the attendees refuse to accept the offered aid, then the agency has no alternative but to restrict their participation.

Volunteers are not expected to correct severe cases of isolation, but are given understanding of the dynamics behind it, and in milder cases are encouraged to work with them, under supervision, to the best of their ability.

Some groups at Kitsilano Centre contain the same type of individuals and the above referral services are also available to the staff of that agency, if they are needed.

Whether in a public or private agency, socially in-adequate members need special attention if they are to bene-fit from attendance.

Part II

Patterns of Cooperation

Cooperation between public and private agencies is not a new idea as it has been operating successfully in various parts of the continent for some years. To-day authorities in the recreational field are beginning to stress the importance of agency cooperation and the presentation of a united front and a unified programme if better services are to be offered. Three different patterns of cooperation are discussed here because they offer a broad background and provide a useful perspective for this study. The patterns are illustrated by the New York City Youth Board, the Los Angeles Youth Project, and the Cleveland Experiment.

The New York City Youth Board.

The job of the Youth Board is:

...to seek out children and young persons with behaviour and personality difficulties which may lead to delinquency and who are not being served;

...to determine what kind of help they need to treat their problems or prevent them from worsening;

...in accordance with their individual needs, to obtain for them--and their parents, if necessary--appropriate services such as group work, family counselling and psychiatric treatment;

...to help expand and create new treatment services in those localities where current needs are not being met, wherever possible through existing public and private agencies;

...to demonstrate and develop new, more effect-
ive ways of treating and preventing juvenile
delinquency;

...in the interest of delinquency prevention, to
develop and expand programmes of wholesome com-
munity activities, with special emphasis on
organized recreation;

...in connection with all its work, to help co-
ordinate and improve the quality, amount and dis-
tribution of services for children and youth in
general, wherever necessary.[1]

The Youth Board does the job by means of:

...Referral units in each of the high delinquency
areas, which locate children who need help and
which secure the necessary treatment for them and
their families.

...Treatment projects through contracts with
established private casework and group work agen-
cies in each of the eleven areas.

...Organized recreation projects in agencies through-
out the areas.

...Special demonstration projects and clinics in a
variety of settings to develop better ways of treat-
ing children, individually and in groups.

...Research and field projects, to examine the
progress of work done under Youth Board auspices,
determine changing needs and chart the course
ahead.[2]

The Youth Board is financed by:[3]

Half of the money comes from the City.
Half of the money comes from the State Youth Commission.

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[1] ----------, pattern for prevention, New York, New
York City Youth Board, 1953, (pages not numbered)
[2] loc. cit.
[3] loc. cit.

Where the Youth Dollar goes:

        Recreation projects   33.1%
        Treatment services and projects   20.7%
        Group Work   14.8%
        Referral Units   13.8%
        Special Projects   8.1%
        Administration   6.5%
        Research   3.0%

An examination of the basic philosophical prin-
ciples shows why this structure was so organized. In the
first place the need for sound objective data on the ex-
tent of the problems among children and their families
was recognized. At the same time it was understood that
the services at present set up to meet such problems, such
as child guidance, youth counselling, and family services,
should be expanded. In the second place, the need to de-
tect behaviour and personality problems of children and
youth at the earliest possible time and to secure adequate
treatment services for them was recognized. In the third
place, the value of widespread recreational community pro-
grammes, particularly in highly congested areas where
neighborhood conditions tend to endanger the physical and
moral well-being of children and youth, was recognized.
In the fourth place the importance of involving the com-
munity residents in the whole scheme from preliminary
studies, projects, trial runs, and future developments,
was recognized.[1]

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[1] Whalen, reaching the unreached, p. 4.

The keynote of the Youth Board programme is stressed as being "actively and aggressively going out to help parents and children who either are in or are approaching some kind of trouble."[1] Plans were made accordingly.

The work of the Youth Board has had a considerable effect on the practice of Social Work in the City of New York. Because the Board has entered into contractual relationships with both public and private agencies, standards of both have been examined and in some cases raised. It has encouraged organizations and workers to go out where the client is. It has proven that many people who do not appear to want help, but actually need help, can be reached and aided if the proper approach is used. From a social welfare point of view the Board has again shown that a public agency can pioneer and develop an experimental project of larger dimensions than a private agency can do, and pay for it out of public funds. It shows the way for an enlightened public policy whereby public funds supplement voluntary organizations.[2]

> "Youth Board funds made it possible to provide full-time centre directors and to bulwark their job with a full-time recreation worker, group worker, and a secretary-registrar. The advantages of a team working full-time are obvious. It cuts down the fabulously expensive turnover of part-time workers. A full-time staff gets to know the neighborhood.

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[1] Ibid., p. 5.
[2] Daniels, Frederick I., "The Youth Board Program and Its Effect on Social Work in New York City," in reaching the unreached, Furnam, Sylvan S., ed., New York 22, N.Y. City Youth Board, 1952, p.13.

plan a programme to attract "slum" youth. They were soon
joined by public bodies such as the Board of Education and
the City Recreation Committee.

The project made a distinction between youth access-
ible through conventional programmes, youth less likely to
join a group with a traditional programme, and those for
whom a special approach was required. This led to a Spec-
ial Service Unit designed to contract and work directly
with "delinquent gangs" and to introduce them gradually to
agency services. It was further decided to work on an area
basis and to contact all of the gangs in a given area. One
of the problems soon pointed up was that of the division of
labour between agencies operating within the same area. The
function of an area co-ordinator was developed to meet this
contingency.

The area co-ordinator goes into a given area, stud-
ies its economic, social, and population characteristics,
and pinpoints its problems. When he is ready he calls to-
gether the indigenous leaders in the community, representa-
tives of public and private agencies in the community, and
shows them how, through coordination, many of the problems
in the area could be solved. His role is that of chairman
to the group as he helps them clarify ideas and focus on
problems. Through the cooperative process and with the
help of the area coordinator, they are able to move toward

the solution of problems affecting their area.

The project as a whole emphasizes the "area approach."
It involves a programme of community organization on a
neighborhood level and stresses grassroots participation of
local residents. It seeks out and uses indigenous adult
leadership. It locates gangs in their local hangouts and by
building a positive programme with them, channels their
activity into a socially acceptable pattern. At the same
time the whole area benefits from a programme of activities
which develops from local participation.

The Cleveland Experiment. The Cleveland Experiment
illustrates another pattern of cooperation. In this city
a neighborhood centre and the Cleveland Board of Education
had been serving the same area. The Board had been sponsor-
ing a community centre at the Junior High School, with one
evening of programme for adults and another one for teen-
agers. Both were under the direction of untrained, part-
time staff. Parents and business men were complaining
about the behaviour of the youngsters. A few blocks away
a settlement house had operated a small settlement branch
with limited programme and staff in inadequate, but expen-
sive to rent, quarters. The settlement branch approached
the co-ordinator of recreation for the City of Cleveland,
and suggested mutual thinking about this situation.

A new plan developed in that the settlement branch

closed down and the school became the base of joint opera-
tions with an experienced settlement worker in charge and
with paid part-time workers assisting in different areas of
the programme. The project proved successful and similar
joint projects were later established in other parts of
the city.

Such a plan contributes to the objectives and func-
tions of both public and private recreation agencies as it
maintains and strengthens each and increases and improves
the actual services to the community, which sees only the
total programme and is less confused by separate sponsor-
ship.[1]

These three patterns of cooperation illustrate three
types of cooperation between public and private agencies.
The New York City Youth Board illustrates broad public
planning at top-level state and city administration. This
type of programme involves the coordination and integra-
tion of services which are already available, and attempts
to meet the needs of people before social illnesses result.
The Los Angeles Youth Project illustrates city planning in-
volving all agencies in small, well-defined areas. It con-
centrates on juvenile delinquents. The approach of the

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[1] Johns, Ray, and David F. DeMarche, Community
Organization and Agency Responsibility, New York 7, N.Y.,
Association Press, 1951, pp. 163-164.

area coordinator should be noted, however, and how he
operates in obtaining community leadership. This method
widens the scope of the project and gives it almost a uni-
versal application, because it is a problem-centred ap-
proach. The Cleveland experiment illustrates, on the other
hand, the local neighborhood scene. Here are a public and
private agency operating in a local area with both having
problems. Through planning and cooperation a unified pro-
gramme of services is presented to the benefit of the com-
munity. These three patterns of cooperation then illus-
trate neighborhood, area, and city-wide social planning for
cooperative services.

One thing that was missing in all of these studies
was any mention of town planning for recreational services.
Public and private agencies should cooperate in having rep-
resentatives on Town Planning Commissions to ensure that
future cities and districts have adequate, planned-for rec-
reational services.

CHAPTER III

HISTORY OF THE DEVELOPMENT OF THE AGENCIES

Alexandra Neighborhood House

The building situated at 1726 West 7th Avenue, and
known as Alexandra Neighborhood House was built in 1892, to
serve as a hospital for women and children. In 1894 it
was donated by the hospital directors to serve as a "Child-
ren's Home" and remained as Alexandra Non-Sectarian Child-
ren's Home until 1938. The previous year the Directors of
the Home had written to the Children's Committee of the
Council of Social Agencies of Vancouver for advice. They
wanted to transfer the few children who remained to a smal-
ler home. The building could then be used as a community
centre. Widespread unemployment in the area had given urgen-
cy to their appeal and resulted in curtailment of the amount
of research carried out in the community to determine the
need for a neighborhood house.

> A person was hired to do...preliminary research but
> due to the lack of time, attention was focused on
> the social agencies interested in the Neighborhood
> House, any thought of contact with the people, or
> publicity in the community was abandoned. The
> Neighborhood House did not evolve through a com-
> munity movement, but it became a reality because the
> Directors had a building which they desired to de-
> vote to some useful purpose.[1]

[1] Helm, Elmer J., Alexandra Neighborhood House, Un-
published Master's Thesis, The University of British Columbia,
Vancouver, B.C., 1952, p. 29-30.

The House officially opened its doors to the community on October 1st, 1938. The supervisor in charge had had previous experience with young people in the Eastern part of the United States. The purpose of the House was laid down as threefold:

(1) Community Service -- improve the neighborhood in terms of play space, better housing and traffic regulations.

(2) Family service -- assisting in finding employment, making referrals, developing neighborliness.

(3) Group work activity -- through the programme to be developed at the agency.[1]

To achieve such a purpose would have required many hours of staff time. An examination of the data as presented by Mr. Helm reveals that there was a large membership from the time the House opened in 1938 until about 1942, but by then a decline in membership had begun. This could probably be accounted for by several reasons. In the first place, World War II had taken away the younger men who might have been leaders in developing programme; and in the second place the purposes may have been beyond the competence of a non-professional staff which, in 1939, consisted of a superintendent, a non-paid kindergarten teacher, four social work students,[2] a caretaker, and over one hundred volunteers.

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[1] Ibid., p.31

[2] These students appear to have been case-workers from the University, Department of Social Work, and appear to have been supervised from there.

Thirdly, due to a lack of adequate organization and super-
vision, conflicts within the agency began to develop. Nega-
tive feelings among both members and volunteers were aroused.
Because the younger people were given a preponderance of
facilities, space, and time, the adults felt neglected.
Problems of leadership meant that the younger people felt
dissatisfied. Membership began to decline so that in 1943
there were only 20 club groups in the House as compared to
thirty-one in 1939. The failure of the members over this
four year period to develop any sense of responsibility to-
wards the agency, or a feeling of belonging, the lack of co-
ordination of over-all agency programme, the absence of
supervision of the volunteers[1]--all of these factors reflect
a failure to achieve the previously laid down purposes.

If the agency Board of Directors had been aware of
the correct function of the Board, it might have been of
some assistance to the staff. However, the Board, during
the early years, was concerned with actual details of opera-
tion which should have been the concern of the Supervisor.
Such matters as the replacement of a typewriter roller, for
example, had to be taken to the Board for a decision. "It
did not begin to assume proper focus on policy, insurance,
budget, and salaries" until 1945.[2]

[1] Helm, Alexandra Neighborhood House, p.38.
[2] Ibid., p. 41.

In 1945 group work training was commenced in the Department[1] of Social Work at the University of British Columbia, and Alexandra House was designated as a student training centre. Because of the continuity of student leadership that they give and the supervision that they receive in training, this was part of a first step in a rising standard of service to the members. Also in that year the Community Chest and Council did a survey of group work and recreation in Greater Vancouver. For the purposes of this study the following factor[2] is pertinent. It was noted that the Board was not representative of the area so that the residents of the community had little to say about the operation of the agency. An attempt was made to correct this when "the Board stated a willingness to allow non-board members" on a committee set up to improve the playground. There was no response from the residents.

In 1948 another survey of Alexandra House was undertaken by a committee of the Chest with important results:

(1) residence boundaries were established.
(2) the fact that the House was not a family recreation centre was pointed up.
(3) the importance of quality work was emphasized.
(4) lack of staff in both numbers and qualifications was noted.
(5) local autonomy was achieved when the Alexandra House Board was given freedom by the Alexandra Communities Executive to make its own administrative decisions.

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[1] Now School of Social Work

[2] The application of this survey to Alexandra House is fully discussed by Mr. Helm on pp. 47-48.

With the implementation of a full staff of prof-
essionally trained social workers in 1948 the movement to-
ward quality service has been accelerated. It has not been
without problems. The 6-12 membership has continued to be
very strong because children have more time to come to a
recreational agency and they relate easily to the leaders.
Adult membership has remained relatively small due mainly
to the transiency factor of the residents. People who are
daily expecting to move are not usually interested in recrea-
tional activities which involve permanent or close relation-
ships with other people in a group. Too, the staff survey
in 1953 revealed that a high percentage of adults are under
the impression that the agency serves only children.

These factors have contributed to the apathy which
appears to exist among the local residents. They do not ap-
pear to be interested in serving on the board or committees.
The teenage programme at Alexandra House has, however, been
a very strong one with members doing their own planning and
implementing of programme with the help and support of the
staff.

Programme Administration. The administrative struc-
ture of the programme at Alexandra House has evolved over
the years out of staff experience in administering to the
needs and desires of the members. There has been frequent
evaluation of programme, leadership, and agency structure.

For example, it was soon recognized that all members could not be served at the same time and on the same day. As a consequence, informal departments were organized for play-school, 6-8, 9-12, Junior teenage, Senior teenage, and adult. Members of each department were given a specific time for their programme and they were only allowed into the building during that period. Improved services resulted.

In 1950 a programme director was appointed. Her major responsibility was improvement of the administration of the programme, and the use of group work services. She was given direct responsibility for volunteer recruitment and training, for the supervision and development of individual staff members, and for the content and quality of general staff meetings. Further aid was given by providing time to do the job without being hampered by other areas of responsibility.

Alexandra House was without the services of a programme director from 1952 until the Fall of 1953. At that time an appointment was made to that position, while at the same time the programme areas as previously noted were formalized and departmentalized. Each department is now headed by a social group worker, as shown by Chart No. 1.

The department head is responsible to the programme director for the administration of his department,[1] and is

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[1] the programme director is directly responsible to the Executive Director who in turn is responsible to the Board.

directly responsible for the development and operation of
all programme for his particular age group. He does most
of the membership interviewing for his department, and it
is laid down as agency policy that every member must have
a personal interview with a staff person before entry can
be obtained into programme. It is during this initial
interview that the groundwork is laid for the future rela-
tionship that exists between the members and the staff per-
son responsible for that age group.

An advantage of this system is that members soon get
to know who to go to if they want information, services, or
wish to lodge a complaint. Adjustments then can be quickly
made. When relationship to a worker is well established on
a positive basis, more effective limitations, in reference to
behaviour, can be set. The department head is present dur-
ing all of the programme sessions of his department, gener-
ally acting in the role of House Supervisor in charge of the
agency. He also supervises all of his volunteers.

In 1953 a teenage responsibility form[1] was intro-
duced which outlined the rights and responsibilities in-
volved in becoming a House member. Before the privileges of
agency membership is granted, the member has to accept the
responsibilities linked with membership. Knowing what the

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[1] See Appendix page 100.

limitations to his behaviour are, seem to be an aid in promoting the social learning of the members. Any members who abuse their privileges, as outlined in the form, are given a personal interview with the department head. Here an attempt is made to understand the reason for the disruptive behaviour, and the member is reminded of his responsibilities. Regardless of how he may feel, he cannot constantly disrupt programme, or destroy agency property. If possible, help is given. If the behaviour of the member does not improve, he is suspended from further participation in programme.

Administration at Alexandra House, then, is departmentalized with programming being under department heads who are supervised by the programme director (Group Work Supervisor), who in turn is supervised by the Executive Director. Weekly staff meetings are held under the direction of the Group Work Supervisor where all areas of programme are discussed constructively and evaluated by the staff.[1] This system frees the Executive Director of responsibility for programme direction and enables him to concentrate on administrative work, such as liaison with the Board, consultation with the Community Chest and Council, creation of improved public relations, and development of staff.

[1]The Executive Director convenes full staff meetings only when he deems it necessary. Generally such meetings are held immediately before the Programme Director's meetings.

Kitsilano Community Centre. Whereas the development of Alexandra Neighborhood House as a neighborhood centre originated from the decision by the Board to put the building to good use, the development of Kitsilano Community Centre can be referred to as a "grass-roots" movement. Some residents saw the need for a building to serve the community as a meeting place for adults, and a play place for children. Years of work prepared and developed the necessary community interest and support. Earnest and persistent endeavor, first by individuals, and then by community groups such as the Kitsilano Chamber of Commerce, the Burrard Lions Club, the Kitsilano Parent Teachers Association, and others, finally resulted in the passing of a civic by-law on December 13, 1950. This local taxation scheme raised the final funds necessary for the building of the Community Centre building which was opened in February, 1951.

The role of the Vancouver Parks Board in this development is an important one. From the beginning, the Board, through its representatives, gave support and encouragement to the community. It advised and counselled members on standards and operation of the building. It gave a corner of Connaught Park as the location of the building, and aided in bringing about the fulfilment of the idea of a community centre for Kitsilano.

In 1952 the director reported that over 45,000 people

had participated in programme during the year in sports,
crafts, dances, and special events.[1] Problems seemed to
centre around some "teenagers who could not fit into the
programme...and were causing trouble to the police and the
community in general." A year later this problem appears
to have diminished as the next annual report shows that
"these boys and girls (had) now worked into the Centre."[2]

Community interest in the Centre began to lag once
the building was opened, as if many in the community had
developed an attitude of "we've done our part, there it is,
now go to it." In 1952 a programme questionnaire was sent
out to try and ascertain the interest of the community but
there was little response. Since then many people, both
young and old, who formerly were attending the agency have
dropped out. Some of the reasons given were: centre too
noisy; too many children running around; centre inconven-
iently placed for transportation; night school courses too
interesting and serve as a counter-attraction; centre too
close to town and it is just as easy to go downtown.[3]

Kitsilano is administered by the Vancouver Park
Board operating through the local Community Association
Board. The Park Board provided most of the annual $17,000.
budget. However, the Association is responsible for raising

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[1] Kitsilano Community Centre, Annual Meeting, March 27,
1952.
[2] Interview by writer with the Kitsilano Board Presi-
dent, July, 1954.
[3] loc. cit.

$5,000.00 annually as part of the operating budget. This
naturally limits the amount of time available to local
groups and has resulted in some members being unable to
obtain programme time when they so desired.

Joint operation by Community Association and the
Board of Park Commissioners has other ramifications, parti-
cularly in programming. Leadership is emphasized as being
very important in determining the success of a community
centre programme, and staff members are expected to "encour-
age a well rounded community programme of activities which
will attract people to the centre." They are also expected
to "know the community and the needs of the people within
that community."[1]

Staff consists of a director, an assistant director,
a secretary, and a caretaker. This small staff is res-
ponsible for the entire programme, involving some 54,000
participants per year. They obviously have no spare time
in which to study community needs in any detail. The Board
of Park Commissioners, however, recognize that such a staff
is inadequate and "with an increase in community activities,
some consideration is being given to increasing the super-
vision."[2] It is indeed unfortunate to record that the
Parks Board has only a "bread and butter" budget with no

[1] Milne, Mrs. Marjorie, "Report on Community Centres
and Supervised Playgrounds, Annual Report, Board of Park
Commissioners of the City of Vancouver, 1953, p.80.
[2] Ibid., p.80-81.

room whatever for anything in the way of luxury development."[1] More and better trained staff would help the
director build a better quality of programme and free the
rest of the staff to concentrate on their specific jobs.

The Association Board became more acutely aware of
the shortage of staff as a result of complaints received
about the amount of running around done by the children and
consequent disruption of programme. They are also concerned
about the number of children who hang around outside the
building in the evenings, and present a disquieting picture
to some observers. Many parents have kept their children at
home for this reason. The Board is also concerned about the
"discipline" of children in the building who do not appear to
be in any programme. While these are pointed up as being
among the major problems faced by the Board, Board members
still have to take time with details which should be the concern of and decision of the director.[2]

In brief, Kitsilano Community Centre, since it opened
in 1951 has had an increasing number of people taking advantage of the facilities. While statistically this is good,
there are indications, as shown above, that administrative
weaknesses are curtailing some activities. Moreover, volunteers "just when they are needed" often do not appear.

[1] Board of Park Commissioners, _Annual Report_,1953, p.1.
[2] Interview by writer with Board President, July 10,
1954.

Board members are uncertain as to their role and have 'feelings" about a lack of local autonomy.

Administration. Administration at Kitsilano appears to fall very heavily upon the Director and the Assistant Director. The latter has charge of the 6-12 programme and agency publicity. The former has to obtain, train, and supervise most of the volunteers, of which there are some 200. If the volunteer fails to show up, one or the other of the staff has to either cancel that unit of programme or take it himself. At the same time the building has to be supervised. This requires much moving around especially during the evening when it is most intensively used. When added to this are numerous phone calls, requests for equipment, letters to write, board reports to write (both Park Board and local Board), it is obvious that no time exists for the type of careful planning and creative thinking which are necessary in developing a new community centre programme.

Prior to the opening of the programme year the Director and his assistant meet with the programme committee of the Association and "prepare a programme of activities to be conducted in the community centre for the following year." This programme is submitted to the Supervisor of Playground and Community Centres for approval.

During the programme year the Director and his

assistant meet whenever time permits to talk over problems and to clear administrative details. Children who are persistently delinquent in programme are given an interview with the Director.

Programme administration, therefore, at Kitsilano Community Centre differs quite radically from that of Alexandra Neighborhood House. Alexandra House has local autonomy. The Board expects the staff to do a professional social work job and supports staff decisions about programme. Administrative responsibility for programme, while being carried directly by the Executive Director, is shared through a chain of command by the Programme Director and the heads of the various departments. Flexibility of administration encourages constant staff evaluation of the programme administrative structure and its effect on membership.

Kitsilano Community Centre is administered jointly by the Parks Board and the Executive of the Kitsilano Community Centre Association. The staff is composed of two programme workers who owe allegiance to both sponsors and are responsible for the administration of the programme.[1]

Finances. Alexandra House obtains its finances through the Red Feather Drive. Kitsilano Community Centre obtains its finances from city taxation.[2]

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[1] See Chart No. 1

[2] See Chart No. 2

Programme Administration   Alexandra Neighborhood
                                            House

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                        ┌─────┐
                        │Board│
                        └──┬──┘
              ┌─────────────────────┐
              │ Executive Director  │───────────────┐
              └──────────┬──────────┘               │
              ┌─────────────────────┐               │
              │  Program Director   │               │
              └──────────┬──────────┘               │
   ┌──────────┬──────────┼──────────┐    ┌─────────────────────────┐
┌──────────┐┌──────────┐┌──────────┐    │Playschool Director      │
│Social    ││Social    ││Social    │    │Assistant        "       │
│Group     ││Group     ││Group     │    └─────────────────────────┘
│Worker    ││Worker    ││Worker    │
└──────────┘└──────────┘└──────────┘
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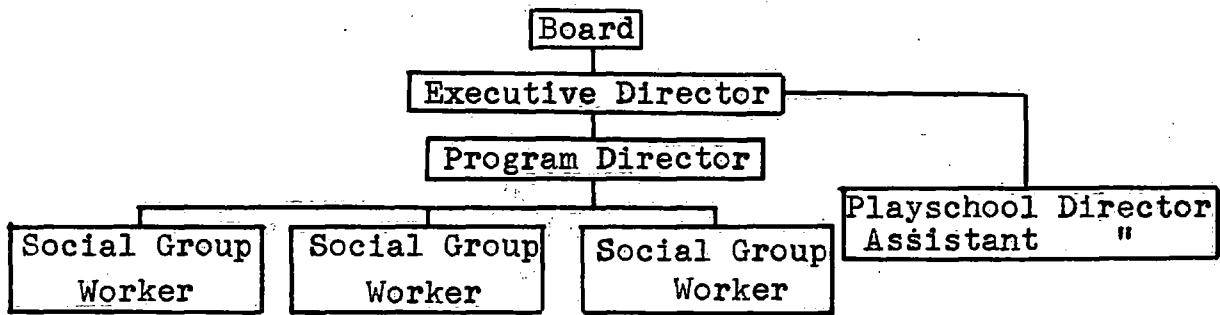
Programme Administration   Kitsilano Community Centre

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                  ┌────────────┐
                  │Parks Board │
                  └─────┬──────┘
                  /     │      \        ┌──────────────────────┐
                 /      │       \       │Community Centre      │
                /       │        \      │Association           │
               /        │         \     └──────────────────────┘
              /         │          \    ┌──────────────────────┐
             /          │           ────│Program Committee     │
            /           │               └──────────────────────┘
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          /             │               │Sports Committee      │
         /              │               └──────────────────────┘
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        │         │ Director  │
        │         └─────┬─────┘
        │         ┌──────────────────┐
        │         │Assistant Director│
        │         └──────────────────┘
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  │Playschool│
  │Director  │
  └──────────┘
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Chart No. 1
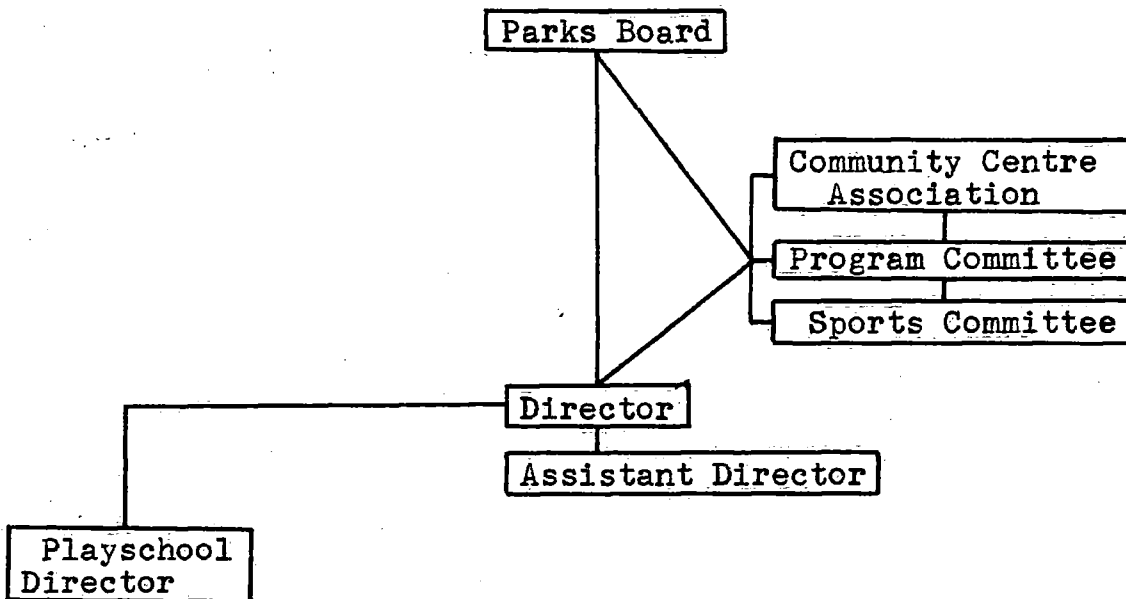
FINANCE

ALEXANDRA NEIGHBORHOOD HOUSE

| RED FEATHER CANVASS |
| COMMUNITY CHEST AND COUNCIL |
| ALEXANDRA NEIGHBORHOOD HOUSE |
| OPERATING BUDGET $30,000 |

KITSILANO COMMUNITY CENTRE

| CITY TAXES |
| PARKS BOARD |
| KITSILANO COMMUNITY CENTRE |

| OPERATING BUDGET $17,000 | LOCAL ASSOCIATION to raise $5,000 |

Chart No. 2
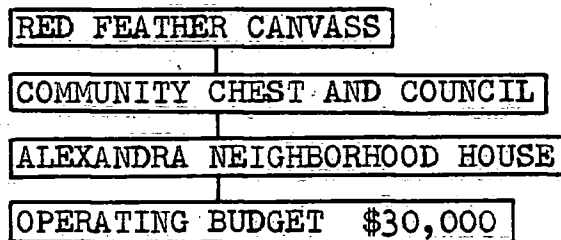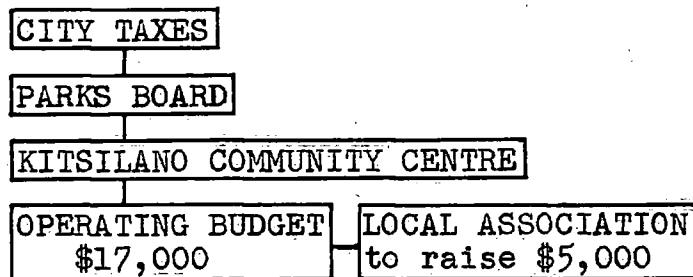
CHAPTER IV

ANALYSIS OF TEENAGE PROGRAMME

IN THE TWO AGENCIES DURING A SELECTED PERIOD

Chapter III has given the history of the agencies,
outlined their basic administrative set-up, and noted
their method of financing. This chapter will be devoted
to an analysis of a selected programme area of the two
agencies, namely: the Junior teenage programme at Alexandra
House, and the Teenage programme at Kitsilano Community
Centre. Included in the Analysis will be discussion of
the following: use of facilities, the actual programme in
effect from October 10, 1953 to May 1, 1954, leadership,
and programme development.

The Junior Teenage section of the teenage programme
at Alexandra Neighborhood House rather than the Senior
Teenage programme was selected because it provides a better
example of programme development and leadership.

As no comparable age division existed at Kitsilano
Community Centre it is necessary to make the analysis on
the basis of the total teenage programme at that agency.

Programme Facilities at Alexandra House.   The
building now known as Alexandra Neighborhood House was
never intended to be a recreational centre, being con-
structed in 1892 to serve as a hospital.   Although some
renovations were made in preparation for its change to a
Neighborhood House, and a few minor improvements made dur-
ing the last five or six years, the building remains much
the same as originally built.   Its maximum use as a
leisure time agency, therefore, requires adjustment to un-
planned space, and the programme is developed to a large
extent in relation to the space available.

The Annual Report of Alexandra House for 1950 notes
that:

> The Property Committee of Alexandra Community
> Activities ... report that approximately
> $11,000.00 must be spent on the building with-
> in the next five years if the building is to
> continue in a serviceable condition."[1]

Since that time $8-10,000.00 has been spent on the
building.

As far as the teenage programme is concerned, the
building does contain a large number of rooms which are
suitable for small clubs, and special-interest activities
in music, arts and crafts.   The auditorium, on the second

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[1] Annual Report, Alexandra Community Activities,
Vancouver, B.C., 1950.

floor, seats one-hundred, and has a stage suitable for dramatics and concerts. The gymnasium is very small, and has a low ceiling, making it unsuitable for such activities as basketball and badminton. While it is adequate for children up to about fifteen years of age as a place for gymnastics and some games, it is too small in this respect for members over that age. The gymnasium floor, however, which was newly laid in 1951, is excellent for dancing. It can accommodate three squares or about thirty couples.

The Games Room on the main floor, adjacent to the gymnasium, is fairly large with space for one table-tennis unit, a pool table, and two smaller tables which are used for cards, checkers and similar types of games. Since the room contains a fireplace, and some comfortable built-in cushioned seats, in addition to games activities, it is quite suitable for club and social functions.

Analysis of Junior Teenage Programme at Alexandra House. Junior Teenage is one of five classifications of membership at Alexandra House. These age divisions within the programme have evolved out of staff experience in programming over many years, and are, as previously noted, 6-8, 9-12, 13-16, 16-19, and adult. The classification of Junior and Senior Teenage was used in the Fall of 1953 to differentiate the 13-16 and the 16-19 age groupings.

The present system of age divisions has many advantages over mass activity programme, in that the members of the same age come in for programme at a specified time, meet with the same leaders, and are consistently supervised by the same person. This consistence gives the members security, and they look forward to their programme times with anticipation.

Junion teenage members had about four and one-half hours of regular programme time a week, which involved Monday and Tuesday evenings from 7-8:30 when they utilized the whole building; and Thursday afternoons from 3:30-5:00, when they shared the building with 9-12 year-olds. Special events, averaging about one a month were held on Friday evenings, and were generally membership affairs. The boys had soccer on Saturday mornings and enjoyed play in a city league. The girl's basketball team, which played in the Red Feather League, met from 6:45-8:45 on Wednesday evenings, and used Kitsilano High School gymnasium for both practices and games. Special Events lasted for three hours and were held every three weeks or at least once a month. Also included in service to these teenage members was an arrangement whereby after school hours, they were able to obtain sports equipment to use on the House playfield until 5 o'clock.

Most of the Junior teenage programme took place in the gymnasium and games room. The gymnasium, small as it is, proved to be the most popular programme facility. A variety of activities, such as basketball, tumbling, gymnasium, volleyball, floor hockey, took place there. Groups composed of boys and girls met for some of the activities and members were given an opportunity to develop their own interests. In reference to the use of the gymnasium, members accepted the limitations of that facility, and governed their choice of activity accordingly.

Games room sessions were held on Tuesday evenings under the leadership of a staff member. Playing pool was the most popular activity in this programme and the pool table was in constant use throughout the total period. The one ping-pong table was second in popularity. Card games, checkers, piano-playing, record listening, were utilized in the games room programme. Tuesday being a "drop-in" night, there was a continuous flow between the games room and the gymnasium. As these facilities were well staffed they were able to enjoy activities in both areas. On some nights, the fireplace in the games room was lit and popping corn added variety to the programme.

The Arts and Crafts programme included creative dramatics, record listening, copper work, cooking, sewing, and woodwork. Considerable experimentation was done in this

programme area in order to determine what kind of activities the Junior Teenagers desired, and also in the best method of presentation. Attendance at some of these sessions was small and interest varied. These experiments pointed up the fact that leaders had to be sufficiently flexible in their thinking and planning to be able to adjust their presentation to the devel of interest and development of the participants, both individually and collectively.

Special Events added variety to the programme. The membership was encouraged to take some responsibility in the planning and the carrying out of the details of these events. This will be discussed more fully in the next section. Ten such events, mostly party-dances, were held during the year. Perhaps the most outstanding event was the Teenage Carnival held in April. The entire membership became involved in, and was greatly responsible for the success of this money-making event.

The majority of the Junior teenagers who attended the programme at Alexandra House lived within a few blocks of the agency. They also attended the same High School, Kitsilano. Attendance at the House programme was very steady throughout the year with November and March being peak months as regards participation.

Programme Leadership and Programme Development

At Alexandra House

In discussing programme leadership of and programme development in the Junior teenage programme at Alexandra House, it is first necessary to outline the focus of the programme. This is outlined in a pamphlet, prepared by the incumbent Executive Director for the Board of Directors, entitled "The Focus and Function of Programme at Alexandra Neighborhood House." In commenting on why programme is offered Mr. Robinson suggests that there are three reasons:

"First, so that each individual may gain enjoyment and satisfaction from doing the things he wants to do - in general, to have fun. The importance of people having a place where they can come just to relax and to have a good time does not need to be emphasized.

Secondly, so that each individual may have a creative experience; learn new skills, how to make things in arts and crafts, learn how to play games, etc. Creativity certainly is one of the basic aspects of recreation.

Thirdly, and perhaps the most important reason, so that each individual, through playing with others in a play group or a friendship club, or participating in any group activity such as an arts or crafts class, card club or a dance, may be helped to develop his potentialities as an individual and to feel more secure and happier in his relationships with people. With the development of a cooperative and friendly attitude towards other people, the individual is then better able to function in, and make a more worthwhile contribution to the society in which he lives."

In reference to how the programme is offered at
Alexandra House, Mr. Robinson states that:

"The key to the development in such a programme
is leadership. Without good leadership the
value of any programme is negligible. At this
agency the leadership is composed of the full
time professional social group work staff, part
time specialists, students from the School of
Social Work and a large corps of volunteers.
Alexandra House is referred to as a social
group work agency because, as a basis for its
work with people, it uses the social group work
method. This method is not just a collection
of random ideas but rather it is a scientific
system of working with groups based on a sound
body of knowledge collected over the last twenty-
five years. It takes two years of post grad-
uate training at University to obtain this know-
ledge and to be prepared to use it effectively.

The social group work method is based on the
premise that to work intensively with people in
groups, a person must be able to understand
their behaviour - he must have an understanding
of both individual and group behaviour. With
this knowledge a person then, by working through
the group which is the natural unit of our
society, can better help people to help them-
selves. As the participation by people in the
planning of their own affairs is vitally essen-
tial in a democracy, the social work group meth-
od enhances the democratic process. It is gen-
erally agreed that being democratic is not some-
thing which people are naturally endowed with,
but rather it is something that has to be learned
through experience. The employment of the social
group work method is designed to provide the op-
portunity for the learning of this way of living."[1]

Turning to the leadership of the programme, the
administration chart on Page 55 gives the outline of
staff responsibility at Alexandra House. As previously

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[1] Robinson, Basil R., The Focus and Function of
Programme at Alexandra Neighborhood House, April, 1953,
(unpublished agency pamphlet)

noted, each of the three Social Group Workers is head of a programme department in the agency, and is responsible for the development and direction of his programme area, giving direct leadership where necessary, and for the supervision of the volunteers who lead the groups in that department.

Volunteers are used in all phases of the agency programme, and are obtained from the Provincial Normal School, high schools, the Junior League, the University of British Columbia, the Community Arts Council, and the community-at-large. While the programme director is directly responsible for recruiting and training of all volunteers, each staff member, whenever the opportunity presents itself, endeavours to aid in recruitment.

As part of the agency policy regarding the effective use of volunteers, each perspective volunteer first has an interview with the Programme Director. The main purpose of this interview is to outline the responsibilities pertaining to volunteering at Alexandra House. Information is given about the agency, the programme, the responsibilities of the volunteer, the training programme, and the amount of time required each week. Prior to acceptance, therefore, each volunteer knows what his specific responsibilities are within the total agency.

At the end of the interview a follow-up appointment is made with the volunteer by the Programme Director. This is to give the volunteer time to think over the work as described. If, at the time of the second conference the volunteer is prepared to accept the responsibilities as outlined, then the matter is finalized and he is assigned to a group. Introduction to the Department Head, as his supervisor, follows. The Department Head is responsible for the volunteer's experience at the agency from this point on. The Programme Director, as he supervises the Department Head, keeps in touch with the progress of the volunteer.

While the above basic procedure applies to the orientation and placement of all volunteers at Alexandra House, some of the special features may be illustrated with respect to the teenage volunteers.

Teenage leaders are given, through interviews, further orientation by the Department Head and as are all volunteers, helped to feel at home as part of agency staff. To them, then, the past experience of the teenage group is outlined, its present point of development noted, and the expected future development suggested. The problems of the new leader of a group are explained. The objectives of the programme are then noted, and some guides as to their achievement are outlined. Limitations on the part

of membership, as to the use of facilities, and as to

behaviour, are carefully explained.[1]

While volunteers are encouraged to make their own decisions, the Department Head enforces agency limitations with recalcitrant members.

The volunteer is given a recording form to study. Recording as a means whereby leaders can gain some understanding of what is happening within the group, and of the behaviour of individual members of the group is emphasized. The use of records in supervision is explained. Regular supervisory periods are then scheduled.

The whole of the above procedure is designed to provide the volunteers with a feeling of security as they work in the agency programme.

To help the volunteer gain further security in his role as a group leader, continuing help is provided him by the Supervisor. It is often necessary for the Supervisor to work very closely with the volunteer in handling behaviour problems. For example, in one particular programme, excessive swearing by teenage members became a cause for

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Note "Members and groups are faced with limitations which are inherent in the materials and rules of procedure of most activities in which they engage. They are also limited by finances, time, and the available facilities and services of the agency. The purpose and philosophy of the agency of which the group is a part may also be a limiting factor in planning and developing programme."

[1] Wilson, Social Group Work, p.166.

concern. During supervision the volunteer involved brought up the matter for discussion. He was first encouraged to freely express his feelings about swearing. The supervisor then helped the volunteer to gain some basic understanding of the causation of the swearing, particularly when pertaining to teenagers. A plan was worked out in reference to teenagers whereby some positive action might be taken. The plan was implemented, the results noted, and adjustments made to fit individual cases. The result was a marked decrease in swearing.

Supervision is considered to be one of the keys to successful programme leadership at Alexandra House. Through the use of supervision, volunteer leaders are given encouragement, recognition, support and guidance as they work with the members in programme.

In summary, the, programme leadership at Alexandra House, is based upon the allocation of professional responsibility from the Executive-Director to the Programme Director, to the Heads of Departments, to the volunteer leaders. Volunteers, carefully selected, trained, and supervised, in leading their respective groups, are a most important element in programme leadership, supplementing and broadening, as they do, the work of the professional staff.

Programme leadership is fused with programme development, each strengthening the other. Many factors enter into the development of programme at Alexandra House. Of these, three are selected for discussion, namely: that a positive working relationship between leaders and members is basic for programme development, that programme should develop out of the interests and needs of the group members, and that the members themselves should be involved in planning to the maximum amount of their ability.[1]

> "The concept of relationship refers to the bond of feeling which exists between the worker and the group and among the group members themselves. Relationships consist primarily of emotional responses which ebb and flow as human behaviour evokes different reactions. There are differences in the intensity and duration of the emotional response as situations change and as needs arise. Relationship is thus a psychological concept or state of mind between people. It is also a tool or means of creating a response from the group. The relationship between worker and the group takes time to develop. It grows and changes as they go through certain experiences together. From his first contact with the group throughout all subsequent contacts, the group worker should be consciously concerned about his working relationship with the group."[2]

The results of a positive working relationship are easily ascertained. Leaders can notice the group relax, and freedom and spontaneity develop as the members, while respecting leaders, feel free to express themselves and become quite candid with the leader. Membership

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[1] Trecker, Harleigh, _Social Group Work_, New York, The Woman's Press, 1948, p. 109.

[2] _Ibid._, p. 48.

participation increases as the group strengthens its feel-ing of security about and with the worker.[1]

Programme interests are obtained on the basis of assumed interests and expressed interests. The satisfac-tion of needs through meeting interests rests on the skill and training of the Social Worker in charge of each Depart-ment, and is part of the professional aspect of programme leadership at Alexandra House as discussed in the preced-ing section.[2]

Assumed teenage membership interests are based on past experience at the agency and the recorded recommenda-tions of many youth-serving agencies, who have years of experience in the field. Through his training the group worker knows that teenagers within a given age range, usually, move from an interest in physical activity to an interest in social activity, for example from the gymnasium to the dance floor. Determining the stage of development of his teenage group, the leader is able to suggest certain programme activities for the consideration of the member-ship. Such assumed interests generally form the basis of the programme. In addition the group worker obtains the expressed interests of the members through individual inter-views during registration, or from casual conversation

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[1] Ibid., p.51.

[2] "needs" meaning for example, friendship, encourage-ment, limitations on activity, or acceptance as a person.

during programme. These expressed interests are then included in the programme wherever time and facilities permit.

Turning to membership involvement, self-government is a method strongly encouraged in the development of programme at Alexandra House. Teenagers, however, due to the complexities of their physical and emotional development, which affect their behaviour, need support in governing themselves as a group. To aid them, both as individuals and as a group, definite limitations from the agency point of view are laid down, as noted in the aforementioned membership responsibility form, which the total groups are expected to honor. At the same time it is impressed upon members that, within this framework, the programme may develop as the total group so desires.

Serving on committees provides members with an opportunity to accept some responsibility for and to help directly with the carrying out of the programme. Examples of such committees are those formed for dances - such as refreshment and entertainment. These are composed of volunteers from among the members. The Department Head meets with each committee in turn and helps them in the planning of the job to be done and following completion of these responsibilities to evaluate performance on the basis of how it could be improved. Although many committees were

active before that time, committee structure became formalized in March of 1954 when the members elected a Teen Council.

Membership participation, therefore, in the planning and the carrying out of programme is an important part of teenage programme development at Alexandra House. This development is aided by (1) a definite framework of limitations (2) the guidance of the Department Head who operates from the base of a positive working relationship with the members.

Part I of this Chapter had dealt with the programme at Alexandra House on the basis of: facilities, activities, leadership, and programme development.

Part II will do a similar study of Kitsilano Community Centre.

Part II

Programme Facilities

at Kitsilano Community Centre

Kitsilano Community Centre, built in 1951, was
planned as a recreational centre and the facilities, there-
fore, are provided accordingly. The impressive use of the
gymnasium makes it obvious that it is an adequate one.
There are six small committee rooms. If desired, both of
these sets of three may be turned into one large room. The
lounge is an enormous room which is very attractively furn-
ished. It is also used as a banquet room and for special
parties and dances. Teenagers play ping-pong here and use
it as a Games room. Also available is a four-wall hand-
ball and squash court, also used for tumbling, gymnastics,
and dance classes. In the Hobby and Craft room approx-
imately one-hundred children per week have daily sessions.
There is a woodworking room, boxing room, locker rooms and
showers.[1] Facilities therefore appear to be quite adequate.
However, the Director states that even more facilities are
needed, particularly an indoor swimming pool.

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[1] Annual Meeting, Director's Report, April 29th, 1954.

Note   The floor holds 15 squares for square dancing, or 600
couples for modern dancing. See appendix pp. 97.

Analysis of Teenage Programme at Kitsilano Community
Centre. Teenagers use the Centre six days a week. Monday
to Friday from 3-10; Saturday from 9-5. This approximates
50 hours a week available programme time, exclusive of in-
frequent Special Events.

Basketball and floorhockey are the activities with
the heaviest participation. Floor hockey began the first
week in March, when the interest in basketball began to
slacken. The majority of the basketball players, particu-
larly the girls, wait for their turn, play, finish, shower,
and go home. They do not participate in any other part of
the programme. A few of the boys may go into the Games
room, but most do not.

The Games room is another busy section of the build-
ing. The majority of the participants of this programme
are a different group to those who use the gymnasium, as
they do not play basketball. They are of both sexes and
tend to favour the younger element in age. Running around
the room with boys chasing the girls and vice versa is a
common pastime. The older teenagers take table-tennis ser-
iously and come in to play the game. During the afternoon
the participants in the Games room are on their own, with
the staff checking the activity as closely as possible while
doing other jobs. During the evenings there are two adult
supervisors on duty.

The rest of the programme, being more of a specific interest type, is smaller statistically. Handball, for example, is limited by the nature of the game, but a group of about 20 is very keen. Boxing is a source of difficulty because coaches who are willing to teach self-defence, as distinct from competitive fighting, are rare. Invariably it becomes a case of the best being taught and the rest keeping away even though they are interested. Wood work is not too successful for the general body of teenagers, but a small group who were showing destructive tendencies were given the job of repairing and maintaining equipment and are responding very well. The clubs, Gas Model and Anglers, are attended on a monthly basis by those interested. Special Events take the form of dances. The organizational work of these dances is done by the younger element of the teenage group.

Attendance started at a very high level in October and, except for a slight decrease in December, due to the bad weather, kept climbing. The largest group attending the agency appears to be the intermediate boys. These boys are a source of concern to the parents of many of the girls attending the agency, and many girls are not allowed to attend because the boys are considered too rough. This in part, probably accounts for a lower attendance of intermediate girls. The senior boys,

interested mainly in basketball, and floor hockey, are
heavily outnumbered by the intermediate boys. Dating and
working probably account for the lower attendance of the
senior boys. This also applies to the senior girls who
appear to work harder at school and therefore spend more
time studying.[1]

Summary

Agency policy encourages large numbers of partici-
pants at Kitsilano Community Centre. The programme, though,
is not as mass-activity centered as the statistics would
appear to suggest. The basketball statistics, for example,
are high, but 15 teams and approximately 200 players are
about as many teams and players as the available space can
handle. The free-time in the afternoon is probably the
largest part of the mass-activity programme in the gymna-
sium. The rest of the programme appears to be built around
special interest activities, such as handball, and does
attempt to meet the interest and the needs of the partici-
pants. The leadership is not trained to give the intensity
of experience possible at Alexandra House, but neither is
the function of the agency or the aims of the programme
geared in that direction. At the same time, the aims of
the basketball teams, to teach beginners how to play the

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[1] General information and observations contained in
this section were obtained through interviews and conversa-
tions with the Director.

game, enable the players to get personalized experience along the lines of Alexandra House, but not to the same degree of intensity as at that agency.

Programme Leadership at Kitsilano Community Centre. Programme leadership at Kitsilano consists of a staff of two people - a director, and an Assistant-Director. Their job is to keep the programme going by direct leadership and supervision of agency facilities, and to obtain and to supervise volunteers.

"We are always in need of volunteers" seems to sum up the leadership at this agency from that point of view. "The ones we have are excellent and have done a wonderful job but we are always trying to better and enlarge the activities."[1] Recruiting of volunteers is done in a similar manner to that of Alexandra House. High Schools, Normal School, the University of British Columbia, and membership, are canvassed. Further, use is made of radio and newspaper advertising. While all staff and board do recruiting, final responsibility falls upon the director. Specialists are favoured so that they can lead a direct activity. People with no speciality are usually stationed in the games room. Most volunteers come once a week, or once a month, depending on the time that they have available. Coaches, of course, make their own arrangements with their respective teams.

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[1] loc. cit.

The Teenage games room has proven a difficult place for which to obtain leadership, but at the request of the Director, local business people have responded. These come once a month and are stationed in the games room in pairs. Each games room volunteer receives a list of the other volunteers with the names and times of duty of himself and others marked on it, and is phoned by the staff as a reminder when his turn for duty comes around. Rules in regards to the games room are laid down by the Director. Each supervisor is supplied with a badge before going on duty. He gets a key and equipment from the office, and opens the games room at 7:00 o'clock. Supervisors see that all games and activities are carried out in a properly and orderly manner, with the room being kept in a "relatively quiet state." The supervisor is responsible to the Director or Assistant-Director in charge of the Centre and can ask for their assistance at any time. Extra activities are entirely at the discretion of the supervisor. The supervisor is to see that running shoes are worn when playing table-tennis or any walking or running games, and that there is no smoking or gambling. Anyone disobeying the rules faces suspension of membership. The supervisor also keeps an attendance record.

Statistical records noting participant attendants are kept by all leaders and are compiled by the secretary.

The staff also keep a log book of daily activities in which outstanding events or happenings are noted, with each staff person having their own section. This enables the Director to check daily administration.

In the afternoons from 3:00 to 5:00, the staff lead the programme with the help of a few older teenage volunteers. Pre-teens are encouraged although the teen-agers are allowed free time in the gymnasium. Teenage programme leadership at the Centre then is mostly depend-ent upon volunteers of which there are about 75. These volunteers range from 15 basketball coaches, and 20 games room people, to 2 volunteers for woodwork. Under the exist-ing administration supervision of volunteers must be given by the Director or his assistant.[1]

Programme Development at Kitsilano Community

Centre. As previously pointed out, the Director and the assistant Director meet with the Board Sports' committee and programme committee and plan a programme of activi-ties for the coming year. This is submitted to the Parks Board for approval. Mrs. Milne, the Supervisor of Play-grounds and Community Centres, points out that:

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[1] They must also supervise the other 125 volun-teers for other sections of the total programme in the agency.

"Community centre programmes are planned around
several types of activities which involve dif-
ferent organization systems. Use of rooms for
table games, crafts, low organized games, movies,
etc., do not require enrollment in a group or
participation in a formal way. Other activities
are organized through classes, clubs or selected
groups. Boxing, ballet, tap and square dancing,
choir and orchestra, arts and crafts, are
usually conducted in groups at regular meeting
times and with special instruction. Adult social
clubs, bingo, work parties, women's auxiliaries,
meet regularly but do not require continuous
leadership. The sport and athletic parts of the
programme are built around teams and leagues
although, in some cases, informal use of the gym-
nasium receives more emphasis than inter-commun-
ity centre competition."[1]

In capsule form, that is the programme at Kitsilano

Community Centre. Fifty-four Thousand, Four-Hundred and

Seventy-Two people used the Centre during the Fall session

ending December 31st, 1953.

"In preparing the programme, an attempt is made
to give equal consideration to all age groups
and, as far as possible, to avoid overlapping
of other community and school programmes."[2]

At Kitsilano this is done by the Director through

formal interviews with the high school principal, and

numerous conversations with the teachers.

The programme appears to be developed mainly around

the gymnasium, with basketball being the main interest.

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[1] Milne, Marjorie, "Report on Community Centres and
Supervised Playgrounds," _Annual Report_, Board of Park
Commissioners of the City of Vancouver, 1953, p. 81.

[2] _loc._ _cit._

Fifteen basketball teams, (boys and girls) practiced in the gymnasium and played most of their games there.

With the facilities being readily available and in close proximity to the high school, this is a natural development. In activity of this nature volunteers are not hard to obtain, particularly as there is a place to play, a league to play in, and an abundance of players who want to learn the game. The emphasis of programme development here is on the learning of skill on the part of the individual player, and on the learning of team-work on the part of the team, under the direction of skilled leaders who direct the programme of each team accordingly. Most of the teams play in the Red Feather Basketball League which is set up to cater to beginners in basketball.[1] Once the members have become proficient they are encouraged to move on to the more advanced leagues of the city. For example, the senior girls team at Kitsilano played in a senior division of the Vancouver and District Basketball League.

In the development of other aspects of the teenage programme the suggestions of the members are given serious

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[1] The Red Feather Basketball League stems from the Red Feather Sports Council which is organized by the member-agencies of the Community Chest and Council. By the nature of its Constitution it includes both public and private recreational agencies. The Director of Kitsilano sits on that Council.

consideration by the Director. Duplication of the extra-curricula activities of Kitsilano High School, is avoided through the forementioned conferences. A great many of the seniors however, participate in the high school programme, and this effects the senior programme at the Centre. The ones who do participate in the Centre programme are mainly interested in basketball or ping-pong, which they take very seriously.

From a broad point of view, programme development at Kitsilano Community Centre appears to be mainly conditioned by the spaciousness of the facilities. For example, the size of the gymnasium (unlike that of Alexandra House) enables the participants to remain interested in basketball. The game itself holds its own challenge, and the chances of success, which is skill, increase with practice. Add to this the rivalry of the peer group, and a situation is presented which holds the interest of some teenagers indefinitely. A leader is not necessary here only insofar as maintenance of order among such large numbers of members is desirable. The programme, therefore, from the point of view of agency function is a very successful one. Further, in terms of the individual, the team coaches enable specific attention to be given to each player. What happens to those who do not make a team is not a responsibility of this type of programme although

"free play" in the afternoons may be sufficient to provide for this group.

The Games room programme is another illustration of the mass-activity function of the Centre. In this large room a large number of teenagers are participating in programme and numbers of their peers adds security to the teenagers. On the whole, close supervision does not appear to be necessary, providing that an atmosphere of co-operation among the participants is maintained.

CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

In the first three Chapters of this study basic in-
formation as to: the setting of the study, the function of
public and private recreational agencies and patterns of
cooperation between them, the history of the agencies, and
their respective administrative structures, was presented.

In reviewing this material prior to the drawing of
conclusions and the making of subsequent recommendations
the following points seem to be those of most importance:

(1)   There appears to be no generally accepted defini-
tion of the area commonly known as "Kitsilano." Map. No. 1
illustrates three areas which are loosely referred to as
"Kitsilano" namely: the Kitsilano High School district,
the electoral district in reference to the Community Centre
By-Law, the area of service as laid down by the Board of
Directors of Alexandra House.   It is interesting to note
that, Kitsilano Community Centre has not defined the area
which it serves, although one would suppose it to be the
area covered in the Civic By-law.

(2)   Transiency of the population, particularly in the
eastern section of the Kitsilano area is an important
factor in reference to the provision of leisure-time
programme.

(3) The proximity of Kitsilano high school to Kitsilano Community Centre has a marked effect on the programme of this agency. As the majority of the teenage members of Alexandra Neighborhood House also attend this school, it becomes the point of contact of the two groups of teenagers.

(4) The patterns of cooperation as indicated in the Los Angeles, Cleveland and New York experiments, illustrate that integration of services on the part of public and private agencies is possible.

(5) The historical background of the agencies indicates that Alexandra Neighborhood House has worked through some of the problems faced by Kitsilano Community Centre but it is evident that the development of the Community Centre will not and should not necessarily follow that of the Neighborhood House.

(6) A definite contrast exists between the administrative structure of the two agencies. Alexandra House has local autonomy and is operated by a Board of Directors who have complete control over the operational affairs of the agency. Programme Administration there is departmentalized. This structure has strength in that there is provision for adequate personell, the staff members being given considerable responsibility in their own departments. It also provides for effective supervision of staff and volunteers.

Kitsilano Community Centre is jointly administered by the Parks Board and the Kitsilano Community Association. The Centre has a small staff compared to that of the Neighborhood House. While the Director is given considerable leeway regarding the conduct of the affairs of the agency, there does not appear to be very clear-cut lines of responsibility in reference to the role of the Board of Directors and Parks Board as to the overall authority.

Chapter four was devoted to an analysis of a selected area of programme in the two agencies being studied, namely the Junior Teenage programme at Alexandra Neighborhood House and the teenage programme at Kitsilano Community Centre.

This analysis served to point up the strengths and weaknesses in the programme areas considered and also to indicate the existing gaps in service to the teenage residents of the Kitsilano district. Before outlining the conclusions reached by the analysis it is necessary to note that they are based solely on one phase of programme in the two agencies and therefore do not necessarily apply to other areas of programme.

In reference to the teenage programme, the programme analyses have shown that both agencies are effectively helping to meet the leisure time needs of a large number of teenagers. There is, however, a marked difference in the

kind of service provided. The Community Centre having spacious facilities, particularly a large gymnasium, is able to cater to large groups such as 1200 teenagers at a Hallowe'en dance. Team sports such as basketball and floor hockey, though, provide small group activities. Leadership and supervision appear to be at a minimum because the nature of the activities encouraged by the facilities hold the interest of the participants. Teenagers use the facilities for programme on an average of fifty hours a week.

Alexandra House facilities on the other hand, lack the spaciousness of those of the Centre. Programme, therefore, has to be adapted to the facilities, none of which holds a large number of people. For certain types of interests such as Arts and crafts, dramatics, or music in which it is best to have small groups, the facilities are excellent. This correlates well with the focus of agency programming, placing as it does the emphasis on the individual in his group. The small groupings encourage relationship to develop between members, and between members and leaders, and provides an opportunity for growth on the part of both. Teenagers use the facilities on an average of eleven hours a week. These differences between Alexandra House and Kitsilano Community Centre as presented are in line with the differences in function between a

public and a private agency as outlined in Chapter II.

Although, as indicated, many of the teenagers' recreational needs are being met by the services of the two agencies, there appear to be some gaps in the service provided.

These are as follows:

(1) Lack of any programme for teenagers who show anti-social tendencies. At the present time the individuals--many times they collect together in gangs--are completely unable to participate in the programme at the Community Centre and can participate in the Neighborhood House programme on a very limited basis.

(2) Provision of something to do for teenagers who "hang around" outside the respective agencies, afternoons and evenings, when there is no programme scheduled for them.

(3) Insufficient programme for older teenagers, particularly those who have left school and are out of work.

(4) Lack of adequate opportunity for teenagers to play on sports teams, particularly for the boys and girls who are not good enough to make the competitive teams at the Centre. This is in particular reference to basketball teams.

These apparent gaps in service appeared as the study progressed and are noted here as subjects for further

research; beyond the scope of this thesis. They do serve, however, to illustrate further examples of material on which Alexandra House and Kitsilano Community Centre have common interest, as will be further developed in the conclusions.

With reference to the forenoted gaps in service to teenagers, further research is undoubtedly necessary to obtain facts and figures in order that their extent can be ascertained. It is suggested that boards and staffs of Alexandra House and Kitsilano Community Centre should cooperate in emphasizing to the people in the area that these gaps do exist, both in regard to individuals, and to group needs.

Further, cooperation in reference to stimulating action is needed in bringing these gaps to the attention of the proper authorities such as the Parks Board, the Social Planning Committee of the Community Chest and Council of Greater Vancouver and the Mayor's Youth Services Committee. It appears that action is also needed at top level to stimulate the appropriate agencies. At the same time a constant flow of factual material from local agencies to top level authorities might help them become aware of the necessity for some action being taken.

Preceding paragraphs have suggested other desired actions, namely: the need to define "Kitsilano" area, the

need to instigate research on the factor of transiency
as it affects recreational programmes and the need for
research on the definition of the function of the public-
private agencies.

Integration between the two agencies is needed re-
garding: research on the definition of the area, the
ascertaining of leisure time needs in the area, the div-
ision of responsibility between the public and the private
agency in regard to services needed.

It is therefore recommended that joint committees
from Alexandra House and Kitsilano Centre meet regularly
to implement an integrated approach in terms of the prev-
ious discussion.

The implementation of a system similar to the Los
Angeles plan which would employ a neighborhood coordinator
and community organizer might be practical. Under this
system, once the area was defined, a group worker would be
appointed to work with all groups in the Kitsilano area
who are concerned with recreation, and also to work direct-
ly with anti-social groups. In working with these groups
he could draw upon case work, counselling, and psychiatric
services as necessary to help with individual problems.
Eventually some of the anti-social groups probably would
be able to participate in existing recreational activities
at either Alexandra House or Kitsilano Centre.

In reference to the total recreational picture in Vancouver it would seem that a City Recreational Board or Commission composed of representatives of the general public, private and public recreational agencies, and area coordinators, is highly desirable. The function of the Recreation Board would be to plan and to integrate all recreational services in Vancouver, including those for antisocial groups and individuals. To ensure planning for recreation in recently developed sections of the City, representatives from the Recreation Board would need to consult with the City Planning Department and press for adequate planning and integration of services to meet developing recreational needs.

There is a strong indication that Vancouver needs such a reciprocal and comprehensive method of planning recreational services.

The local agencies are the base of this coordinated structure in that while they receive guidance from the central authority they are still providing direct services. Therefore, the local agencies will be most aware of the value of and the inadequacies of the services at any given time. The Board, using essential information from local agencies, will be able to do an effective job of meeting the necessary recreational needs of the general public.

In summary then, it seems very important that planning and integrating of recreational services to meet basic leisure time needs should be developed at two levels: local community and City. Reciprocal action among these two levels of planning would undoubtedly help to provide measures whereby gaps in service might be effectively filled and thereby insure that the leisure time needs of all citizens are met.

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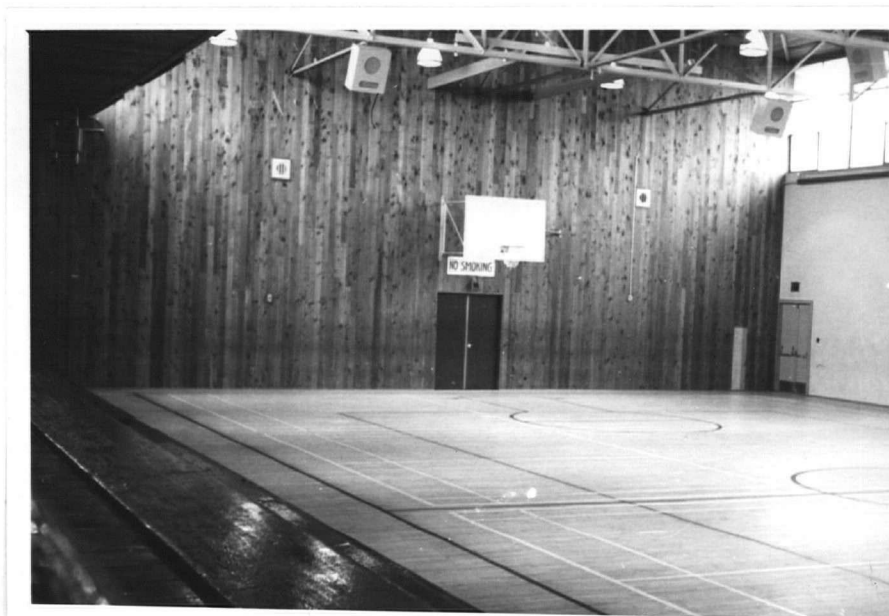   New York City Youth Board, 1952, Pp.1-11.

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(a)   Mr. Basil Robinson, Director of Alexandra Neighborhood
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(b)   Mr. Marshall Smith, Director of Kitsilano Community
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(c)   Mrs. Mabel Inkster, President of the Board of Kitsilano
      Community Activities.

GYMNASIUM - KITSILANO COMMUNITY CENTRE

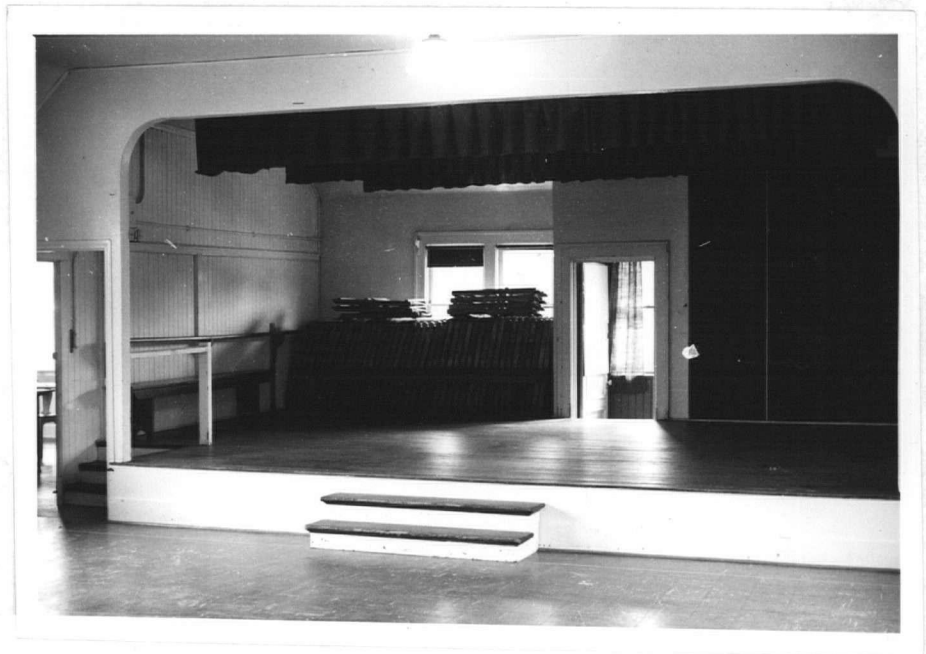GYMNASIUM - ALEXANDRA NEIGHBORHOOD HOUSE

GAMES ROOM - KITSILANO COMMUNITY CENTRE

GAMES ROOM - ALEXANDRA NEIGHBORHOOD HOUSE

CLUB ROOMS AT KITSILANO COMMUNITY CENTRE

AUDITORIUM - ALEXANDRA NEIGHBORHOOD HOUSE

MEMBERSHIP RESPONSIBILITIES   JUNIOR TEENAGE

To ensure a successful and enjoyable program year for all, the cooperation of each and every member is required on the following points:

1: In accordance with the Tobacco Restraint Act, smoking cannot be permitted in the Junior Teenage program at any time. It is necessary that all members cooperate with this policy.

2: It is expected that members will assist in keeping the agency equipment, building and grounds in good repair by taking personal responsibility for:-

a) wearing running shoes or socks in the gymnasium during all sport activities.
b) repairing or making payment for equipment or property damaged or lost; eg - window breakages, sports equipment records, furniture, fixtures, etc.
c) leaving clubrooms in a clean and tidy condition, and leaving the building promptly at closing time. The agency reserves the right to request any member to leave the premises at any time if his/her behavior warrants such action.

3: Membership fees must be paid in full within a 3-week period following registration except by special arrangement. Participation in program will be suspended if payment is not completed by the date agreed upon.

- - - - - - - - - - -

While receiving all rights and privileges of membership, I, the undersigned agree to accept the above responsibilities. Further, I understand that if I do not honor this agreement, my membership may be suspended or withdrawn at any time.

_____
Member's signature.

MEMBERSHIP RESPONSIBILITY FORM

AT ALEXANDRA NEIGHBORHOOD HOUSE

RECORDING GUIDE FOR GROUP LEADERS

Date_____   Members Present   Absent

Group Name_____

Leader _____

R E C O R D

How would you rate this session? (underline please)

Excellent Good   Fair   Poor

1: Programme Activities and Group Progress: What did the
Group do? What did they like best - least? Did they
seem to have fun? How well did they get along to-
gether - co-operate - share? Did they show any in-
itiative in making programme suggestions - setting
limits on one another _____ or leave this up to you?

2: Individual Progress: How well does he/she get along with
others and with you? What is your impression of him
/her? Any special skills - interests - problems?
Did you have to set any disciplines? What kind?

3: Ideas for Next Week: Did you and Group make any plans?
Is there any special help you feel you should give
individuals or group to enjoy programme more?

Representative recording form for the use of Alexandra
House Group Leaders

Appendix.