COMMUNITY ORGANIZATION PROCESS IN A RECREATION SURVEY

A study conducted in the city of Bellingham, Washington

by

JOHN ARTHUR BURN

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ABSTRACT

As welfare services expand in developing communities, the provision of attractive recreational services becomes increasingly important. Such provision of leisure-time activities is highly dependent on a community's ability, interest, and past experiences in the area of recreation. A survey is a valuable means whereby conditions in a community can be studied and evaluated, to the end that steps can be taken to implement appropriate recommendations.

This thesis is a review of some of the significant conditions influencing the provision of recreational services in Bellingham, and of the approach taken to bring about an effective community programme of leisure-time services in the city. The survey "approach" consisted of elements of four main methods that were suggested by survey committee members during the study. As the survey progressed, and the members' understanding and appreciation of it increased, the study passed through four phases of development. These phases, or stages were related to the progress of the study and the development of the Central Survey Committee. Community organization and social group work methods were used to some advantage; their use assisted with the evolving of "a good report and citizen participation" that were required.

Most of the material for the thesis was gathered by the writer, during a second year field work placement from the School of Social Work, University of British Columbia.

Although recreation is one type of service, it needs to be closely related to other kinds of welfare services existing in communities. To see how recreational services fit in, to view the parts that leisure-time agencies play in the total picture, or to gain an understanding of the community's programme of recreational services, presents a challenge to any city. Thinking on a community level requires intellectual and emotional maturity of a high degree. How this occurred in Bellingham, is presented in this study. It is felt that this account of the Bellingham Recreational Survey, can be used to help clarify the "community organization process" that often seems to be referred to vaguely. As an example of a community study, it can be of reference value.
The writer wishes to express sincere appreciation to those citizens in Bellingham who assisted with the survey, and who willingly provided information and material for the thesis.

For the timely assistance and encouragement given, the writer also is very grateful to Dr. Leonard C. Marsh, and Miss Elizabeth Thomas, Associate Professors in the School of Social Work, University of British Columbia.
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Since social welfare problems rarely come singly, today's use of a combined or generic approach is required by social workers. Issues faced by workers usually have many involved and related causes. Likewise, the prevention or treatment of the causes of social work problems depends on the timely application of various skills by trained persons. This is especially so in urban communities. Bringing the best possible services to a client, often involves the working together of specialists from several agencies and organizations. In supplying a number of appropriate skilled services, agency teamwork of a high order is necessary. "Inter-agency cooperation in providing employment, health, housing, educational and recreational services, in order to strengthen family and individual life, is one of the most noticeable trends in social welfare today".¹ A broad approach by one or several agencies is possible when some degree of organization of welfare services implying the "effective working together of social agencies" at the community level has been reached.

Social welfare agencies participate in co-ordinating councils and groups, not only so that the most appropriate services might be made available to those needing them,

but also so that there will be multi-agency service or more of a community effort to supplement self-help by the family or individual. Such co-ordination is needed at the local community level. It is at this level that disorganization of services often occurs.

A survey which employs a method that permits citizens and agencies in a community to come together to study the recreational needs of citizens and services available to them, can be a means of furthering the organization of appropriate services at a community level.

One of the main purposes of the Bellingham Recreation Survey was to bring further organization of recreational services within the community. It concerned itself with one important part of daily life; leisure-time, play, pleasure, or recreation (all these terms being used synonymously during the survey). Its scope covered all activity carried on by the citizens that was not normally considered part of work or home-life. (Some aspects of home-life were considered in the survey, however, since many persons engaged in activities at home primarily for reasons of joy or entertainment.) Both the psychological effect while recreating


(e.g., the pleasure gained while planning and making a project), and the "end results" (e.g., the satisfaction gained when a project has been completed), were taken into account. That "recreation" covered many miscellaneous items of activity, or activity which could not be accounted for otherwise, was revealed by answers to the questionnaires that were given to some of the citizens in Bellingham. These questionnaires were used to discover the recreational needs and services that existed in the city. Many persons interpreted recreation as any activity that they considered unnecessary or non-essential. There seemed to be a general realization, however, that recreation was a need, or "a part of life, like love or food," ...."which people engaged in for its own sake".  

4 After much consideration by survey committee members, a broad definition for working purposes, was agreed upon; it was one which had been formulated in a recent State report: "Those activities which are diversionary in character and which promote the entertainment, pleasure, relaxation, and physical, cultural and artistic talents of a leisure-time nature". 5 This interpretation places emphasis on creativeness and informal education, and embodies the essentials of the dictionary definition (Webster's) "to revive, refresh, and renew".


It is clear from this, that recreation is both a means and an end. Several committee members questioned the scope of their work, and, as a rule, limits had to be set arbitrarily. It was generally accepted that recreation was a personal matter and could take place in many settings. The meaning of recreation in the survey purposely was left broad and inclusive, rather than restrictive or limited.

Many members of the survey were of the opinion that recreation implied freedom to do as one wants. This view was seen as working against the systematic organization of leisure-time services. Pendell⁶ and many others have developed the point that recreation can be used either constructively or destructively, both for the individual and for society. In Bellingham, members of the survey committees felt that what is often called "spectatoritis"—lack of physical or mental participation—is uncreative, and that it could constitute a menace, especially to the individual. Provision of what was termed "wholesome recreation" was linked with "organized recreational activities" in Bellingham. These activities were accepted by members of the survey as being beneficial to the citizens attending them, in that creative opportunities were provided for the citizens to express themselves (e.g., making individual projects, athletic activities), to make new friends (e.g., social activities such as parties and dances), and to "practice democracy" (e.g.,

through club activities such as meetings, to share and to accept responsibility).

Early in the survey, civic officials stated that serious consideration should be given to the question of whether or not attempts should be made to have increased organization in recreation in Bellingham. They argued that in order to provide pleasure and other satisfactions that come from the use of personal and group initiative in diverse leisure-time activities, the field of recreation had to be "highly unorganized". In their reasoning, they referred to the early days of the Bellingham area, when little organized recreation existed—the civic officials themselves had belonged to natural groups or had their own close friends in their local neighbourhoods, and they had enjoyed much freedom to do as they wanted. Some illustrations also were mentioned, which purported to prove the ill effects of present-day club organization—some boys' groups had engaged in anti-social behaviour, and these activities had been carried out on a basis of organization similar to that which existed in their clubs (i.e., elected leaders influenced other boys in all their activities, and it was claimed that it would have been better if the boys had never been attracted to the club in the first place). It was generally accepted by committee members, however, that only one type of activity of the boys' groups had been referred to, and that "gang" and individual anti-social behaviour might have been of much higher incidence, without the existence of
the boys' clubs. It was agreed that the amount of organization in, and the direction given to boys' groups, for example, was dependent on such conditions as the members' personalities and the particular setting in which the groups functioned.

Representative groups in the community claimed that, in order to provide opportunities for all persons to take part in recreation, and to provide funds to enable recreational agencies to carry out their objectives, increased organization of leisure-time activities was needed. Recreation leaders in Bellingham were of the opinion that increased organization was necessary; in expressing their views, most of them laid stress again on distribution of available finances. The purposes of the survey became clear; (a) to allow citizens to express their widely different, and controversial views regarding recreation in Bellingham, (b) to assist co-ordinating groups to plan for total recreation needs in the community, and (c) to help the public and private agencies organize their programmes more nearly in line with what the citizens indicated they wanted, needed, and what they could afford.

During the early planning stages, members of the survey were helped to recognize certain recreation and social work principles, which seem to be having increased recognition. Recreation is a basic human need. As such it

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is not to be considered "dishonourable". It supplements and balances family, work, and religious interests. Recreation becomes of more importance as the average time spent at home and at work decreases, and the complexity of modern society increases. It is needed by all persons regardless of age, of the district in which they live, of social and economic status, or other differences. The "ordinary" citizens, as well as those who exhibit exceptional behaviour, need avenues of expression for their interests and desires. Such opportunities are needed for both prevention and treatment of maladjustments. Recreational activities of a satisfying nature help to maintain physical and mental health. In providing opportunities for recreation, recreational leaders need to consider the "total" person (i.e., the individual's physical, intellectual, and emotional development). The needs and desires of an individual often vary according to the particular level of emotional development or stage of maturity. Each person has his or her own way of recreating. General as well as specific recreational services should be available in a community. Leadership often is the key to the effectiveness of a recreation programme. Organized recreation is still in the experimental stage.

These principles were constantly referred to, during survey committee meetings and during discussions with individuals. As a result of requests by representatives of groups in Bellingham who were concerned with some of the above
principles, the city-wide survey of recreational needs and services evolved. During 1949, three community leaders were formally requested by two co-ordinating groups to follow up negotiations with the University of British Columbia, and to arrange a meeting of lay and professional persons. Three months later, a "Central Steering Committee" of thirty representatives in the community, was formed. These representatives were selected on the basis of "ability, interest, and connections". They met in October, 1949, to plan the possibilities of having a survey.

Following the first Central Steering Committee meeting, a definition of the Bellingham Recreation Survey was formulated. It summarized the thinking and feelings expressed by the survey members. The survey was defined and described as "A co-operative self-study through which lay and professional persons will be encouraged to investigate and report leisure-time needs, resources, gaps, and duplications that exist in Bellingham. Such study will be aimed at planning and taking action, and will involve the collecting and examining of facts and opinions so that appropriate general and specific recommendations may be made and followed up. This, in turn, will further opportunities for all persons in any area or of any group or status, to obtain satisfying leisure-time experiences through integrated recreation services".

While the definition referred to scope and method, the focus was on the goals of the survey. The same meaning of the study was spelled out and mimeographed in the forms of a Survey Prospectus, and an Objectives and Techniques Committee Report.8

8 Ref. Appendix "A".
9 Ref. Appendix "B".
These reports were distributed to survey committee members with the idea in mind that they would use them in interpreting the survey to the agency or organization which they represented. The reports were issued for the purpose of helping to increase understanding of the survey by the citizens.

Throughout the planning stages of the survey, concern was displayed by the committee members, regarding what the study should include, and how the subjects that were chosen should be studied. Understanding of the Bellingham Survey's content, and the method employed in it, can be heightened by reviewing other types of surveys. One reference names four popular types of survey according to scope:

1. Programme Analysis type, with emphasis on evaluations of agency programmes,
2. Needs and Resources type, involving case finding and studies,
3. General Community Survey, with community organization and social planning taking place,
4. Study of Inter-agency Relationships, involving both public and private social agencies.

The same authority specifies five general kinds of surveys according to method employed:

1. Inventory or Library method, wherein data is taken from already collected sources,
2. Survey by Experts, who collect, evaluate, and report data,
3. Process Survey, which calls for wide citizen participation and community understanding,
4. Self-study, without the use of outside assistance,
5. Continuous self-study, or regular self-appraisal, taking place periodically.

As the definition of the Bellingham Recreation Survey indicates, as listed above, the third type of study according to scope, and the third kind of study according to method employed, would apply. The elements of community organization, social planning, citizen participation and community understanding that were involved, made the Bellingham Survey a "General Community" study, using the "Process" method.

Although emphasis in the survey placed it in these categories, it also seemed to be a combination of all the classifications. Agency programmes, for example, were analyzed by the members of one sub-committee, and the information was presented at the Central Steering Committee meeting where a broad or multi-agency view of recreational services was studied. With the use of questionnaires and schedules, another committee focused on finding the recreational needs of the citizens. This involved studying individual needs through contacting what were considered "typical" citizens in particular neighbourhoods. It was not an intensive case study; however, a picture of recreation needs and resources was aimed at, and this was to be obtained through viewing "the community's provision of recreation". This approach presented the advantage of bringing in the studying of relationships between needs and services. Objective appraisal of relationships also entered in, when it came to determining the effectiveness of tax-supported and private recreation agencies working together in the community.

Throughout the survey, two aspects were repeatedly stressed;
the gathering of factual data, and the integrating of it during the Central Survey Committee meetings, where a comprehensive interrelated view could be observed.

The Techniques Committee Report\textsuperscript{11} lists eleven specific ways that were used to gather information during the survey. This report reveals the combination of methods that were employed for the study. Generally speaking, wide citizen participation was encouraged constantly, for two main reasons; to ensure learning about the community by as many persons as possible, and to encourage action in following up the findings of the study. The suggested techniques were of the type to assist in the development of community understanding of recreation, which was one of the primary objectives of the survey. Citizen participation on a broad basis meant that the survey came close to being a self-study. Self-interpretation of recreation conditions in the city, brought increased meaningful understanding to the survey committee members.

Added objectivity and support was provided the survey committees through the participation of faculty and student members from the School of Social Work, of the University of British Columbia. These members functioned interdependently according to their different specializations, but represented a "team" in the eyes of the survey personnel. They became known by several terms, including "technicians", "experts", "workers", "students" and "resource-persons". Various roles were played by the U.B.C. members; the nature

\textsuperscript{11} Ref. Appendix "B"
of these roles depended on the particular situation at hand. Included in the resources provided by the members, was technical information regarding the method that might be employed.

The above review of scope and method of the survey, showed that it closely resembled one definition of a social survey; "a co-operative undertaking which applies scientific methods to the study of current related social problems and conditions having definite geographical limits and bearings with a view to arousing public opinion to take a hand in the solution of the existing problems". The co-operation in the survey was most noticeable during the meetings of the Central Steering Committee when committee chairmen freely exchanged information and ideas. In studying the conditions surrounding recreation, the survey provided a means for "people to find ways to give expression to...inherent desires to improve the environment in which they and their fellows must carry on their lives", as McMillan describes the community organization process. Participants in the survey realized that their contributions to the community study, were to help bring better organization of recreation in Bellingham. This was to be done by "discovering needs, services, gaps, and duplications" in recreation. As the survey progressed,

however, another phrase was substituted, and the expressed purpose became "to provide a well-balanced recreational programme" for the citizens of Bellingham. Although the latter expression was considered more positive, it seemed to be another means of avoiding responsibility for some of the recreation problems existing in the community. These problems centered around disorganization of services, lack of leadership, and inadequate finances. They were openly discussed towards the middle of the survey at which time the committee members had gained increased security and were emotionally freed to enter contentious areas. In the sense that these current social problems were studied with a view to improving recreational conditions in Bellingham, the survey came within the above definitions of community organization and social surveys.

In conjunction with the community organization process, the social group work method was applied in the survey. The survey objectives, as set forth in Appendix "B", permitted the use of it at the community level. The various methods portrayed by the organizational charts that were developed during the planning stages of the survey, showed how the group work process was brought into use. Application of it depended on the conditions in the community that became evident, as the survey progressed. For example, some agency representatives, who were members of the Central Steering Committee, rejected having some subjects studied (e.g., agency administration, agency finances).
This agency "pressure" was strong enough to "control" the survey progress or limit the participation of the citizens in considering important problems. Citizen participation was an essential part of the group work method that was proposed for the survey.

It is recognized that all social work methods involve certain principles and techniques. Among these are allowing individuals and groups to make their own plans, assisting them with their plans and activities, accepting their abilities or realizing their "strengths" and "limitations", encouraging the assumption of responsibilities with a view to eventual self-help, observing relationships which often affect attitudes and activities, and facilitating participation in activities so that personal growth can occur. Basically, social work is a helping process. How this help is given, differentiates the three main methods. The difference often is a matter of emphasis. With group work, assistance is given to groups and individuals while adhering to the above principles. The main function of a group worker has been described as "working with the group in helping its members achieve experiences that will be beneficial to themselves and to society as a whole".  

Some of the controls that operated during the survey activity, worked against maximum use of the group work method,

however, Some further examples of such resistances will make this clear: Some important decisions were made outside meetings and did not have majority approval. Most of the committees that functioned were unrepresentative of the recreational agencies in Bellingham. Generally, survey committee participants gave their personal opinions, which were frequently opposite to those of the agency or organization which they represented. The relationships between committee members were on more of a personal rather than a professional basis.

Miss Maxwell states that the group work aspects of a social survey include the following: 15

1. Effectiveness (of the survey) is dependent on meaningful participation in fact-finding, study, and implementation,
2. Analysis of problems and discovery of solutions is dependent on an intensification of existing associations and development of new relationships,
3. Implementation of findings is dependent on understanding and acceptance by all participants,
4. Role of surveyor includes counsel and leadership.

This list points up the need for meaningful citizen participation, or activity, feeling, and thinking, on the part of members of the community involved in the survey. Normally, few projects afford opportunity for citizens to participate on a community level, and to develop understanding of social problems.

When such opportunity is provided, a social survey of recreation, which in many respects is highly unorganized, can have therapeutic or beneficial effects. More organization of recreation would seem desirable, especially if it is to supplement other welfare services and be a part of the generic services available to meet the basic needs of citizens in a community. A qualitative study involves citizen participation in its truest sense, and affords democratic experience in bringing better organization and co-ordination of recreation services at the community level.
Chapter 11

THE BELLINGHAM SETTING

Early in the Bellingham recreation survey, it was generally agreed that for the purpose of the study, that area legally incorporated within the city limits would be the main area of concern. As far as survey committee members were concerned, where the citizens enjoyed recreation was of secondary importance. More attention was given to the "what" and the "why" of recreation activities in the whole city and nearby areas. Yet the city area was the primary focus, or main bearing for the survey.

Geographical Features

The city of Bellingham today is comprised of approximately twenty square miles, practically all of which skirt within 1½ miles of Bellingham Bay and extend over to Lake Whatcom on the east. Immediately around Bellingham is the famous Nooksack Valley, which is one of the largest dairy districts in the West. Between 1852 and 1903, four "settlements" developed side by side in the Bay area. Today, the districts surrounding the waterfront are deteriorating. The streets radiating from the Bay, pass through mingled business and residential sections. The city has grown "around the hill", and generally the higher ground has been the more valuable.

Population

The estimated population of Greater Bellingham stands at 35,000. Population density was used in determining
city limits and boundaries of wards and precincts in Bellingham. Although Bellingham shared in the development of the northwestern States, the increase in the number of people living in the Bay district was slower than in neighbouring areas—in fact, between the years 1905 and 1950, there was an increase of only 13,000 persons in Bellingham. The slow increase indicated limited mobility of the population, particularly during the first quarter of the century. Even then a large part of the increase that did occur, was attributed to extension of city boundaries and increased industrial activity during war years that attracted working people to the area. Considering the scattered area that was settled, population density in the whole region was low.

It is often thought the very gradual growth in population was one important reason for the high degree of conservatism existing in Bellingham. Stability of family-life in the whole community, is often attributed to this gradual growth.

The effect of geography on recreation

Considering the natural beauty of the whole area in which Bellingham is located, it can be said that the city is favourably situated for the development of recreation. It is in an area of beauty, which is richly endowed with natural recreational resources. Down through the years, the citizens made much use of these natural
recreational opportunities that were at hand.

It is well accepted that during all seasons of year, people living in Bellingham found pleasure in such out-of-town activities as skiing, hiking, boating, golfing, picnicking, swimming, berry-picking, driving, and travelling to points outside the city limits. The increased mobility, communication, and suburban living in recent years made these forms of recreation even more feasible. Within Bellingham itself, many leisure-time activities have evolved, and this can be realized by viewing the diverse recreational activities that occur under public auspices (ref. parks and schools), and in private agencies, such as in commercial establishments, trade union facilities, churches, and fraternal, veteran and service clubs. Bellingham citizens always seemed to have made good use of, and taken pride in the beauty of their city's natural setting; for example, "the tulip city", part of "the evergreen playground", and, more recently, "the city with the tallest Christmas tree" have been publicity slogans describing features of the natural beauty.

The effect of population on recreation

Indications are that Bellingham provided recreational services for the citizens at least up to its ability to do so. With reference to public and private recreational services, it is claimed that Bellingham really served not 33,000 persons, but more like 60,000, since the city catered to many persons living in adjacent areas to
Bellingham. By and large, it was the citizens' taxes and volunteer donations that were used to support public and private services. Many out-of-town individuals and groups made use of the facilities (e.g., parks and swimming pools) that are located in Bellingham proper. In such instances, Bellingham was setting an example for other districts to follow in providing recreational services.

It is often claimed that depressed areas or neighbourhoods in a city, should be given priority in availability of recreational services. An outside visitor to the city would be impressed by the fact that Bellingham does not seem to have any serious slum area at present, although the potential exists. A few areas are "depressed" and additional social welfare services are rendered in such localities. There are differences in economic standards within the ten neighbourhoods in Bellingham. These differences, however, at present do not appear extreme. For instance, new and old houses are to be found across the street from one another in all the neighbourhoods. While some efforts have been made to improve recreational services in the areas felt to be in greatest need, recent

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1 Business leaders in Bellingham claimed that down through the years, protective measures to prevent slums developing, purposely were taken in the city. This was accomplished by various means, such as by keeping real estate values high and discouraging persons of low economic status and foreign lineage, from taking up residence in Bellingham.
attempts seem to be in the direction of providing extensive facilities near the center of the city, which would be within the reach of the majority of citizens. The high degree of mobility of citizens, with the exception of the children, could be one reason for the more centralized programme. This type of programme might best be considered as supplemental, however, since much in the way of recreation goes on near, or at home.

Being more homogeneous than most cities of its size, Bellingham has not developed any serious racial tensions or concentrations of minority colonies of racial and cultural groups. While it is true that there are some groups within the city, such as those of Scandinavian ancestry, considering their many contributions, it can be said that they have been an asset to the city.

Industry

Bellingham citizens have been fortunate in having a comparatively high rate of employment down through the years, and this has increased the ability to provide such services as recreation. Again, because of geographical advantages, the city's main industries have provided a marked degree of stable employment. Mining, lumbering, and pulp industries have been highly significant in the history of Bellingham. The Puget Sound Pulp and Timber Company's mill is the largest sulphite pulp plant in America. It is famous because of its complete utilization of waste products. It has a paper cardboard plant, an alcohol unit and a plant for the making of plastic products from waste materials.
of Bellingham's economy. The first two industries, however, have declined considerably—Bellingham, relatively speaking, does not have a high coal production to-day, and similarly, the number of lumber mills have declined from 33 within the vicinity of the city, to 1 at present. In comparison with the manufacturing in the eastern States, there is little manufacturing goes on in Bellingham. Fishing, dairying, and the tourist trade, however, have been of growing importance.

Important factors constantly affect the industrial development of the whole area in which Bellingham is situated. Despite the geographical advantages, there is a shortage of electrical power. Further, there is a transportation problem; Bellingham has no natural port outlet and a differential freight rate applies on the railways serving the city. Bellingham is in the position of being in a "bedroom" district to the parental city of Seattle. All these phenomena figure in the economic development of the city, and this directly affects the support of basic welfare services such as recreation.

The geographical setting in which Bellingham was located, presented many advantages and some disadvantages to the development of recreation. The terrain of the land and the moderate climate made it possible for all persons, who would, to enjoy their leisure-hours. With the merging of the four settlements and the gradual growth of the city,
however, some detrimental effects of suburban-life appeared, such as crowded housing, which made necessary the development of technical recreational services within the city. This was possible when loyalty and support of the citizens became more concentrated and there was heightened ability for the city to support welfare services.

**Recreational services and age groups served**

Apart from the public recreation facilities (schools, parks, playgrounds, and beaches), trade union recreational facilities (one large building), commercial establishments (dance halls, bowling alleys, skating rinks, taverns, and pool halls) and many private service and social clubs and organizations, private social agencies became established in Bellingham.  

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3 Much information about Bellingham's important recreation difficulties and problems, was gained through viewing the leisure-time services that existed in the city. Such information was gathered from (1) process records kept by the representatives from the School of Social Work, University of British Columbia, (2) minutes of Survey Committee meetings, (3) Survey Documents (ref. Appendices "A", "B", "E", "F", and "G"), and (4) Bellingham News Herald and Bellingham Labour News Articles and Editorials (e.g. Appendices "C", and "D").

4 Young Men's Christian Organization, (Y.M.C.A.), Young Women's Christian Organization, (Y.W.C.A.), Fairhaven Boy's and Girl's Club, (Fairhaven Club), Boy Scouts of America, (Boy Scouts), Camp Fire Girl's Association, (Camp Fire Girls), Tomahawk Boy's and Girl's Club, (Tomahawk), Boysport Club of Bellingham, (Boysport)—inactive at present.

The above are listed in order of size according to paid up membership, 1949. (Subsequent references to the above organizations, are indicated by the letters or words in the brackets following their titles.)
All seven organizations had stated purposes which implied that recreational services were provided in order to assist in the general development of the individual. The citizens voluntarily supported these agencies chiefly through the local Community Chest and Council. The two "Y's", and the Boy Scout's and Camp Fire Girl's Associations were well established in Bellingham, having been in the community for over 25 years.

The Y.M.C.A. and Y.W.C.A. served all age groups. Their facilities were centrally located in the city. Group organization emphasis was placed on both interest (e.g. sport teams) and friendship (e.g. small clubs) type of groups. The Boy Scout's and Camp Fire Girl's Associations had decentralized programmes, in the sense that private facilities in the various districts were used. Their activities were set up for children and 'teen-agers of each sex. These organizations relied heavily on volunteer leadership. The Tomahawk Club had only one paid leader and much responsibility, by necessity, was distributed amongst its membership. The facilities were situated in the heart

5 Indoor sports and the Y.M.C.A. were constantly identified with each other in Bellingham. Except for the schools' recent efforts in the area of sports, down through the years the Y.M.C.A. had organized and supported most athletic activities in the city. Due to its acquired status and influence, it could be reasoned that the Y.M.C.A. played a paternal role in the community in regards to the development of sport activities. Very often it gave leadership and set a pattern for other agencies to follow.
of the city and after school and during the evenings the club provided a meeting place for the 'teen-agers of both sexes. Similar to the Y.M.C.A. and Y.W.C.A., the Fairhaven club served a wide range of ages, however, it was acknowledged that most of their activities were beamed towards serving those of school ages who lived in the western part of the town. The Boysport club was organized by the Bellingham City Policemen and a few other community-minded volunteers--this club attracted youths to its athletic activities, and it was claimed many of its members either could not afford to belong to, or were not accepted by, leaders and members of the established recreational agencies in Bellingham.

All tax money intended for provision of public recreational services in Bellingham was used by the school and park departments in the civic government structure. It seems fair, therefore, to say that most of the public agency recreation effort was directed towards providing services for children and 'teen-agers of school-ages.6

6 In line with generally accepted principles, there were indications that the public agencies were providing a base of recreational services, and that the private agencies were attempting a reaching-out, experimental, and leadership job in the community. The magnitude of the total public programme can be indicated by way of comparison with the total private agency effort. The public programme had 48, or four times the number of leaders in recreation, as did the private programme which included 12 leaders. The former, however, were employed on a part-time basis for the most part, (e.g. summer employment), whereas the leaders
From a community point of view then, there appeared to be a variety, if not a duplication, of recreational services for citizens of school age. This conclusion was born out in one of the district surveys of recreation, done in Bellingham in 1948. Boys of public school age were found to be especially fortunate in having opportunities for recreation, and this may have been, as

in the private agencies were hired on a full-time year-round basis. All the main schools in Bellingham had playgrounds attached to them and these were occasionally used by the children in after-school hours. In addition, there were 19 parks within the city-limits that were operated by the city parks department, and the majority of them had supervised leadership during two summer months. With reference to indoor facilities used primarily for recreational purposes, there were one large and seven smaller buildings supported by tax funds, while three large and one smaller buildings were operated (with professional and volunteer leaders) by the private agencies. In recent years, the amounts of money devoted to improving facilities in tax-supported agencies, have been close to twice as much as those amounts spent for the same purposes in non-tax supported recreation agencies. Moreover, more than three times as much total financial support for such things as agency facilities, leadership and programmes, was used by the public agencies, as that used by the private organizations; in 1949, for example, cost of operating the public recreation programme amounted to just over $161,000, whereas the cost of the private programme figured at approximately $51,000. The former figure was approximately eight times the amount spent for operating public recreation programmes in 1945, however, the similar private programme figure, represented a very gradual increase to $51,000, during the last 5 years.

one agency leader claimed, largely because of the ease in providing sport activities for the male sex. A number of generally accepted reasons for increased services for both sexes of school age, however, would seem to apply. Among these would be the intensified emotional needs of children,\(^8\) and the general public's increased concern for juvenile problems and interest in treatment and prevention of these problems, during the formative and following years. Gaps in recreational services in Bellingham, also were noted for the after-high-school age (13 to 25 years) and the elderly-age (55 years and onward) groups. Regarding the elderly-age, or senior citizen group, the main reasons given for gaps in recreation services, referred to increased dependency and less ability to provide for services that were financially costly. With reference to the after-high-school or Young Adult group, the chief reason for lack of existence of leisure-time services, was noted as being the spreading of recreation interests by young persons after they left high school. Lessened dependency on adult persons or increased ability to provide for their own needs, was stated as another such reason. It was found difficult to reach citizens of this age group or to provide attractive services, that would, in turn gain their support.

There was constant concern during the survey for the after-high-school age group—at one point in a meeting, one member stated that it was a responsibility of the schools and private agencies to provide a training for these persons, so that they would be able to fend for themselves in meeting needs for recreation during later life. A reply was given which referred to the training of citizens as being a responsibility of all organizations and was therefore, a social responsibility. It was generally accepted that citizens of middle-age were largely self-sufficient in satisfying their recreational needs, since they found entertainment of personal choice, in such places as commercial establishments, churches, union activities, and service organizations and clubs.

Nevertheless, one important question constantly before the survey group, was whether or not it was fair to provide extra recreational services for one age-group while gaps in services for other age-groups existed. In recent years, there had been many requests from several organizations for more Community Chest support for children's recreational services, and few requests had been received for similar support for the elderly folk in Bellingham. Support for recreation services for citizens of all ages was given mainly according to request and demand, thus there was inequality in what services were available for each age group.
Areas of service

For working purposes, the Central Survey Committee used the recognized division of ten neighbourhoods that existed in Bellingham. Of these neighbourhoods or areas, four were reported, by responsible persons in the community, as being "depressed", in the sense that there existed in them a higher degree of social disorganization such as unemployment, broken homes, and delinquency, than in the other six areas in the city. Due to the locations of the schools and playgrounds, the survey committee members concluded that the public agencies served all areas fairly equally. In addition, after studying membership roles of the private agencies, the fact was established that while the private agencies served persons living in all the ten neighbourhoods, citizens living in areas in which one of the private agencies were located received more recreational services than those who lived in other areas. Only one of the five main private agencies was located in a depressed area, where need for leisure-time services was considered to be great.

Most citizens, interviewed during the survey, favoured decentralized recreation, or provision of recreation

services within local neighbourhoods. In providing services, it was felt desirable to give priority to the depressed neighbourhoods where the local citizens' ability to travel to more elaborate and expensive central facilities, was limited. It was realized that most people, and children especially, tended to use the recreational facilities that were in close proximity to their home. Moreover, in their neighbourhood they would have some close friends, which meant increased security while they were at play. Neighbourhood recreation was more desirable as far as agency personnel having opportunity to know and understand parents, and to support the home. Most of the parents interviewed, favoured emphasis being given to neighbourhood recreation on the grounds that this would encourage the children to stay away from the town centre.

When consideration was given to recreation for citizens of all ages, however, preference was expressed for central facilities, such as a civic auditorium. Those survey committee members who favoured centralization, stressed the importance of providing services for the after-school-age group, whose members usually frequented the centre of town when not at work or at home.

The centrally-located recreation agencies in Bellingham, received much more financial support than the "neighbourhood agencies"—for instance, over 60% of the 1949-1950 funds allocated to "Character Building and Leisure-
Time Guidance" from the Bellingham Community Chest and Council, was provided the Y.M.C.A., Y.W.C.A., and the Tomahawk Club. Much less money was granted the Camp Fire Girls, Boy Scouts, and Boysport associations, which featured neighbourhood recreation, chiefly for those up to 15 years of age. It might be said, however, that the many self-supporting church clubs, service and fraternal organizations provided a balance as far as central and neighbourhood recreation services were concerned.

Centralizing facilities appeared to be the easiest way of providing a basic minimum of recreation opportunities in the community. If the need and desire for leisure-time services was great enough, then citizens would avail themselves of the centrally-located facilities. Co-ordination in the use of all recreational facilities in the city was felt possible through having a central programme, which would spread out into the various neighbourhoods. To some committee members, however, this implied prearranged programmes or imposed plans for

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11 During meetings that were held early in the survey, religious, philosophical, and political beliefs that were contrary to the idea of centralization were expressed. With direct reference to a suggestion that a Recreation Commission be set up in Bellingham, church representatives expressed strong disfavour with having any such co-ordinating body, since it might take local autonomy away from neighbourhoods, in regards to provision of services like recreation.
organized recreation, and such was held counter to "grassroots movement" or growth of services "from below", which would likely be closer to interest and need. Some committee members repeatedly stated "recreation belongs in the neighbourhoods" and often reminded others that this was where it had evolved naturally. It was also shown that, realistically, Bellingham could not afford extensive recreation facilities at the present, and that support for other needy welfare services was needed.

It was apparent that a balance between support of centralized and neighbourhood services was needed by both private and public recreation agencies. Although the trend was towards supporting centralized services, support for recreational services in the depressed areas was especially needy, and such services could be supplied by either the centrally-located or the neighbourhood agencies. While location and nature of facilities was important, much was dependent on the type of leadership and programme provided by the agencies.

**Juvenile Problems**

As often happens in other cities, Bellingham's needs for recreation services received more attention whenever social problems such as juvenile delinquency came to the fore. Awareness of the community's juvenile problems increased during the second world war. Minutes of a Bellingham Community Chest and Council Board Meeting, held April 15, 1943, reported:
"Judge 'X' reviewed the situation over the country, where he said delinquency had increased very much, especially in centres where the greatest defense effort was being put forth. He said the rate was up about 10% since Pearl Harbour and up to 50% in some places. He told of England's experience, where delinquency rose from 15 to 60%, in the months following declaration of war. He thought the causes were emotional unrest among the young, removal of supervision, crippling of social services as trained personnel went to the war services, etc. He mentioned that there used to be supervision in 3 or 9 of the parks in Bellingham during the summer, which in recent years had been given up. He felt that delinquency had risen in south Bellingham and the Eureka districts and that this might be a contributing factor. He stated that cases brought before the Juvenile Court had increased noticeably .... Judge 'X' stated that the probation office was faced with the dilemma of finding places for boys because the reform schools were full. It seemed better to make plans to avoid more delinquency if possible."

The rate of delinquency in Bellingham decreased in post-war years. Specific incidents that occurred in the community, however, served to remind citizens that as a social problem, delinquency in the city was controlled but not cured. Among incidents that caused some degree of public alarm, were "wandering gangs", "break-ins", and "sex misconducts". As in other cities during this period, considerable publicity was given to the whole subject. In that the general public was enlightened about juvenile problems and encouraged to assist in finding possible solutions, such interpretation seemed to be constructive.12

12 Ref. Appendix "C".
Although Bellingham citizens from time to time, showed much interest for the city's juvenile problem, the general level of concern did not appear to be high. During survey committee meetings, for example, reluctance towards accepting that the community had a juvenile delinquency problem was obvious. Several members claimed the magnitude of the problem was not great enough to make it highly significant, and referred to such matters as the city's police protection and their "control of delinquency". Regarding control, one community representative expressed the opinion that the city was not big enough to make policing difficult, and that "anti-social persons could not get lost easily". In the course of meetings, reference often was made to the number of recreational agencies existing in Bellingham, and their contribution to the prevention and treatment of juvenile delinquency.13

13 One of the survey workers' responsibilities was the assessing of the effectiveness of the private recreation agencies in Bellingham. It was found that while there were many "recreational" services available in the community, there were little or no social group work or community organization services to be had. It was felt that this reflected a gap in treatment and preventive services, although there were many forms of social case work services available in the city. Agency representatives seemed reticent to accept that there were many differences between "recreation" and "group work", however, this may have occurred because of the fact that much more attention was given to objectives rather than to methods involved. During one committee meeting, it was revealed that a recent school survey indicated that in a class of 30 students, 19 came from "broken homes". ("Broken home" was defined as a home where one or both parents did not live in the house.) Another class of 19 had 10 children
Through the influence of the Chief of Police and the Probation Officer in Bellingham, other survey committee members became informed that the city did have a juvenile delinquency problem, and that there was need for acceptance of responsibility for its existence.

It soon became evident in the survey, that the recreational agencies assumed only part of the responsibility for the existence of the juvenile delinquency problem. A review of the agencies purposes showed that all had a connotation of "assisting in the training of individuals". It was apparent that the agencies provided places for persons to engage in constructive activities. This could be gained from the following editorial that appeared in the Bellingham Herald newspaper during the time the survey was being conducted:

"VIEWS ON RECREATION AT VARIANCE
The value of recreation in preventing juvenile delinquency is being over-emphasized....recreation is not conducted to prevent delinquency any more than we run schools to prevent it....At the same time, one should not overlook the valuable training that boys and coming from broken homes. There was recognition of the need for community services to support the home, yet whether support was being given, appeared questionable--none of the recreation organizations attempted visiting homes or keeping records, for example, and this function seemed more related to group work services, for which the community had an apparent need. Two agencies in the community, the Fairhaven and Boysport organizations, seemed to do some work with young persons who exhibited exceptional behaviour such as delinquency. In this respect there was limited preventive work in the area of pre-delinquency."
girls receive through organized recreation. Undoubtedly, such activities tend to develop a balanced life and have great influence in preventing children from getting involved in questionable activities".

During interviews with staff members of agencies, statements were made to the effect that delinquency was prevented because of the existence of their organizations. References were made to their agency's positive functions of providing constructive activities during leisure hours. Although it was accepted that a person's behaviour depended largely on the training received, there was less acceptance that the home, school, church and other organizations in the community shared in such training. During the survey, the workers found a definite lack of co-ordination of services in the community, and this may have been because need for co-ordination was not realized.

Few persons in Bellingham seemed to realize that juvenile delinquency, as a social problem, existed in the community. To acknowledge that there was a problem, meant accepting responsibility for its existence. One result of this lack of acceptance, was that there were inadequate services in the community that could deal with delinquency and other behaviour problems. While considering the community's ability to provide services with which to counteract delinquency, other causes of social disorganization needed to be observed and services provided accordingly.
Financial support for agencies

Six of the seven private recreation agencies under consideration, were financially-participating members of the Bellingham Community Chest and Council. Due to limited "volunteer" assistance, their "ability to provide services" to the community depended largely on the financial support given by the Chest. The amounts of such support for each agency was, in theory, determined by a Budget Committee within the Chest and Council set-up, and this sub-committee reviewed conditions in regards to: (1) Budget deficiency of an agency, (2) Amount requested by the agency, and (3) The agency's contribution to the community, in terms of numbers of persons served and the nature of such service. (Effectiveness of agency services was determined by surveys and other methods.) As in most councils, however, there were other "pressures" or forces operating in Bellingham, and these affected the tangible support the agencies received each year.

One such force could be termed "representation". The Bellingham Young Mens' and Womens' Christian Associations, for example, were long established in the community, and it was commonly accepted that because of their support mostly from leading business-men in the community, who had "grown-up" in the "Y", were able to press for higher grants from the Community Chest and Council.14

14 Minutes of one Chest meeting refer to "a quiet solicitation for $1,400 for the Y.M.C.A. resulted in unanimous approval".
The Chest and Council, in turn, depended heavily on business leaders in Bellingham for success in the annual drives for funds. Furthermore, the Community Chest and Council was always in a position of having an agency withdraw to conduct its own drive, and this would be counter to the main principle of "combined appeal" of the Chest. Central financing in the community was publicized as having two advantages; it worked against "multiple approaches" or many appeals in the community for funds for welfare expenditures, and, when there was assurance of financial support each year, it left agencies free to concentrate on providing effective services.  

Although the Chest and Council was a representative body, there were indications that when a choice had to be made, influential members on it were more willing to support the Y.M.C.A. and Y.W.C.A. than the other agencies. In such instances, loyalty to an agency rather than to the community, seemed to be emphasized. When any agency was favoured, and support was manipulated for it, the Chest and Council body was placed in the position of being an "useful means of getting

15 Some citizens said they favoured having the agencies obtain their own financial support. Remarks made implied that services supplied by the agencies should be known by the public, and loyalty and support should not be difficult for the agencies to obtain if their services were effective.

16 It is not meant to imply that support given the Y.M.C.A. and Y.W.C.A. was not support for the community.
increased financial support" as one survey committee member commented.

In recent years, the amounts granted the Y.M.C.A. and Y.W.C.A. by the Chest and Council, averaged over 60% of the total proceeds that were set aside for the community's recreational services by the Community Chest group. More than one-half the funds collected each year by the Chest and Council, were devoted to the community's recreational services. These amounts often were viewed with concern by leaders in the community who questioned whether too much money was being spent for "recreational services for children" and a disproportionate amount for casework "child-welfare and family services". The way funds were allocated would tend to indicate that financial support for particular agencies was given over-emphasis when the actual needs of the citizens were being considered.

While providing services the recreational agencies in Bellingham other than the two "Y's", also gained the support that was necessary for their existence. A review of agency board memberships showed that each agency had influential persons on them, and several such persons served on one or more boards.17 Regarding members served,

17 One leader in Bellingham, who was responsible for administration of recreational services, stated that, in his opinion, members of four specific families who had lived in the Bellingham area for many years, practically controlled financial expenditures for anything such as recreation. The implication was that undemocratic power
survey results showed that all the agencies served citizens living in every district in Bellingham. The Y.M.C.A. and Y.W.C.A., however, served many more citizens in each district than any other recreational agency. Yet the amount of financial support was disproportionately higher for the "Y's" than for the other agencies—the "Y's" had an average of two and three times as many persons consistently availing themselves of their services as had other agencies, but the financial support for the "Y's" amounted to between six and seven times more than the other agencies. It could be stated, therefore, that financial support given each agency by the Community Chest and Council, bore little relationship to numbers of citizens served.

The two "Y's" did provide more generalized recreation services, however, and these were costly to maintain. Their high costs were due, partly, to the nature of their facilities. All the other recreation agencies had "modest" facilities to maintain. Whenever support of any kind was considered during the survey, inter-agency friction became apparent.18 This antagonism was a very real force working against agency co-operation that appeared to be needed.

18 There was much evidence of lack of interpretation and understanding of the work of the various recreational agencies in the community. For example, the Tomahawk
While attempts were being made to bring better organization of recreation services at the community level, Boys' and Girls' Club was generally accepted as an outgrowth of the Y.M.C.A. Redwing Club. During the last war a crises situation arose, centered around a liquor problem and drinking while attending dances in the Y.M.C.A. The persons involved, withdrew their memberships from the "Y", and started the Tomahawk Club by organizing a group of 'teen-agers after school-hours, and approaching Service clubs and business leaders for support for facilities. (The club applied for financial support from the Community Chest and was turned down on the first request. Since the club later was successful in their approach to business leaders, the Community Chest realized that what amounted to a ban to central financing was going on, and eventually, granted the Tomahawk club financial support.) Much criticism of "Y" leadership resulted. Soon after this incident, another instance of "failure on the part of the "Y" occurred--the influence of the Boys' Clubs of America became apparent in Bellingham, and, in order to provide opportunity for boys who did not attend the "Y" the Boysport Club evolved. (Reasons given by the boys for their lack of attendance were (1) inability to pay the necessary fees, and (2) lack of acceptance by the "Y" leaders and members, even if membership fees were paid) Although "Boysport" had much support in the community (among its prominent supporters were the Mayor and the Police Chief of Bellingham), the club was never able to gain financial aid from the Community Chest.

Leaders in both the established and the less-established types of recreation agencies in Bellingham freely criticized one another. In regards to the organizations that emerged in recent years, the "Y" leaders claimed "loafing was being legitimizined", "leaders were untrained", "lack of direction was being given members", and "agency objectives were questionable". It was further stated that "special services" for any one group, such as the high-school group that Tomahawk served, could not be afforded in the community. It was reasoned that the two "Y's" were providing services of a general nature for all ages, and, therefore, were in an advantageous position to see where expansion of services was needed. Leaders and members of the newer agencies claimed that the "Y's" were not providing the kinds of services needed in the community, else Tomahawk, Fairhaven, and Boysport would not have come into being. They reasoned that although there appeared to be some
several problems related to financial support were presented. Among these problems were, how to obtain increased support for the expanding private services, and how to gain recognition that the private agencies were meeting basic needs that might best be provided through government auspices.

duplication of service, the methods employed were quite different to the "Y's" (e.g. The Tomahawk Club members assumed a great degree of responsibility for the organization and administration of their club. Many adult volunteer leaders assisted. The club worked in close co-operation with the school and home).

The above two kinds of recreational agencies vied with each other in providing services and gaining support. The need for support stimulated competition which seemed to further the growth of each type of agency, during recent years. There was little or no clearance of programmes between them while services in the community expanded; it seemed fair to say that the agencies grew with little relation to each other. In view of the fact that what any agency could accomplish depended on its available resources (and this often was not understood by the public), a clearance of functions of each agency was recommended. This was to enable each organization to concentrate on what it could do best. Further, it would be helpful in determining where financial support should be given in order to maintain the increased recreation services. Re-distribution of Community Chest funds would work against one commonly-accepted criticism of the Chest, which one critic termed "an intra-manipulative device, controlled by the private agencies that had gained the support of 'leading business' in Bellingham".
Agency functions

A community recreation programme involves inter-agency understanding and co-operation. The recreation agencies in Bellingham worked together mostly through the Community Chest and Council and the Recreation Commission, which dealt with the private and public agencies respectively. Practically all inter-agency activity occurred in a functional way; that is, a particular job of work needed doing by the agencies (e.g. organizing a summer programme of sport activities for the children) and representatives from most of the agencies would meet once or twice as a sub-committee of the Community Council. Once activity was organized, however, the agencies tended to revert to the accustomed pattern of operating on their own. There was some private inter-agency activity and this occurred to meet immediate needs. Outside of court action regarding juvenile problems, however, there seemed very little co-operative activity between the public agencies. 19

Similar to this, private-public agency co-operation appeared to be limited, 20 and there was little recognition that a total recreation programme was needed in the community.

19 The geographical location of the schools and parks in the city provided evidence of lack of planning.

20 The high and junior-high schools and the Tomahawk club did work in close harmony, however.
Especially in the area of community planning for recreation, there was need for much work. For example, clearance and refinement of individual agency functions went unattended. There was limited understanding by the agencies as to where they might function best and the scale of operations that would be involved.

Some of the forces that combined and worked against co-ordinated effort by all the recreation agencies in the community were: (a) types of recreation programmes (e.g., "what's involved in recreation is not startling or important enough to plan further organization—it will come about itself"), (b) leadership ability (e.g., personality problems, lack of training, community-mindedness, time, or effort), (c) philosophy regarding centralization and fear of loss of autonomy (through the years, the agencies had a high degree of self-interest, and, with a view to offering better services, had put emphasis on building the "home base", or agency first.), and (d) the weakened position of the co-ordinating bodies, such as the Recreation Commission and the Community Chest and Council.

**Summary**

It could be said that all the above difficulties associated with recreation services in Bellingham were ingrown, complex and interrelated. The problems were developing as agency services changed in answer to recreation needs that were becoming apparent. The survey brought out
that, as in other cities of similar size, the forces affecting recreation in the community had many causes and were difficult to understand and handle. They were also dependent on other related welfare needs and services existing in Bellingham.

A recent "crisis" situation arose in the area of sports which brought out some of the difficulties involved in recreation in Bellingham. Records kept during the survey, reveal "A basketball league got started under the auspices of the Y.M.C.A.--the league provided an opportunity for senior "teen-agers (male), who were members of agencies and who had basketball ability, to compete together. Agency participation was not high, being limited to several teams from two private agencies and two schools. The Y.M.C.A. provided much consistent support in terms of leadership and facilities. The competitive element was high amongst the teams, and although emphasis was on athletic ability, some personality traits were observed. The players took part in other physical activities while in the agencies, but there were few meetings to provide a balance and to give the members opportunity to participate in planning league games and team plays, and working out other personal difficulties. The league became quite popular and was a profitable source of revenue for the Y.M.C.A. There was an increase in the number of school teams participating in the league and presently the schools sponsored it. The private agencies such as the Y.M.C.A., which had done a leadership job in regards to organizing basketball, passed out of the picture. Public-private agency co-operation seemed to be replaced by hostility at the time the league became publicly sponsored. Much of the antagonism was expressed by the leaders in both types of agencies, and these feelings continued. Opinions expressed regarding the situation referred to improper transference of the league (e.g., "experienced leaders were dropped from the league"), the league still was not of great enough size to make public sponsorship necessary, and, with the loss of sponsorship of this major sport activity, another important source of revenue was cut off from the private agencies. One of the values resulting from the crisis that occurred, was the realization that a co-ordinating body with broad public-
private representation was needed. At the time of change of sponsorship, the basketball issue was not seriously considered by either the Community Chest and Council or the Recreation Commission. Many defences at a community, inter-agency level, became apparent at the time. For example, the Community Chest and Council tended to overlook (or escape) the problem, and this was interpreted by the Y.M.C.A. as lack of support for the private agencies. Also important, it decreased financial self-support by the private agencies and in this respect, made them more dependent on the Community Chest and Council. By not considering the matter, however, an opportunity to act on a community problem was missed, and this was interpreted by many citizens as lack of ability by the Chest and Council to assume one of its important responsibilities."

Due to such incidents as the above, which involved recreation problems that have been considered, social action based on understanding the community recreation picture, became even more essential. The survey was to be a part of the democratic understanding, planning, and taking of remedial action, that was needed.
Chapter III

THE ORIGINS OF THE SURVEY

A review of the origins of the survey brought out indications that the study grew out of needs and desires of the Bellingham people. Especially after the end of the second world war, when heightened interest occurred in home conditions or local affairs, there was a growing awareness of community problems affecting the welfare of the citizens.¹ One of the primary responsibilities of representatives of the citizens in a democratic society, is to facilitate action to remedy problems of social disorganization. Leaders in the Bellingham community, who were accepted as representative of the citizenry, assumed this function by bringing the involved problems of recreation to the attention of such groups as the Bellingham Recreation Commission and the Community Chest and Council. A community-wide survey was considered as one means whereby factual information could first be gathered, and then used to provide a sound basis for action.

Although there were requests for a survey from several groups and individuals in Bellingham, as might be expected, final efforts for it centered in the Community Chest and Council. One of the main reasons for this was the Chest and Council's expressed purpose of "developing

¹ A review of the headlines of the Bellingham News Herald for the war and post-war years, showed the shift of high interest from international and national news, to news about local affairs.
effective planning and co-ordination of social welfare and related programmes in the community. Working with community problems was a primary function. For 23 years, the Community Chest served the citizens. It organized and supported needy social welfare services. It is interesting to note that the Bellingham Community Fund was started and continuously supported by the local Chamber of Commerce. The main reason for organizing the Chest was the desire to overcome "multi-approach for financial support... (and) duplication of effort by agencies in their fund-raising activities". With reference to "planning of welfare services", the Community Council was of fairly recent origin, being organized in 1946. It was accepted as the means of bringing out co-operation between the various social work agencies in the city.

Another such coordinating body was the Bellingham Recreation Commission, which was comprised of representatives from the public departments such as the city council, park and school boards, and law courts. The private recreation agencies in the city were represented by the Executive Director of the Community Chest and Council, who attended meetings of the Commission. The main duty of the Commission


3 Ibid.
was to co-ordinate public recreational services; however, the stated chief interest was described simply as "money-raising". There also was constant concern for juvenile problems or delinquency. In view of the infrequent and irregular meetings held, the effectiveness of the Commission's work appeared doubtful. The Commission, however, was interested in the city's recreational problem. Several members of the Commission, also belonged to the Chest and Council, and these members seemed to direct their efforts towards the success of the Council. Many Commission members were opposed to having a survey, nevertheless, after formal approval by the Chest and Council the Commission decided to give support to the project.

Other central co-ordinating bodies concerned with recreation and the survey, were the Council of Churches and the Bellingham Youth Council. The former received requests from individual churches, but it was realized that recreation as such was a secondary function to religion. Regarding the Youth Council, its main function seemed to be to publicize young people's leisure-time activities that were conducted in the established private recreational agencies. This publicity was used to advantage, and supported the agencies, and especially, the Community Chest and Council. Many other important groups in the city were vitally concerned with the survey because of its broad scope and significance. In this respect, the City Council, Chambers of Commerce,
and some Labour organizations became interested in the study.

It was to the Community Council, however, that the responsibility eventually fell for facing the recreation problems in Bellingham. Citizen and agency concern for a study of the situation, proved to be a force that helped strengthen the Council. This seemed to be a beginning of acceptance of the Council's roles of research and education, and of doing an experimental, leadership job such as was involved in surveying. The activities in the Bellingham Chest and Council groups, especially from 1946 onward, revealed how the survey was a part of the Chest and Council, and how it gradually gained impetus.

At an Annual Meeting of the Community Chest held in January, 1946, a Budget Committee submitted a recommendation that "a survey be made of the social work in Bellingham". This committee was aware of the involved nature of the recreational problems in the community, and this accounted for the inclusive term "social work" being used.

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These difficulties crystallized into the form of one financial problem, which was referred to as "problems of apportionment of available monies", with which the Budget Committee had to deal. The above recommendation received formal approval and plans for organizing and carrying out the survey was left until later. By way of follow-up, a Chest Board Meeting was held two weeks after the Annual Meeting, and a West Coast representative of the Community Chest and Council Incorporated, New York, was invited to speak. Outside help of this form was of timely assistance to the community, in that objective help was given with the two main problems which then were seen as "the idea of a social work survey, and labour participation in the Chest". The representative, Mr. S., was given the opportunity first "to visit some of the local agencies in the community, to look over office records, and to review the situation that existed in Bellingham". Most of his informative talk that subsequently was given, dealt with forming a Community Council to do the spade-work for a general survey, however, some attention was devoted to the other Chest problem of meaningful participation of labour.

Mr. S. recommended a Community Council be immediately formed so that a base would be provided for a survey to be conducted at a later date. Much preparation for the survey was seen necessary and it was suggested that "a community council could start gathering information which
would be needed by a survey committee". He said "the community ought first to be drawn together and local problems discussed, and that only if a close working relationship were effected with public social work departments and outside social agencies of a private nature, could a survey really improve matters". Mr. S. thought it was possible that the proposed community council eventually might bring about the improvements without a survey, but left the matter up to the meeting to decide. He said the first function, however, of the Chest Board was to create and build a council body, and repeated that "there must be a real desire for a survey in the community and a real understanding and willingness to co-operate on the part of all agencies concerned". When stressing the need for co-ordination of recreational services, Mr. S. specifically referred to the prevention of delinquency. He suggested that the first concrete step was to form a small committee which should immediately look into the matter of forming a council. Mr. S. made other suggestions that were related to the recommendation of forming a council. These suggestions included, the hiring of an Executive Secretary to serve the Chest and Council, the working toward participation of labour through encouraging membership of labour representatives on all agency boards and committees, and the financing of the council by the Chest so that the former could devote attention to social problems which were making a survey
necessary. Throughout, Mr. S. emphasized "the need to attend to public relations and community organization work". He intimated that a chest and council should be equally strong, and that while separate, they should work co-operatively and interdependently.

In the light of changes that followed, the above meeting seemed highly effective. At the next Chest Board meeting two financially prominent members of the community spoke in favour of immediately hiring an Executive Secretary—in doing so, they "stressed the need for solution to numerous problems confronting the community such as the returning veteran, juvenile delinquency, health agency co-ordination, and the future organization of (chest) campaigns". Shortly after, a graduate social worker, who had been trained at the same school as Mr. S., was hired as the Executive Secretary. At a special meeting of the Chest Board held just prior to the above meeting, however, a motion was passed which recommended that a Community Council be formed. Those members who favoured having a council, again reminded the Chest group of problems in the community which were of high concern to the private agencies at that time: "...one member of the committee expressed the belief that many people thought there were some things wrong with the Chest, such as for instance, the fact that half the funds raised for local use was given to the "Y" agencies. He wanted to know more about the reasons for such decisions, and thought a 'Community Council' might be of value in getting all the facts before the community. Others agreed with this and thought much could be done by such an organization which would otherwise never be accomplished."
"...Rev. O. eulogized the case for a Community Council, which would increase the effectiveness of the Chest and other social welfare agencies, clear up misunderstandings and improve the whole system of public relations. He thought the function of a Council was first toward a continuous and aggressive public relations programme, as inclusive as possible."

Plans were made for strengthening the Community Chest and Council when a motion was passed which recommended that invitations be extended to "labour persons in the community" to attend council meetings and "participate in the planning of Bellingham's social services for which they were paying".

While these steps prepared "the base for a survey" to which Mr. S. had referred, the strength of the base was dependent on many factors. Although much prestige was attached to being a member of the council group, judging by remarks made by council members, the council body was consistently subordinated to the Chest. The council group was looked upon as more of a consultative, advisory one, while the Chest maintained a sanctioning, paternalistic role, and "controlled the purse-strings". It was impossible to view the community problems and do something about them.

6 It is significant to note that those 'labour persons' personally contacted and asked to attend the community council (not agency boards as Mr. S. suggested as a first step towards labour participation) were not labour leaders in the sense of belonging to the Central Labour Council. The questions of why labour leaders were not invited to join agency boards, or why Central Labour Council representatives were not contacted, were not recorded as being discussed at future Chest or Council meetings.
when power to act realistically did not exist. This encouraged avoidance of important problems and Council interest centered on other matters. Actually this meant less preparation for the survey.

Along with the difficulty in lack of power, was the question of representation—how to obtain labour representation on the council remained a problem. Several council leaders attributed the lack of true labour representation on the community council, to disorganization of labour in general in the Bellingham area. It was said that the way had been left open for labour to participate, but little action had been taken by labour groups.

Labour leaders, on the other hand, explained their lack of participation on the council was due to inability on their part to be effective. They suggested that real community planning by the "ordinary" working citizen was thwarted because of lack of power. In their opinion the Community Chest and Council was still accepted as another "tool of industry" which belonged to the upper economic classes of society. They intimated that the control of finances put labour in an inferior position of dependency. Although Bellingham had been relatively free of labour-management strife, lack of co-operation between the two groups was

7. A few labour representatives did attend council and committee meetings but it was accepted that these persons spoke as individual citizens first and labour representatives second.
obvious, while there was unequal bargaining power. Labour leaders further explained that their members felt that "Labour" was participating in the Chest and Council because of their relatively high support during the annual Chest Drives for finances. Among many other reasons for lack of participation on the Council was that "Labour" had traditionally shown high concern for employment, housing, health, and education opportunities, with less interest for recreation as a basic need. Very limited progress was made in gaining "labour participation" that was seen as necessary in working with contentious social problems.

Other factors that affected survey planning were the feelings attached to recognized community problems with which the survey was directly concerned. It was soon realized that to build support for the survey, much positive publicity would be needed. To refer to "community needs", "delinquency" or youth problems, "depressed areas", "lack of financial support", and other such social phenomena, in as positive a manner as possible, aroused a sense of responsibility and guilt in citizens. In similar fashion,

8 Bellingham, similar to the whole state of Washington, has a comparatively high labour population. (Historically, "Labour" in Bellingham voted Democratic. The State of Washington has a Republican Government in power at present.) The high incidence of home-ownership would indicate a secure financial position for the average family. There was an increasing interest, however, in recreational opportunities for labour families (e.g., The Central Labour Council recently purchased ex-Y.M.C.A. facilities, which are to be used mainly for recreational purposes).
"surveying existing recreational services" had a connotation of investigation, "police-work" or censorship to most citizens. This implied that much was wrong about past work in community recreation, and that efforts had been unwisely used. There was awareness that the community problems were human ones, existing in a setting for which the citizens were very proud. Survey committee members were aware that elements of unpleasantness and guilt were attached to studying unpopular subjects.

Furthermore, even with the assistance of outside help, the ability of the community "to help itself" and thereby maintain its self-respect, was questioned. A "qualitative" survey meant studying relative matters which, to many citizens, few definite and comprehensive answers could be given, and it was felt this also would arouse resistance to the survey by the citizens. All citizens had natural interests in themselves and primary groups such as their families and churches, but to be concerned with "the community" and especially with such aspects as "forces operating in it" demanded "larger thinking" and maturity of a higher-than-average degree. It was expected that few persons would feel capable and confident in working in the survey without considerable assurance being given. Moreover, whether or not sufficient numbers of citizens in Bellingham actually were acquainted with, or had enough practice or experience in dealing with community affairs, to support
what was termed a "broad base" or a "high degree of citizen participation", was questioned. It was realized that much support in building security in the community study would be necessary, and this especially while the survey was gaining momentum during the preparatory and planning stages.

The pre-survey meetings that were held, dealt with some contentious community problems that had received little consideration in representative meetings before. There was awareness that little had been accomplished in the past with these problems, and that citizens commonly used many "defenses" against realistically working with civic matters. To "escape", "rationalize", and "regress" were not uncommon.

Regarding "escaping" community problems, it was realized that when it came to studying unpopular subjects, few citizens' allegiance to the community was high enough to obtain the support required to overcome the problems.

One of the predominant thoughts associated with this, which was expressed by citizens during survey activities, was the "inconsequence of the individual" or the conviction that one person of "ordinary" status was unable to do much about social conditions. It was remarked that one person "might just as well save time and effort by forgetting" community problems. This amounted to withdrawal or escape, from thinking and acting on problems affecting the welfare of the citizens.
The tendency towards rationalization was common. It often was expressed in terms varying from "our community is tops!—these problems are being magnified" to "they will solve themselves as has happened in the past". Regression⁹ also was evident during the survey.

Other defense reactions were apparent while rejecting social problems. These were repression (e.g., "let's concentrate on goals for recreation in the community"), projection (e.g., "the kids built the Tomahawk Club; it's their problem") and sublimation. With reference to the latter, the survey provided an effective means for leaders and other citizens in the community to acceptably express their feelings (such as hostility, fear, and guilt) regarding community problems, to agencies, leaders and other citizens who partly were responsible for them.

While the survey was evolving, and further preparations were being made for its inception, feelings towards the survey were affected by specific related events. For example, in 1949 the Bellingham Y.M.C.A., and Y.W.C.A. were "surveyed". Although some contentious subjects such as finance and administration were generally reviewed, one important objective that was acknowledged as being missed, was determining the effectiveness of these agencies in the community. This seemed to be caused mainly through the study

⁹ Ref. Chapter 1, p. 5.
being largely quantitative with emphasis on statistical measurements that were not interpreted adequately. The survey was done by two distinguished Bellingham citizens, who worked in close co-operation with agency personnel. There seemed to be little awareness of its existence, by the citizens in the community. Agency leaders, in particular, were hostile to the project being called a survey, and preferred to term it "a brief limited review". One of the positive outcomes of these studies, however, was the recognition that a general survey needed to be made of all recreational agencies in Bellingham.

With some emphasis on expenditures of the Y.M.C.A. and Y.W.C.A., these studies partly satisfied feelings expressed by citizens in Bellingham, regarding "how the welfare dollar was being spent". The question of whether agency funds were being used wisely, however, still remained.

With the feeling that economic conditions were deteriorating, the need for all recreation agencies to save money was considered necessary. This was seen possible through co-ordination of recreation services, which was one of the objectives of the general survey that evolved. Although the city-wide survey was an additional immediate expense to the community, it was accepted as an investment for the future.

Shortly before the survey officially commenced, a special committee within the Chest and Council investigated the possibilities of having a survey done by qualified persons
from outside the community, who were specialists in surveying communities. With this approach, emphasis would be on having the survey done for, rather than with, the citizens in the community. The lowest quotation received for "purchase" of such a survey, was approximately $4,000. This was figured to be too costly for the community to bear. It was also decided that, although a survey done by "professionals" would require little volunteer leadership from within the community, lack of this participation would work against building a "carry-over effect" to a survey. Energy to implement recommendations resulting from a survey, was seen as vital to "effectiveness" of a study.

With the co-operation of the University of British Columbia's School of Social Work, the cost was figured at being about $500. In addition to a meaningful report, another, at least equally important objective aimed at, was obtaining active support from leaders and other citizens in Bellingham.

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10 Ref. Appendix "D"

11 Regarding selection of committee personnel, for the first steering committee of the survey, both lay and professional persons were suggested as possible members. It was also mentioned that such selection should be representative of groups, and according to ability, interest, and connections in the community, Smith, M., letter from the School of Social Work, University of British Columbia, Aug. 5, 1949.
In summary, it can be seen that needs and desires for the survey intensified during the five years before its inception. The survey evolved as if in answer to recreation problems existing in the community. Although it was an individual citizen interest, representative groups in Bellingham became concerned about these recreational problems. The Bellingham Recreation Commission and Community Chest and Council, worked closely together in supporting the community study that evolved.

The responsibility for the survey, however, was left to the Bellingham Community Chest and Council. This body realized its position in regards to a community-wide study; insofar as representation was concerned the Chest and Council was not strong, and the goal was high. The survey was a challenge to them. While considering the practicality of the survey some prophesying was required to determine whether conditions were such, that the survey would gain the support that would be necessary.
Chapter IV
THE PROCESS OF ACCOMPLISHMENT

The Bellingham survey was conducted mostly between the months of September, 1949, and June, 1950. During these nine months, just over one hundred persons in the community were directly involved in the study. Participation was on a voluntary basis—no person was paid for their services. It was found to be fruitful to have personal contact with community volunteers in order to secure the benefit of their assistance. A large majority of those who consented to help with the survey already were active in organizations functioning in the community.

Committee Participation

During the planning stages of the survey, six committees were active. All these committees were concerned both with survey objectives and methods. Apart from the Central Steering Committee, these small groups functioned on an average of six weeks each. The work of these committees was of an intensive nature and the results were channelled through the Central Steering Committee for modification and approval. Except for the Central Steering Committee chairman, different members served on each sub-committee. Members of all sub-committees belonged to the Central Steering Committee, however, and this facilitated co-ordination of work done in the various committees. Attendance at committee meetings is shown in the following table:
Table 1. Survey Committee Attendance, up to May 20th., 1950.

<table>
<thead>
<tr>
<th>Committee</th>
<th>Number of Meetings</th>
<th>Total Attendance</th>
<th>Average Attendance per Mtg.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central Steering</td>
<td>10</td>
<td>160</td>
<td>16</td>
</tr>
<tr>
<td>Objectives</td>
<td>3</td>
<td>15</td>
<td>5</td>
</tr>
<tr>
<td>Techniques</td>
<td>5</td>
<td>20</td>
<td>4</td>
</tr>
<tr>
<td>Job Analysis</td>
<td>1</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>Committee Chairmen</td>
<td>3</td>
<td>12</td>
<td>4</td>
</tr>
<tr>
<td>C.S.C. Executive</td>
<td>5</td>
<td>25</td>
<td>5</td>
</tr>
<tr>
<td>Private Agency</td>
<td>2</td>
<td>14</td>
<td>7</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>29</strong></td>
<td><strong>251</strong></td>
<td><strong>9</strong></td>
</tr>
</tbody>
</table>

Source: Records kept of the survey by the writer.

Although the Central Steering Committee had an average attendance at meetings of 16 members, 32 citizens served on it at different times. They attended an average of 7.5 meetings each. Practically all the members of this committee were "leading citizens" in the sense that they held prominent positions in agencies or organizations in Bellingham. There was a noticeable lack, however, of representation from trade unions, and from other organizations to which persons of "ordinary" social status belonged. Considering the high "labour population"\(^1\) in Bellingham, this lack of representation was detrimental to the development of participation in the survey.

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\(^1\) There were 40 A.F. of L., 5 C.I.O., and 1 large unaffiliated trade unions in Bellingham in 1949. One labour leader estimated that two out every three adult persons living in the city, were "members of the labour class".
Table 2

COMMITTEE PERSONNEL AND PARTICIPATION

Summary of Attendance at Committee Meetings, and Contacts made by the Workers, during the Recreation Survey, up to May 20, 1950

A. Members directly concerned with Recreation Services

<table>
<thead>
<tr>
<th>NAME</th>
<th>FIELD</th>
<th>NUMBER COMMITTEE MTGS. ATTENDED</th>
<th>COMMITTEE ATTENDED</th>
<th>INDIVIDUAL INDIVIDUAL INDIVIDUAL INDIVIDUAL CONTACTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Miss W. Physical</td>
<td>Physical Training Instructor</td>
<td></td>
<td>6</td>
<td>10</td>
</tr>
<tr>
<td>(Chairman of the</td>
<td>(Chairman of the Survey)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Survey)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Miss B. Y.W.C.A.</td>
<td>Executive Secretary</td>
<td>5</td>
<td>9</td>
<td>10</td>
</tr>
<tr>
<td>Mr. R. Public</td>
<td>Recreation Director</td>
<td>4</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>Mr. S. Boys Scouts</td>
<td>Assoc. Member</td>
<td>3</td>
<td>-</td>
<td>3</td>
</tr>
<tr>
<td>Mr. O. Y.M.C.A.</td>
<td>Executive Secretary</td>
<td>2</td>
<td>1</td>
<td>10</td>
</tr>
<tr>
<td>Mr. G. Recreation</td>
<td>Director, Schools</td>
<td>5</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>Mr. H. Fairhaven</td>
<td>Club Executive Scty.</td>
<td>4</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>Mrs. F. Campfire</td>
<td>Assoc. Ex. Scty.</td>
<td>3</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>Mrs. H. Tomahawk</td>
<td>Club Ex. Scty.</td>
<td>2</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td>Mr. P. Boys Scouts</td>
<td>Assoc. Ex. Scty.</td>
<td>1</td>
<td>-</td>
<td>3</td>
</tr>
</tbody>
</table>

B. Members not directly concerned with Recreation Services

<table>
<thead>
<tr>
<th>NAME</th>
<th>FIELD</th>
<th>NUMBER COMMITTEE MTGS. ATTENDED</th>
<th>COMMITTEE ATTENDED</th>
<th>INDIVIDUAL INDIVIDUAL INDIVIDUAL INDIVIDUAL CONTACTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mr. G. Insurance Co.</td>
<td>Executive</td>
<td>6</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>(Co-chairman of the</td>
<td>(Co-chairman of the Survey)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Survey)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dr. K. Psychologist</td>
<td></td>
<td>2</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>Mr. J. Public Welfare</td>
<td>Ex. Scty.</td>
<td>2</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Mr. H. Social Security</td>
<td>Ex. Scty.</td>
<td>6</td>
<td>5</td>
<td>11</td>
</tr>
<tr>
<td>Mr. I. Sociology</td>
<td>Instructor</td>
<td>6</td>
<td>12</td>
<td>5</td>
</tr>
<tr>
<td>Mr. L. Newspaper</td>
<td>Reporter</td>
<td>2</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Rev. W. Clergyman</td>
<td></td>
<td>-</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Mrs. D. Parent Teacher</td>
<td>'s Assoc.</td>
<td>4</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Mrs. B. Free-lance</td>
<td>writer</td>
<td>1</td>
<td>2</td>
<td>-</td>
</tr>
<tr>
<td>Mrs. M. Bellingham</td>
<td>City Council</td>
<td>6</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>Mr. H. Red Cross</td>
<td>Assoc. Ex. Scty.</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Mr. M. Bellingham</td>
<td>City Council</td>
<td>4</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Mrs. J. Parent Teacher</td>
<td>'s Assoc.</td>
<td>3</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Rev. C. Clergyman</td>
<td></td>
<td>-</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Mrs. I. Housewife</td>
<td></td>
<td>-</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>Mr. N. Probation</td>
<td>Officer</td>
<td>-</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Miss T. Central</td>
<td>Labour Council</td>
<td>2</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>Mr. B. Chief of</td>
<td>Police</td>
<td>2</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>Dr. R. Teacher Training</td>
<td>Instructor</td>
<td>3</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Mr. M. Personnel</td>
<td>Manager</td>
<td>1</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>Mrs. K. Housewife</td>
<td></td>
<td>3</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Mrs. L. Bookkeeper</td>
<td></td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Mr. R. College Student</td>
<td></td>
<td>-</td>
<td>2</td>
<td>1</td>
</tr>
</tbody>
</table>

Source: Compiled from records of the survey, kept by the writer.
From a review of the Central Steering Committee\(^2\) personnel and their participation in the survey, it can be seen that the Bellingham recreation agencies were in close contact with the study. There was considerable professional advice regarding recreation services in Bellingham, to be had at the C.S.C. meetings, since all organizations but one (i.e., Boysport) were represented. In comparison with the "lay members",\(^3\) the average professional member attended more survey meetings than did the average lay member. There were more than twice as many lay members, however, than there were professional members who belonged to the C.S.C. Objectivity to the study was heightened because of the support of lay members. It should be noted that a majority of the lay members were active in the field of welfare, and this fact assisted the relating of recreation to other welfare services.

Both the chairman and co-chairman, who were members of the professional and lay groups respectively, were active in sub-committee work. Similar to the workers they had many "individual contacts",\(^4\) and these also helped by way of

\(^2\) Subsequent references to the Central Steering Committee, are indicated by the letters C.S.C.

\(^3\) The term "lay members" is used to refer to those C.S.C. members listed in Table 2, part "B". These persons were interested in recreation and the survey, and voluntarily donated their services.

\(^4\) "Individual contacts" refers to conferences or interviews that were held for specific purposes that were related directly to survey work. Correspondence, and telephone calls, which, by necessity, increased as the survey progressed, were excluded from the numbers of "individual contacts".
exchange of information regarding central and sub-committee work.

Survey Methods

The first few committee meetings in the survey were concerned chiefly with the getting together of representatives from as many groups in Bellingham as possible. This group was known from the start as the Central Steering Committee. During the first two meetings, problems directly and indirectly connected with recreation were considered. Opinions were expressed and ideas shared. Objectives and techniques for the survey were suggested. The purpose of these meetings was not only to form a base of thinking for future sub-committees to use, but also to get the representatives informed about the survey so that they would be able to interpret back to their "home" groups. This was to be the chief means of "spreading the base of the survey" or procuring citizen participation.

At the first C.S.C. meeting, the following committees were set up: (a) Objectives, (b) Techniques, and (c) Publicity. The purposes of the C.S.C. increased, as it came to be the central unit for the survey. Since much initiative was left in the sub-committees' work, the use of "central" rather than "upper", for the main committee, was considered appropriate.

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5 The term "sub-committee" purposely was not used during the survey. Committee members preferred naming each committee, and doing away with the prefix "sub" which they felt implied unimportance.
As reports from the sub-committees were cleared in the C.S.C. progress in the total survey became evident. Through co-ordinating the work of the committees, direction of the survey was achieved.

(a) The purpose of the Objectives Committee was to pin down ideas that had been expressed in the C.S.C. Working from previously expressed opinions, and focusing on "what" was to be survey, the group (six members) was expected to do the intensive thinking that was believed to be feasible in a small committee. Written Objective Committee reports were presented to the C.S.C. for changes and approval.

(b) The Techniques Committee (six members) also received guidance from and gave direction to the C.S.C. It worked in close co-operation with the Objectives Committee, and focused on the "how" of the survey. Its responsibility was to devise appropriate means of accomplishing the general and specific objectives that had been recommended.

6 It was thought best to have small committees of members who were skilled in particular areas, work on such specific tasks, as suggesting survey objectives. This procedure of "breaking the survey into appropriate parts" was a valuable means of developing insight during the survey. It was helpful to have members accept responsibility for particular areas of work in the study—usually an area, in which they were interested, was chosen by members volunteering their services. A disadvantage of having small committees function was that control of the survey was possible by a minority group. To avoid possible misuse of power, it was necessary that the sub-committees gain acceptance of their work by the "representative" central committee. A leadership job was done when committee chairmen brought reports back to the C.S.C.
(c) The Publicity Committee's purpose was defined simply as "creating publicity and enlisting participants in the survey". Despite this high responsibility, only one or two leaders in the survey served on this important committee. The reason given for this was that publicity was recognized as a specialized task that had to be done by persons who had many contacts in the community. The Publicity Committee members attended all committee meetings that functioned during the planning stage, and this added to the inter-exchange of information. The Publicity Committee assumed a functional approach in that particular incidents of news value were used to publicize the whole survey. Publicity was achieved mainly through interpretation given by C.S.C. members through personal contacts. Newspaper items and material printed at the Community Chest offices, was considered by the C.S.C. as supplemental.

During the first month of the survey, concern was expressed in several ways for recreational needs, resources, gaps, and duplications. C.S.C. members agreed that citizens of all ages living in any area in Bellingham should be considered. Much early interest also was shown for the community's leisure-time facilities, programmes, and leadership. High concern also developed for agency finances, administration and co-ordination of recreational services within the community.

Subsequently, during the first month of the survey, the approach outlined by the following organizational chart, was recommended by the workers from U.B.C.
With the creation of "community ferment" and the blossoming out of the C.S.C. that was anticipated, the above "Big Representative Group" was to consist of many citizens regardless of their age, background, position, or other factors of difference. This over-all group of "ordinary people" was expected to have several meetings, at which times the work of the C.S.C. would be approved and new ideas gained. From the "Big Representative Group" it also was expected to enlist many participants for the study. It was presumed that the citizens receiving recreational services would have much to contribute to the appraisal of the services.

The functional committees were seven in all.

(a) **Background Committee**: The purpose of this committee was to provide descriptive historical information about the development of recreation within the community, to the end
that appropriate introductory material would be available for other committee reports. All committee reports, in turn, would be included in the final survey report, and the report by the Background Committee was to serve as introductory material. How Bellingham's recreational facilities came into being, for example, was one task of the Background Committee.

(b) Neighbourhood Committee: The purpose of this committee was to focus on neighbourhood areas existing in the city of Bellingham, and to seek out the recreational needs of the citizens in each such area. (Due to the scope of the work of this committee it was expected to have many more members on it than on other functional groups.)

(c) Facilities Committee: The purpose of this committee was to review the recreational facilities that existed in the community. This study would include both tax-and voluntary-supported agencies and organizations.

(d) Programme Committee: The purpose of this committee was to study recreation programmes being conducted in the community, from a citizen-participant's point of view. As in all functional committees, this would involve studying the relationships of the various programmes conducted in all the leisure-time agencies.

(e) Leadership Committee: The purpose of this committee was to review the leadership involved in the recreational set-up in Bellingham. Again, this called for observing the community's leadership resources from a broad as well as
specific point of view. What the leadership pattern was in each agency and in the whole community, was held as important.

(f) Administration and Co-ordination Committee: The purpose of this committee was to study how the different agencies carried out their purposes and functions, and how their services were administered in relation to other existing recreational services in the community.

(g) Finance Committee: The purpose of this committee was to study the amounts of money available for recreational purposes in Bellingham, and to relate each agency's financial structure to the total financial set-up in the community.

It can be seen from this, that each committee was involved in studying these subjects dealing with recreation, from agency and community points of view. The community approach involved studying the relationships of various organizations providing leisure-time services in the community. This allowed for citizen participation, in terms of thought and action, to be done on the part of members serving on the functional committees. It meant that these committees operated at the level of persons in the community receiving recreational services. Preference was shown for this approach by one Private Agency Committee member, who expressed the theory that "as far as leisure-time services were concerned, citizens were more interested in where facilities were located, and what sort of leaders
were present, than in what groups sponsored the services or the philosophy behind a particular agency."

Each functional committee was "dynamic" in respect to viewing the stages of development of the particular aspect of recreation being studied. In doing this, problems directly related to recreation (e.g., delinquency, and commercialism of recreation), were faced by all committees. There was necessary a high degree of co-ordination and integration of work between the committees, and this was accomplished through the chairman and co-chairman of the C.S.C., the chairmen of the functional committees, the members of the Objectives, Techniques and Publicity Committees, and the social workers.

Some functional committees were expected to be more active than others during the survey procedure. The Administration and Co-ordination, and Finance Committees, for example, were expected to be more active after the other functional committees had reached a peak of activity. From the C.S.C. members' points of view, this was an advantage, in that it allowed attention to be focused as need was required, on the work of the various committees.

7 It was not implied that any one recreation agency in Bellingham was unimportant. Decreased interest was shown for particular agencies and increased concern for the total job to which all agencies and organizations were contributing. Concern was evident regarding whether or not a "basic minimum" of recreational services for all citizens, existed in the community.
In summarizing this first method proposed for the survey, many social work concepts can be realized. Through its use, the survey could become a research project and means of community organization. Its comprehensive scope provided for an inclusive or generic study of welfare subjects which were directly and indirectly related to recreation. The group work aspects of the approach, emphasized the use of relationships—results of having agency executive directors, for example, meet and work together on the subject of recreation in the total community, was beneficial. While looking at the subject from a broad community point of view, however, the importance of the "home" unit, or agency, was not to be overlooked. The welfare of the citizens served by the agencies was kept in mind. The methods proposed for the survey left the way open for expression by the citizens who were receiving recreational services. Their participation and contribution to the survey was essential to its success. Finally, the survey was to be a helping, educating process. The workers suggested the above method in order to have a framework within which the citizens would be enabled to understand welfare conditions in the community, and to take action to change adverse conditions. Decisions to be made during the study, were left to the members of the survey committees. Individuals and groups were encouraged to participate in the self-study, and thereby help themselves. Participation was gained through
attracting citizens to worthwhile goals and through assisting them to realistically accept the survey as a means of self-help.

While considering the approach suggested by the workers from the School of Social Work, University of British Columbia, and while working through resistances to it, the Techniques Committee suggested the following approach:

Fig. 2. Method proposed by the Techniques Committee

The essential differences between this approach and the previous one considered, were in the methods of studying the agencies. With the use of the Techniques Committee approach, it was proposed to study each public, private, and commercial organization separately, in what was called a "vertical" or "straight-down-the-line" manner. In reviewing each agency in this fashion, the relation of it to the community would be one factor included in the review. It was considered practical to have one committee (e.g., the Public Agency Committee), rather than several committees (e.g.,

8 Ref. Appendix "E".
Facility, Programme, and Leadership Committees), consult with each agency. This would permit establishment and continuation of relationships of survey members of one committee with an agency. Relationships between survey members and agency personnel, were felt to be of primary importance. Those objecting to this approach, pointed out that such relationships could be established with the use of the aforementioned approach, and that through the same members studying several agencies in the community, objectivity would be enhanced.

Another disadvantage of the U.B.C. approach, that was pointed out, was expressed in terms of "you don't study the fenders, tires, etc. of a car separately, to see how a car runs", or, in order to see one part of an agency you should see the most important part first. The reply given to this method suggested, was in the form of a question: "Is 'recreation in one agency' more important than 'recreation in the community'?". Both were accepted as being inseparable and important. The U.B.C. method provided for study of recreation in the community in various "parts". These parts were leadership, programme, etc. The Techniques Committee method provided for the breakdown into parts such as types of recreation agencies (e.g., Private Agency, Public Agency Committees). This latter approach emphasized the importance of an agency, which was likened to "a car motor". The C.S.C. members who favoured the U.B.C. method, pointed out that, from the point of view of a citizen needing recreation
services, what programmes were available in the community, was of primary importance.

It was acknowledged that with the use of the Techniques Committee approach, and the studying of each agency by itself, there would be a tendency for committee members to overemphasize agency statistics, or to do "a counting job". This was seen as working against intensive thinking at the level of the functional committee. Analysis of committee material probably would be concentrated in the C.S.C., rather than in the sub-committees, where, what was termed a "horizontal" or "across-the-board" community view, would be taken. Functional committee members studying relationships of recreational programmes in the city, was held as vital to obtaining a community approach. The community approach was seen as essential to having realistic citizen participation in the survey.

Three months after the survey formally commenced, the C.S.C. members were undecided regarding which of the various approaches that had been suggested, should be used. Early in January, a Job Analysis Committee was formed. It was set up to review past methods suggested for the survey, and, if possible, to integrate these methods into one workable approach. A comprehensive Job Analysis Committee report evolved. From it, the essentials of the method suggested, are shown in the following chart.

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9 No method proposed for the survey was formally disapproved in any meeting. The C.S.C. members seemed to prefer working towards an integration of all methods suggested. This was thought to constitute a "building-on" of former methods recommended. Thus there was a continuing thread from one method to another.

10 Ref. Appendices "F", "G".
Through having the past, present, and future development of recreation in Bellingham examined, it was anticipated that many answers or clues to leisure-time needs and services would be found. This was to be accomplished through having a Background Committee deal with the past history of recreation in the city, a Status Committee work with the present development of recreation, and the Aspirations Committee deal with what the citizens would like in the way of leisure-time services. The Status Committee was to focus on what existed in the community in terms of facilities, programmes, for instance, and this committee naturally was expected to be a large one. This group was not expected to go into the developmental picture of such aspects as recreational leadership, and finances.
This whole approach was considered more feasible because of its simplicity. C.S.C. members felt that because of the limitations in terms of support and time left for the survey, a simplified study, with clear-cut responsibilities for each sub-committee, was required. Simplicity furthered understanding of the survey at a time when increased security seemed to be needed. Constant reviewing of the survey objectives also heightened C.S.C. members' understanding of the study. At the same time, the approach recommended by the Job Analysis Committee, was considered by the C.S.C. to be an integration of past approaches suggested, in that it embodied the essential features of the U.B.C. and Techniques Committee methods. Shortly after the presentation of the J.A.C. method, however, it became evident that it was more of a compromise, in that parts were dropped of each of the previously suggested approaches. Although parts of the U.B.C. method were retained through the functions of the Status sub-committees, with the use of the J.A.C. method, the bulk of the thinking to be done in the survey, was to be transferred to the Analysis Committee. The Analysis Committee was to be a relatively small one. Should further control in the survey develop, it was expected that it would occur in the Analysis Committee.

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11 Subsequent references to the Job Analysis Committee, are shown with the letters "J.A.C.".
During the fourth month of the survey, while attempting to retain a "qualitative study" or a survey with real citizen participation, further compromises were made. The following method, with self-explanatory committees, was finally decided to be used as a working basis for the survey.

**Fig. 4. Method proposed by the C.S.C.**

The above approach was used as a means of determining recreational needs, gaps, services, and duplications. These factors were kept in mind by survey volunteers serving on the above small functional committees. The Trade Labour Union Committee, for instance, used questionnaires with union members in order to ascertain what their members were doing, and wanted to do, in the way of recreation. The Neighbourhood Committee focused on the needs and desires of citizens in what were considered "typical" or average neighbourhood blocks. The Private Agency Committee did similarly with
the seven principal leisure-time agencies that were voluntarily supported by the citizens. Information from committees such as these, was used by the other survey committees. This means of co-ordinating survey work was done through progress reports given during the many C.S.C. meetings. The C.S.C. was the main group of the survey and through it, representatives of the citizens became informed about recreation conditions in Bellingham.
Chapter V

THE STAGES OF DEVELOPMENT

It is generally accepted that, in addition to such recommendations as are made, a valuable outcome of a community study is the education afforded to the participants. This is especially so in the case of a "self-appraisal" type of study, such as the Bellingham survey. With the timely help of advisors, citizen-members in this type of survey are required to recognize community problems, to secure factual information about them, to study and integrate material gathered, and to make recommendations to be implemented. How this is done in the case of annual agency reviews, is clearly revealed in a thesis written on the subject.¹

The educational benefits of community surveys appear to be similar to those gained from a meaningful group experience, in that there is a broadening of knowledge and the increasing of relationships among participants. New interests, skills and attitudes develop while members contribute their efforts for the benefit of the community. During a community survey, individual group responsibility is heightened.

Education, however, presupposes learning. Learning takes place while participants experience or "live with and get the feel of" a project. In other words, members come to

understand it on an emotional as well as an intellectual basis. For the purposes of observing the learning processes that occurred while the survey developed, four phases of development through which it passed, are reviewed. These phases or stages have been termed (1) Preliminary stage, (2) "Sink-or-swim" stage, (3) Intellectual-acceptance stage, and (4) Intellectual-emotional integration stage.

(1) Preliminary stage

This stage lasted from October 13, 1949, when the Central Steering Committee formally approved of the survey, to November 9, 1949, when survey objectives and techniques crystallized. During this phase there was a bringing together of theories as to what the survey should include and how it should be done.

There were many community problems discussed at meetings held during this period. Diverse opinions were given wide expression. There was much questioning regarding how a "qualitative study" (i.e., a study of subjects that were highly intangible in nature, such as the "effectiveness of an agency") involving citizen participation could be accomplished. A feeling of high interest but limited capacity on the part of the community was evident. It was believed that the involved nature of the community's recreational problems, called for the work of specialists, not for the work of citizens

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who were untrained in regards to working with community problems. During the preliminary stage, there was a tendency to acknowledge difficulties and to accept the theory as to what could be done. It soon became apparent that there was a lack of real understanding of what was involved and what could be accomplished through having a study. The attitude that the survey was to be the final answer to community problems, was displayed by one committee member's typical remark, "there are many problems involved in recreation, but these will be analyzed and answered by the survey".

Survey members were highly dependent on the community leaders who were among the first to verbalize acceptance of the survey. These leaders accepted the responsibility of enlisting the support of other group representatives in the community, who were unaware of the survey. It was noticed, however, that there was reluctance by some individual members to accept responsibility until a group responsibility was built up in the Central Steering Committee. During the first few months, the C.S.C. came to represent a "superego" or group consciousness to members of the survey. Members' dependency on one another, was high during this stage.

While getting orientated to the community during this period, the social workers acquainted themselves with the problems of recreation in the community. The relationship of the University to the survey groups was not determined clearly, however, the three representatives were able to offer
timely assistance and functioned as a team in a general helping way. Different specializations of the workers were used to advantage. The caseworker, for example, was more active in interviewing individuals connected with the survey, while the group worker was more active during committee meetings. Many times, however, both assumed dual functions in working with individuals and groups synonymously. By and large, the roles of the social workers were those of resource and supportive persons. The workers were active especially in the areas of clarifying survey objectives, and suggesting methods and techniques during this early development period of the survey.

(2) "Sink-or-swim" stage

This stage lasted from November to the end of the year. There was a carry-over of difficulties from the preliminary stage as survey plans became more crystalized. Increased attention was devoted to the methods involved in surveying. Whereas the C.S.C. usually had considered survey objectives first, and then techniques, the procedure often was reversed during committee meetings held in this stage, because of indecision regarding what approach should be used.

There was noted confusion during the "sink-or-swim" stage. Confusion seemed to result from lack of understanding. C.S.C. members claimed that they thought the U.B.C. approach was impractical, (e.g., "agencies would not accept the idea of having members of several committees calling on them"). They were unable to understand the expressions and terms used
(e.g., "community leadership"), and they disagreed with the philosophy of the approach (e.g., many C.S.C. members said that much direction should "come from the top" in the survey, and that the citizens would expect this support). Lack of understanding continued despite constant interpretation of the various methods. Terms of reference were spelled out and acceptance of the "ordinary" citizens' ability, was encouraged. Symptomatic of confused feelings regarding the survey were meetings held infrequently, lack of attendance at C.S.C. and sub-committee meetings, and "controls" set up such as manipulation (e.g., publicity of the survey withheld). While considering the various methods proposed for the study, C.S.C. members gradually moved to the point where they could express negative feelings and frustrations regarding the survey. A peak of frustration seemed to occur, when, at one meeting an Executive Director emphatically announced that the method proposed by the U.B.C. workers "would not work and had never worked before". At this time in the survey, additional help was sought from survey experts in Seattle, Washington.

The question of whether or not the survey should be continued in Bellingham, hung in the balance. The chairman, co-chairman, original convenor of the survey, and three other "survey leaders", came forward in leadership, however, to keep the project afloat. These persons seemed to be able to accept the theory of the U.B.C. and other approaches, and continued to work towards devising the most appropriate method to use in studying recreation in Bellingham.
During this period, the social worker's main roles were those of supportive and enabling persons. Continual reassurance was given to the leaders who showed theoretical acceptance, at least, of the survey.

"....At the second C.S.C. meeting, a public recreation official displayed a great degree of hostility to the proposed study. For the following month he withdrew his support from the project. Shortly after, while in discussion with the C.S.C. chairman, it was pointed out that the assistance of this person, who was in a key position in the community, was essential to the success of the project. The chairman asked that the workers obtain his co-operation, and the workers replied that they would help him.

During an interview with another prominent leader in the community, at a later date, an incidental remark was made to the effect that the public recreation official's support to the survey was required. Unknown to the workers, these two persons had a close relationship with each other.

Shortly after, the recreational leader was visited. The benefit of his support in providing information was solicited, regarding the social areas believed to be existing in Bellingham. The leader explained that he had always had a high concern for this subject, and he immediately furnished much information. He also consulted other professional persons present at the time. Following discussion about social areas, the whole survey progress was outlined and the leader was given opportunity to express his negative feelings for the survey. Workers accepted his criticisms and invited additional analysis. He accepted the invitation to express his opinions at the next C.S.C. meeting and was given the responsibility of assisting in the work of the Public Agency Committee.

During the last quarter of the interview, the community leader's remarks were favourable towards the survey. Thereafter his co-operation was very positive, and this was highly beneficial to the survey outcome."³

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³ Extract from a "personality file" of the Central Steering Committee members, that was kept by the writer during the survey work.
(3) **Intellectual-acceptance stage**

Characteristic of this stage, is movement towards understanding and accepting new subject matter on a theoretical basis. There is increased ability to verbalize or discuss new material, there is movement towards action independent of outside help, and there is increased acceptance of responsibility.

That the committee members were in the intellectual-acceptance period, was evident during a Central Steering Committee meeting held on December 21st. At this time, the social workers brought in new organizational chart material, and the members were able to verbalize comparison of it with previous methods which were more familiar to them. There was much progress made at this meeting as the C.S.C. moved to a point of recognizing the need for an appropriate method in dealing with the community recreation problems that had arisen. The U.B.C. method was theoretically accepted, only after the method proposed by the Techniques Committee had reached a high degree of understanding.

The survey committee remained in this stage for over three months. During this time there was increased ability by the C.S.C. members to operate independently of outside help. The workers focused their attention on suggesting techniques that could be used in the survey. They also increased their work with the private recreation agencies in the city. The C.S.C. remained concerned about possible methods that could be used, and, with little support
from the social workers, worked towards "integrating" past approaches that had been suggested. The C.S.C. members credited themselves for originating most of the method that finally was used for the survey.

As emphasis changed from "planning" to "activity" during this stage, there was increased acceptance of responsibilities within the C.S.C. Sub-committee chairmen and co-chairmen, for example, were obtained. Some "blossoming out" in the functional committees occurred, as citizens were attracted to assist with specific jobs of work in the survey. It was during this stage, the survey noticeably increased in size of membership.

Personal satisfactions seemed to be received as progress was made and the C.S.C. members could see tangible results (e.g., reports from questionnaires) of their efforts. There was increased willingness to consider some subjects that in the past had appeared threatening to the C.S.C. The C.S.C. freely considered the community's juvenile problems, for instance. To the leaders, a turning point had arrived, and activity in the survey was much more meaningful to them. The C.S.C. chairman wrote "the survey has left the cocoon stage!"

During this period the social workers were able to focus on being timely supporters and to be selective where their efforts could best be applied. Increased reliability on being spontaneous, and the ability to accurately predict future movement in the survey, was afforded.
From March 27th onward, the C.S.C. members accepted the community study on an emotional as well as intellectual basis. Through being involved in "doing the head and leg work" required for the survey, they had a sense of belongingness to it. They had a part in creating sub-committee and C.S.C. reports, and through this creative effort, had built a psychological feeling of attachment for the study. The survey became "a living thing" with the members. While the study reports evolved, the survey participants had become consciously or not, emotionally involved, and "force" or energy resulted, with which to carry the study further.

It was during this stage that the central survey group came to function interdependently with the social work team. This was evidenced through reliance on themselves for much of the work that needed to be done during the last quarter of the survey. At the same time, however, they were aware of their "limitations". At points in the study where the C.S.C. members felt that assistance of a technical nature was needed, they called on the social workers for support. The social workers, for example, accepted responsibility to help evaluate some of the private agencies in regards to effectiveness of services. In addition, one small part of the final survey report was submitted by the workers.

Recognition that the group had attained a high point in the intellectual-emotional integration stage came, when leaders in the Central Steering Committee expressed the
opinion that the Bellingham Recreational Survey should be used as a model, to show other communities in the State what could be done in reviewing a city's recreational set-up. Inferred was an ability to teach others, and this indicated a high sense of satisfaction with the level of accomplishment that was attained.

Through reviewing the above stages, some insight can be obtained into the learning process and emotional development that took place in the Central Steering Committee. As self-help was encouraged and ability increased, this central group passed from a position of dependency (i.e., Preliminary Stage), to a position of some acceptance of independency (i.e., "Sink-or-Swim" Stage), to almost over-independency (i.e., Intellectual Acceptance Stage), and to inter-dependency (i.e., Intellectual-emotional Integration Stage). There was a continuing thread from one stage to the other. Much overlapping of the stages also took place, and this occurred partly because new members always were being added.

Although the C.S.C. moved in the direction of maturation indicated, it should be noted that the stages of survey development were measured chiefly in terms of the methods that were applied during the study. As reviewed in Chapter Four of this thesis, the majority of the Central Steering Committee members claimed that the "C.S.C. method" that finally was used, was an "integration" of past methods.
In that integration means a "combination of parts without loss to any one part", however, the C.S.C.'s definition of integration would not seem to apply. Since essential features were omitted of the U.B.C. method that had been recommended, at its best the C.S.C. method amounted to a "compromise" of previously suggested methods. With the use of the C.S.C. method, some important subjects (e.g., agency finances), were dropped from the study. This meant that some of the main objectives of the survey, such as studying recreation problems existing in the community, were not reached. In other words, while the C.S.C. members felt much progress had been made during the survey, such progress was measured with reference to applying the C.S.C. method and reaching some of the important objectives of the study.

At the same time, however, progress as related to other important survey objectives, appeared to be limited. Considering all methods and objectives involved in the survey, the C.S.C. remained in the "Intellectual acceptance" stage. 5

Survey methods and stages of development

Four methods were used and four stages of learning took place, in the Central Steering Committee.


5 This stage is reviewed on p. 88.
### Fig. 5. Duration of Survey Methods and Stages of Learning

<table>
<thead>
<tr>
<th>Method</th>
<th>Dates (1949-50)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. U.B.C.</td>
<td>Oct. 21 to Nov. 23</td>
</tr>
<tr>
<td>2. Techniques Cte.</td>
<td>Nov. 9 to Nov. 29</td>
</tr>
<tr>
<td>3. J.A.C.</td>
<td>Dec. 8 to Jan. 9</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Stages of Learning</th>
<th>Dates (1949-50)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Preliminary</td>
<td>Oct. 13 to Nov. 9</td>
</tr>
<tr>
<td>2. &quot;Sink-or-Swim&quot;</td>
<td>Nov. 9 to Dec. 21</td>
</tr>
<tr>
<td>3. Intellectual-acceptance</td>
<td>Dec. 21 to Mar. 27</td>
</tr>
<tr>
<td>Integration</td>
<td></td>
</tr>
</tbody>
</table>

From this chart, it can be seen that the C.S.C.'s stages of learning and the main methods used, were closely related in regards to when each occurred. It also suggests that the understanding of methods, figured in the development of the learning stages.

The strength of the survey was in direct relation to the ability of the community to organize and to carry through with it. As with any community project like a survey, the epigram "a chain is only as strong as its weakest link" can be applied. The weakest element in the Bellingham survey
appeared to be any individual leader who, for several reasons (e.g., intellectual and emotional development, vested interests) and through various methods, could control and hinder the development of the project. Such a form of resistance was overcome to some degree by Central Steering Committee "pressure", yet the final outcome of the survey was adversely affected. Despite such influence, the survey had many democratic aspects. It was conducted by both leaders and followers in Bellingham, all of whom volunteered their services for the benefit of the community. Several Committee members reflected that, it was seldom citizens had the opportunity to "work for the community". The survey provided a means whereby citizens could participate directly in a city-wide project aimed at helping all individuals to gain a better understanding of recreation in Bellingham.
Chapter VI
THE SIGNIFICANCE OF THE SURVEY

Most of the Bellingham survey activity took place over a period of eight months. During that time, development of the project seemed to come quickly for the first month, slowly for the three months following, and in rapid surges of growth for the remaining four months. The project was seen, at first, as the answer to contentious problems that existed in the city concerning recreation. Hope was high for the effectiveness of the project, consequently leading citizens turned out to support the study in the beginning weeks. The survey then seemed to go through a "testing period", during which time the project received some support but much rejection in the community. A handful of leaders and the three workers carried the study along during this time. Gradually, plans crystallized regarding survey methods to be used, and support was enlisted for limited responsibilities in the study. The survey appeared to be re-accepted by leaders in the city, and support for the study rapidly increased.

From the experience gained in the survey, some conclusions can be drawn:

1. In order to have a community survey, there needs to be a "broad base" or a high degree of citizen participation. Most of the recreation problems that became apparent in Bellingham, and which added to the impetus to have a survey, rested with the citizens themselves. For instance, the city was spread out and the citizens' loyalty to support the
centrally-located recreational facilities that were deemed desirable by many leaders in the city, seemed to be highly questionable. The matter of financial support for the existing leisure-time services in the centre of the city and in the neighbourhoods, also depended on the support of the citizens. In order for the survey to be a means of assistance to the community, consideration was necessary of financial problems in the community. To have a survey without the active participation of the citizens who were in the "front line" as far as the financial and other community recreation problems were concerned, was to have a false base for the study.

2. Citizen participation in a community survey, is dependent on the ability of citizens to join in community affairs. Although the citizens of Bellingham could understand the reasons for having a survey, and were interested in it, their ability to participate also was affected by the lack of opportunity in the past to share or experience community planning. The degree of democratic functioning in community affairs seemed to be limited. "Labour" representation, for example, on influential bodies such as the Community Chest and Council, had almost been non-existent down through the years. Considering the high number of families in the "labour class" in the city, this lack of representation was a serious matter.

Citizen participants in the survey said that there had been few opportunities for them to participate in
community projects. The implication was that the citizen of average status had little voice in matters affecting his welfare. The pattern of leadership that seemed to exist in Bellingham, worked against democratic participation of citizens; citizens of ordinary status did not belong to the groups in the city that were acknowledged as being the most powerful (i.e., the City Council, the Chambers of Commerce, the Board of Trade, the Community Chest, and the Y.M.C.A. and Y.W.C.A. Boards).

The citizens' ability to participate in community affairs also was influenced by the amount of training received. The workers were of the opinion that there were inadequate opportunities for citizens to "learn democracy". There were few recreation agencies, for example, where the focus was on citizens gaining experience in deciding their own programmes and assuming responsibilities for themselves, for the agency, and for community affairs. There seemed to be few trained leaders in the agencies who could assist members to have the benefit of democratic experiences and to help the members to move to the point where they could participate in community affairs. Mature thinking was required to participate at the community level. The home, school, church, and recreation agency had vital parts to play in this development.

1 The Mayor of Bellingham, however, gained the support of Labour groups in the city in 1949.
3. A survey can be a means of developing citizen participation in community affairs. Any review of progress in a survey, should be made in the light of the difficulties that were involved. The Bellingham survey did not develop the amount of citizen participation that was expected. Opportunity for the development of this participation was limited, mainly because of the method that finally was employed. The University of British Columbia method that had been proposed for the study allowed for the development of "thinking, acting, and feeling" in the functional committees where citizens were most likely to participate. The breakdown of survey content into "leadership", "programme", etc., was in terms of what the ordinary citizen was concerned with, in regards to recreational services in the community. The Central Steering Committee method that finally was used, permitted citizen participation of a less-meaningful type. For example, the analyzing of material collected by the sub-committees, was to be done at the C.S.C. level, where only the leaders of the survey were active. The C.S.C. method restricted participation of the citizens in the areas where contentious problems existed. The citizens seemed to have many questions regarding agency finances and administration, for example, but there was little opportunity for consideration of these matters in the survey by the citizens of "average" status.

The reasons suspected for the "heading-off" of the study of these important subjects in the survey, were:
(a) lack of confidence by the Central Steering Committee members during the important planning stages, of their own and the University of British Columbia personnel's ability, (b) "vested interests" would be threatened (e.g., "you can't strip an agency's soul bare in front of the public"), (c) personality problems of some of the C.S.C. members who were in key positions and who through various means, could "control" the survey, (d) lack of unity within the community (e.g., "labour" and "management" groups did not co-operate together), and (e) lack of confidence by the C.S.C. members in the ability\(^2\) of citizens of "ordinary" status, to participate in a thorough-going survey. Several C.S.C. members reasoned that a survey should be a relatively simple one, else much "direction from above" and expert advice, would be needed. As the survey passed through the planning stages, the C.S.C. members felt that, regardless of the amount or kind of citizen participation, they were committed to having a good survey report evolve.

Nevertheless, with the use of the Central Steering Committee method, the survey did achieve success in bringing citizens together to review some of the important recreation conditions in the community. The many questionnaires used and interviews held with the citizens, for example, encouraged thought about recreation needs and services in the community. Over one hundred citizens accepted responsibilities

\(^2\) "Ability" defined here, as "capacity, interest, and experience".
in the survey, such as participating in the sixteen sub-committees that functioned. Compared with past community projects, there was a high degree of labour participation in the survey. At a Central Steering Committee, the chairman of the Labour Committee stated that "labour appreciated being consulted about recreation in the city, and being asked to assist with the study". The feeling about the survey was that a hand had been extended to "labour" because their participation had been invited. "Labour" obviously highly approved of the community study.

4. Concepts that are identified with the social group work method, need to be considered when a community project is attempted, such as a survey of recreation. During the survey, committee members constantly were reminded of the importance of discovering the recreational needs of the citizens in Bellingham, and the relating of these needs to the city's recreational and other welfare services. The participation of the citizens of ordinary status in the study was encouraged, since they were the ones for whom the recreational services were being supplied. The survey was seen as a means of helping the citizens to understand recreation conditions, to the end that they would be prepared to participate in the action aimed at improving the services that existed. Citizen participation was seen as feasible when the citizens were given the opportunity to do some of the vital thinking involved in the study (e.g., appraising the community programme of leisure-time services, which involved
the studying of the kinds of agency programmes and their relationships with other agency programmes in the community). Through having many citizens involved in assisting with the analyzing of survey material, there would be created the "will and energy" necessary to assure carry-over effect to the survey. The use of the U.B.C. method that was proposed for the survey, would have permitted this kind of participation in the community project.

The U.B.C. method embodied social group work concepts that would have contributed to the community organization process involved in the survey. These group work principles included: (a) encouraging meaningful citizen participation (i.e., intellectual and emotional involvement of the citizens), (b) studying subjects closely concerned with community problems (e.g., financial support for recreational agencies), (c) functioning at the level of the citizens (i.e., studying of survey material in the sub-committees), and (d) providing the "ordinary" citizens with the opportunity to develop self-help, through being involved in the improvement of their recreational services.

Research is needed to determine where the "U.B.C. method" that was suggested for the Bellingham survey, can be applied to advantage.³ It might be that the studying of such aspects as facilities, leadership, and programme, on a

³ Gustafson H.F., letter to the writer, dated May 30th, 1950, in which an approach similar to the U.B.C. method, was successfully attempted in districts located in the city of Houston, Texas.
broad multi-agency basis, should be attempted within a more compact or smaller area than that which comprises the city of Bellingham. The writer is of the opinion that the U.B.C. method could be employed in cities of any size. Before such a method is employed, however, there should be adequate preparation for its use (e.g., some assessment made of the degree of co-operation between the different economic groups existing in a city).

5. **Outside specialized assistance is valuable in certain areas of a survey.** Although the U.B.C. social workers were active participants in all survey committees, more assistance was given in certain areas. General helping roles were assumed throughout the survey, however, increased assistance was given in (1) providing technical information (e.g., referring to studies carried out in other cities), (2) suggesting methods and techniques for the survey, (3) integrating the work of the various committees, and (4) assisting with the presentation of committee reports.

During the survey meetings there was considerable free expression of opinions while references were being made to survey objectives and techniques. The workers were not emotionally involved in the community's recreational problems, and through introducing new material, for example, were able to increase objective thinking during the many committee meetings. The workers' participation in meetings was highest, during consideration of survey methods. It was while the various methods were being studied that
"resistances" on the part of individual members to the survey, became apparent.

The U.B.C. personnel worked in close co-operation with the appointed leaders of the survey committees. Generally, the workers' "worked through the activity", or focused on the interest in the survey, while enlisting participation for the project. It was found beneficial, for example, to interpret briefly the history or background of the whole survey project when contacting a new member. Presenting a total picture of the survey (e.g., through the use of organizational charts), had the benefit of showing the important part that each sub-committee played. Interpreting the total survey effort, assisted in building enthusiasm for the project.

The Central Steering Committee made most of the important decisions required during the survey. The workers assisted the survey committee members to carry out the plans that were decided.

6. A community survey should evolve. The results of the Bellingham survey up to May 15th, 1950, showed that progress had been made in understanding recreation conditions in the city. The survey reports that were issued, provided tangible evidence of the accomplishments of the survey. This measurement of progress that was made, was in accordance with the limited degree of understanding of recreation that existed prior to the start of the study.
With the functioning of the Community Council, the appointment of an Executive Director for the Chest and Council, and some participation of "labour" on the Council, a start was made in the preparation of a "base" for the survey. A focal point existed in the city where community affairs could be considered. The annual "surveys" of the agencies which belonged to the Chest and Council, also had a part in the development of the recreation survey, in that recreational problems were uncovered. The need for a city-wide study repeatedly was recommended.

From 1947 onward, however, increased attention was given to financial support for the recreation agencies functioning in the city. The importance of matters closely associated with preparing for the support of the survey, such as planning the community's services, was placed secondary to the high concern for finances. When the survey commenced, the Community Chest acknowledged that a community study was required, but the project still seemed to be considered "incidental" to the main concern for community finances.

There were indications that the survey could have been equally successful had it occurred in 1947, rather than in 1949. The project could have been a natural outgrowth of the community organization process that had taken place within the Chest and Council in 1946. A survey at that time, also could have been a "building-on" activity used to increase organization of the welfare services in the city.
105.

In order to know the reasons for a survey being started, and to be able to appraise the "strengths and limitations" of a community in regards to a survey, the use of outside assistance as early as possible, would seem advantageous. The development of a community project depends on making the best use of the resources that are available for a study.

7. **A survey has many values.** The Bellingham survey had many valuable outcomes. No similar project had been attempted before in the city. Although only one hundred and five persons (excluding those citizens who answered questionnaires that were submitted to them) in the community participated, many of them were leaders in the sense that they were well-known by the other citizens. Many of these leaders were representatives from organizations which were active in the city, and this was important to the dissemination of information about recreation conditions that was obtained during the survey process.

Labour participation in the survey was significant. Due to the support of the Bellingham Recreation Commission and the Community Chest and Council, the survey became associated early with what were accepted as "the ruling groups in the city" by the citizens. The survey amounted to a practical means whereby the citizens of average status were able to express themselves regarding the services that were being provided for their benefit. A labour representative on the Central Survey Committee expressed the opinion that labour persons felt that in past years, they had had little
say regarding the planning of services in the city for which they had been contributing financial support. Gaining the support of "labour" in the project was a method of interpreting the need for support in the planning of all welfare services by members of "labour".

There were many other values of the survey; most of which seemed of an intangible nature. Mainly because of the ability of the natural leaders in the survey, there was much co-operative activity. Co-operation was especially noticeable in the Central Steering Committee. Most of the leaders in the C.S.C. had never participated in a community project before, and in this respect there was development of community leadership. Executive Directors of the recreation agencies in the city participated closely in some of the committees where "recreation objectives" and survey questionnaire answers, for example, were studied. Consideration of these subjects had a bearing on the modifying of the agency's goals and standards that took place. Through studying the effectiveness of agencies, there appeared to be a recognition that each agency's services needed to be co-ordinated with those of the other agencies and organizations. There was increased recognition for the need of a community programme of recreation, and that the efforts were required of all the agencies.

Survey participants were afforded the opportunity to think in terms of the whole community. Considering the survey objectives, for instance, was an informal method of
learning what the recreational services should be like, or what should be aimed for in the near future as far as leisure-time services in the city were concerned. Studying the various methods that could be used in the survey, also assisted the survey members to think at the level of the average citizen. There was, for example, some acceptance of the importance of recreation leadership, programmes, facilities, and administration.

As the city of Bellingham grows in population, the need increases for effective welfare services. The recreation survey represented a concerted effort by community-minded citizens to help in the development of the city's recreational services.
Dellingham Recreation Survey — Prospectus

I. What is the purpose of a city-wide recreation survey?
   It is to find out the needs of the people of Dellingham. Some persons in the city say that there are many needs for recreation; others say there are enough facilities but not in the right places. Still others say that we have no real unmet needs and that they are satisfied with things as they are. Next, the survey is to find out what recreation services and facilities we now have. This is a city-wide stock-taking of all the places we have for recreation: parks, playgrounds, school gyms and playfields, organizations, camp sites, etc. We also want to determine how many people use our recreational services and facilities. A natural question which the survey must attempt to answer: "Is our over-all recreational program well balanced?"

II. Can you answer these questions without a survey?
   No, you can't answer these questions correctly or objectively without a fact-finding survey.

III. Who is making the survey?
   The survey is in charge of a steering committee, originally sponsored by the Council Cabinet of the Community Chest. It is now an "independent" organization and is not controlled by the Community Chest or any one organization. Much of the work will be done by members of a dozen or more committees; many of our citizens are giving freely of their time and efforts to make this survey a success. There is no paid personnel.

IV. What will a survey accomplish?
   1. It will give you a chance to say what you think about recreation, especially what your own needs are.
   2. It will help to tell you how your money is spent on recreation.
   3. It will help the community to make sound plans for future recreation and will evaluate our present facilities and services.

V. What happens to the information you will get from this survey?
   Because so many Dellingham people are taking part in it, they will learn a great deal about recreation. The survey will be published in a report so that everyone can see the findings.

VI. How much will such a survey cost?
   No money is being spent for fees. $500 will be spent for transportation and maintenance expenses of technicians from the University of British Columbia who will be required to give assistance on the survey for several months. This is the amount the Community Chest and the Recreation Commission have set aside for it. It should be worth more than $5,000 to the community when completed. This would be the cost if outside "experts" were making the survey.

VII. When is the survey going to be made?
   The survey is now underway and will be completed in the next few weeks.

VIII. What is included in this survey?
   All private recreational agencies (including Chest organizations); all public tax-supported agencies and commercial facilities will be studied. Interviews will be made with school children and in neighborhoods to determine people's desires for and use of recreation facilities and services.

FOR FURTHER INFORMATION CONCERNING THIS SURVEY, call ___
APPENDIX "B"

REPORT OF THE COMMITTEE ON TECHNIQUES

November 29, 1949

I. OVER-ALL APPROACHES

A. Longitudinal investigation—historical and social setting
B. Horizontal analysis—community/neighborhood cross-sections
C. Vertical and parallel study—organized recreational agencies
D. See also methodological objectives # 2 and # 3

II. SPECIFIC TECHNIQUES

A. Committee meetings—planning and carrying out the study—efficiency; democracy
B. Community conferences or commissions—idea exchanges: checks on findings; education and participation devices—"minicons" (miniature conferences)
C. Individual interviews—free or prescribed—with agency leaders, residents at home, participants, etc.
D. Block "interviews"—with groups of persons in same category—teachers, ministers
E. Block sampling—detailed study of selected city areas thought to be typical
F. Schedule forms—for guided, patterned interviewing
G. Questionnaires—for mailing to residents, submission to pupils, etc.
H. Opinion surveys of residents without intent to procure statistical reliability
I. Observation of group programs in operation, of community life by participants or non-participants
J. Recreational "case studies" of "typical" persons representing various strata in community
K. Master card index of organized participants in recreation—check on duplication
L. Others:

The Committee Assigned This Task:

Mrs. 
Mr. 
Mrs. 
Mr. 
Mr. 
Mr. 

[The names of the committee members are not clearly visible in the image.]
REPORT OF THE COMMITTEE ON OBJECTIVES

November 29, 1949

I. OVER-ALL OBJECTIVES

A. CONTENT: Prepare a sound and solid report, neither innocuous nor militant.

B. METHOD: Secure a broad community-wide citizen participation in the conduct of the study

C. METHOD: Develop cooperative teamwork collaboration with staff & workers from UBC

II. SPECIFIC OBJECTIVES

WHY? -- original motivation behind study

WHAT? -- content within scope of objectives

HOW? -- techniques

SO WHAT? -- implementation

A. Learn what recreational services are available now regarding personnel, facilities, program, constituency

1. Private non-profit agencies— YmCA, YWCA, Scouts, Camp Fire Girls, Camps, churches, labor and industry, fraternal, private schools

2. Public agencies— war-gear, schools, city parks, community-county recreation, Federal and State programs

3. Commercial agencies— movies, bowling alleys, dance halls

B. Learn what recreational needs are being met now

1. Compare social cliques, city areas, age ranges, sex groups, income levels, in-school/out-of-school, racial and religious groupings

2. Are programs adequate? Are there gaps? Is there overlapping? Are needs being democratically met? Do programs lead to widening interests? Do they develop persons constructively?

3. What are the factors influencing recreational needs?— housing, education, delinquency areas, economic status

C. Learn what unfulfilled recreational needs and desires persons have

1. Are there resources available for these things?

2. Are they socially acceptable outlets?

3. What is the time factor in the assimilation of new people in the community and into what groups do they first become associated?

D. Learn what are the criteria by which leadership personnel is selected.

1. What are the qualifications of the existing personnel?

2. What leadership training or recruitment is being conducted— volunteer and professional?

E. Learn what can be done to integrate and co-relate resources in the community for their greater usefulness— "clearing house instrumentalities"

The committee assigned this task:

Mr. _______  Mrs. _______
Rev. _______  Mr. _______
Mr. _______  Miss _______
APPENDIX "C"

Newspaper Editorial

"JUVENILE PROBLEM--WHAT IS IT?

Despite admitted and widely recognized facts, civic-minded persons still hold meetings, appoint committees, and criticize each other's ideas in an attempt to 'solve the juvenile delinquency problem'.

Among the aforementioned facts, is the realization in aware circles that the 'problem' of young people in the present day community is strictly a problem of the kind of lives children lead—how they are treated by their parents, and how they react to this treatment and the reception the world gives them.

In other words, of course, a 'problem child' is an individual. He is a person, a human being, with his own troubles, his own deep disturbances and his own pattern of reaction to his life.

This is why endless committees, usually appointed or called together by politicians or busy officials, are wasting their time when they hash over the possibilities of creating youth clubs, community entertainment—and even stringent laws—to combat what everyone calls delinquency. The establishment of a fine youth club right in the city center would not guarantee any change in the behavior of some youngsters. A community effort to instruct everyone under 16 in the fine arts of weaving would not reduce the number of girls who do not behave just as they should.

And the passage of a law—of any kind—never abolished crime. For that matter, punishment has not stopped crime, and punishment is one of mankind's oldest institutions.

When people begin to think about the home life of today's youngsters, the amount of attention they do or do not get from their parents, and the handicaps they often live under, they will be closer to the problem.

When they cease their endless debating sessions, which often attempt to blame anything from movies to slot machines, they will have more time to think about children—as the separate individuals they are."

1 (Editorial in The Bellingham Herald, Bellingham, Wash., Feb. 20, 1950.)
APPENDIX "D"

Newspaper Article

PELLINGHAM RECREATIONAL SURVEY

"The Bellingham recreational council has got itself tangled up on a recreational survey of the community.

'The idea of the survey is for some expert outside group to come in, look over the local situation and tell the council what recreational needs are being neglected and which ones are being duplicated. In other words, how to get the most for the money.'

The hitch is that the cost of the survey could well amount to more than its savings.

One company offered to do the job for something around $4,000.

Then the University of British Columbia's graduate school offered to make a class project out of the survey and do it at cost—perhaps $500.

'Some of the council members thought it was a good idea and some didn't. That's the way things are when you have more than one person on a council.'

Objections centered around hiring a Canadian group to do the job. Some believing it would be bad politics and bad policy for the Community Chest. Others thought that the Canadians would have a different idea as to the role of government in the community.

Those for it pointed out that it was the cheapest offer yet made, the graduate school has an excellent reputation in the field, some of the instructors are Americans, and a British Columbia group would have a better understanding of Bellingham's ways than would a New York organization.

At last report the matter has been bucked to the Community Chest's cabinet council. The Chest group was thought to represent enough local organizations to give a good cross-section of local thinking."

OVER-ALL ORGANIZATIONAL PLAN FOR CONDUCT OF THE STUDY

November 29, 1949

CENTRAL STEERING COMMITTEE

Nominating

Objectives

Technical

Publicity

BIG REPRESENTATIVE MEETING

FUNCTIONAL COMMITTEES

Longitudinal

"Dollar-

Horizontal"

Vertical— leadership, program,

facilities, clientele, adminis.

History & Setting

Finance

Neighborhood & Community

Private Agencies

Public Agencies

Commercial

Others

Coverage:

Group

Schools

Movies

Sex

School

College

Bowling

Age

Work

Movies

Occupation

City parks

Skating

Socio-econ.

Hostels

Community

Religious

Churches

Recreation

Racial

Religious

Areas

Fraternal

War-gear

Taverns

Ecological

Areas

Fraternals

Land

Housing

State

Industry

Parks

Juvenile

Problems

Individual, Federal

4-H

"Cultural"

Forum

Drum

Music

Each examined with regard to needs, resources, gaps, and proposals
General Plan of the Survey

What we must learn:

<table>
<thead>
<tr>
<th>What kind of city is it?</th>
<th>What have we got?</th>
<th>What do the people want?</th>
<th>What can we spend?</th>
</tr>
</thead>
<tbody>
<tr>
<td>(Background)</td>
<td>(Status)</td>
<td>(Aspirations)</td>
<td>(Finances)</td>
</tr>
</tbody>
</table>

What do we suggest?

(Analysis & Interpretation)

- Write the report
- Submit the report
- Follow-up work if necessary
Organization of the Survey

Steering Committee

Informational Committee

Background Committee

Status Committee

Sub-Committees:
1. Program
2. Leadership
3. Finances
4. Facilities
5. Admin. & Coordin.
6. Neighborhoods
7. Commercial
8. Juvenile Problems
9. Handicapped

Analysis Committee

Editorial Committee
### OPERATING PLAN AND TIME TABLE

<table>
<thead>
<tr>
<th>Who?</th>
<th>What?</th>
<th>Start</th>
<th>End</th>
<th>Report to or refer to?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Steering Comm.</td>
<td>Preliminary discussion; appoint committees on objectives, Techniques and Publicity.</td>
<td>Nov</td>
<td>Nov</td>
<td>Committees on Objectives and Techniques</td>
</tr>
<tr>
<td>Committees on Objectives and Techniques</td>
<td>Study and recommend objectives and methods of the survey</td>
<td>Nov</td>
<td>Nov</td>
<td>Steering Comm.</td>
</tr>
<tr>
<td>Steering Comm.</td>
<td>Advanced discussion of objectives and methods; appoint Job Analysis Committee</td>
<td>Nov</td>
<td>Nov</td>
<td>Job Analysis Comm.</td>
</tr>
<tr>
<td>Steering Comm.</td>
<td>1. Adopt or amend report of Job Analysis Committee.</td>
<td>Dec</td>
<td>Dec</td>
<td>3 operating committees and informational committee</td>
</tr>
<tr>
<td></td>
<td>2. Redesignate Publicity Comm. as Informational Committee.</td>
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<td>3. Plan for early contact with organizations &amp; agencies.</td>
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<td></td>
<td>4. Appoint 3 operating comm:</td>
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<tr>
<td></td>
<td>A. Background Committee.</td>
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<td></td>
<td>B. Status Committee with following sub-conn.</td>
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<tr>
<td></td>
<td>1. Program</td>
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<td></td>
<td>2. Leadership</td>
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<td></td>
<td>3. Finances</td>
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<td>4. Facilities</td>
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<td>5. Admin &amp; Coordin.</td>
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<td>6. Neighborhoods</td>
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<td>7. Commercial</td>
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<td>8. Juvenile Problems</td>
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<td>9. Handicapped</td>
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<td></td>
<td>C. Aspirations Committee</td>
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<td></td>
<td>(Each committee to carry out general program outlined by Job Analysis Committee.)</td>
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<td>5. Decide whether to hold mass meeting. (If held, this should be during January if possible.)</td>
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<tr>
<td>3 operating Committees</td>
<td>Make detailed plans of operation Jan Jan Steering Comm.</td>
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<td>for each committee, including lists of facts desired and methods of obtaining same.</td>
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<tr>
<td>Informational Committee</td>
<td>Make detailed plans for informational work; goal is to prepare public &amp; organizations</td>
<td>Jan</td>
<td>Jan</td>
<td>Steering Comm.</td>
</tr>
<tr>
<td>Who?</td>
<td>What?</td>
<td>Start</td>
<td>End</td>
<td>Report to or refer to?</td>
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<tr>
<td>Steering Comm.</td>
<td>for the survey, explain its purpose and value, and obtain cooperation. Plan for mass meeting.</td>
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<td></td>
<td>3 operating committees and Analysis Comm.</td>
</tr>
<tr>
<td></td>
<td>Adopt or amend plans of four comm. Appoint Analysis Committee</td>
<td>Jan</td>
<td>Jan</td>
<td>Analysis Comm &amp; Steering Comm.</td>
</tr>
<tr>
<td>Informational Comm.</td>
<td>Conduct informational work—via newspapers, radio, etc., and directly with organizations.</td>
<td>Jan</td>
<td>Mar</td>
<td>Background and Status Committees</td>
</tr>
<tr>
<td>Aspirations Comm.</td>
<td>Determine what grass-roots facts should be obtained, and how.</td>
<td>Jan</td>
<td>Feb</td>
<td>Background and Status Committees</td>
</tr>
<tr>
<td>Background Comm.</td>
<td>Carry out survey as planned.</td>
<td>Feb 1</td>
<td>Mar 31</td>
<td>Analysis Comm.</td>
</tr>
<tr>
<td>Status Comm.</td>
<td>Carry out survey as planned</td>
<td>Feb 1</td>
<td>Mar 31</td>
<td>Analysis Comm.</td>
</tr>
</tbody>
</table>

Each operating comm. to use its own members.

UBC technical experts to assist all committees.

Each committee should have some clerical help.

Chairmen of 3 operating committees to maintain liaison with Informational Committee and Analysis Committee during the survey.

3 operating committees should turn in preliminary data to Analysis Committee from time to time.

Analysis Committee empowered to suggest additional or different lines of inquiry for the operating committees.

3 operating committees to work in harmony, exchanging information and data if it will expedite the work.

All committees to refrain from drawing any conclusions at this time; purpose so far is to collect facts.

Steering Committee to exercise over-all supervision and assist committees in meeting time schedule.
<table>
<thead>
<tr>
<th>Who?</th>
<th>What?</th>
<th>Start</th>
<th>End</th>
<th>Report to or refer to?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Analysis Comm.</td>
<td>Receive reports from each operating committee; analyze and interpret the separate reports and the survey as a whole; formulate conclusions and recommendations.</td>
<td>Apr 1</td>
<td>Apr 15</td>
<td>Steering Comm.</td>
</tr>
<tr>
<td>Steering Comm.</td>
<td>Consider and approve or amend the report of Analysis Committee; appoint Editorial Committee</td>
<td>Apr 15</td>
<td>Apr 15</td>
<td>Editorial Comm.</td>
</tr>
<tr>
<td>Steering Comm.</td>
<td>Final meeting to consider whether any follow-up work should be undertaken; if none, disband committee.</td>
<td>June</td>
<td>June</td>
<td></td>
</tr>
</tbody>
</table>
COMMITTEE WORK AND ROLES OF THE U.B.C. WORKERS

All work on the survey will be carried out through committees -- i.e., Steering Committee, various functional committees and sub-committees. Each committee should be headed by a chairman who is responsible for all the work of his committee.

The technical survey workers (students) will work with each chairman and each committee group and the survey group as a whole:

1. They will provide all technical information desired by the committee, in addition to information provided by committee members who might wish to contribute.

2. They, together with other committee workers and chairman, can serve as a "clearing house" as to developments in other committees working on the survey, to provide ongoing information as it comes through in other committees.

3. Because it is so well understood and appreciated that the survey is a now undertaking for all concerned, particularly the method that is being employed, the technical workers will serve to help the chairman "carry the ball" in stimulation, encouragement, initiation of questions, etc., in addition to giving technical information. Any jobs that do not seem logical for committee members and that the technical workers could perform, will be cheerfully assumed.

4. The technical workers should be of great assistance in giving suggestions as to the method or methods on how to go about getting particular information, or how a certain job for a committee could be carried out.

Realistically, there are time limits for both committee workers and technical workers which will be reckoned with. The one thing that might be stated is that the technical workers will not "take over" from the committees and direct the survey. They will help and be very active at certain times and in certain situations, but they will be quite conscious of what they are doing, which will not add up to taking over the planning and decision-making. This is the responsibility of each committee and the survey group as a whole.

The technical workers will be called upon to assist in the editing of the report of each committee and the total report of the survey. The workers are primarily concerned with helping the citizens accomplish the survey objectives.
General Outline for Committees

**STEERING COMMITTEE**

1. Represent the Community Chest Council and the Recreation Commission in conducting a recreational survey of Bellingham.
2. Determine what type of commitment of cooperation should be secured from the local agencies. How is this to be done?
3. Appoint or delegate the appointment of committees to carry out the survey.
4. Plan a time schedule for the survey.
5. Review the reports of each committee and accept or amend same.
6. Accept the final draft of the survey report and turn it over to the Community Chest Council and Recreation Commission.

**PUBLICITY OR INFORMATIONAL COMMITTEE**

1. Must get the information about the survey — its need, conduct, procedures, etc. — to the people of the city.
2. Should develop the right attitudes toward the survey among agencies, organizations and individuals.
3. Develop a bureau of speakers to tell of the survey to all organized groups in Bellingham.
4. Conduct informational and public relations work through all possible media — press, radio, correspondence, speeches, etc.

**OPERATING COMMITTEES — general statement:**

1. Decide cooperatively as a committee what facts are pertinent to the particular aspect of the survey assigned to the committee.
2. Decide how these facts could best be obtained.
3. These committees are fact-finding committees. They do not make an analysis or interpretation of their findings but turn them over to the committee organized for that purpose.
4. Each committee may use U. B. C. workers to assist in devising questionnaires, etc., to further their work.
5. Each committee will pool with the U. B. C. workers the list of information they wish to secure from existing organizations and agencies, and the workers will secure the bulk of the information. (This is to eliminate unnecessary duplication).
6. If one committee comes across information pertinent to another committee, they should be sure such information gets to the right place.
7. Suggested questions for each committee are not to be considered complete but rather as a springboard with which the committee may get started.
BACKGROUND COMMITTEE

1. This committee will try to answer the question, "What kind of a city do we have?" — in terms of geography, history, people.
2. What is the geographical setting?
3. What pertinent facts in its history should be considered in surveying the recreational program in 1950?
5. Does the city have an individuality or character? (Tulip City? World's Largest Christmas Tree?)
6. What is the area of the community?
7. What distinct areas or neighborhoods are there?
8. Does the community extend beyond the actual political boundaries?
9. What is the population now, compared with 5, 10, and 20 years ago? Future trend?
10. What is the makeup of the population, according to age, sex, religion, racial and national groupings?
11. What is the makeup of the population according to social status, level of income, educational level, occupational status?
12. How has the makeup of the population changed over the past 10 or 20 years? Future trends, if prediction is possible?
13. What is the physical health of the people, in terms of TB rates, infant mortality, etc?
14. What is the social health of the population, in terms of rates of juvenile delinquency, truancy, illegitimacy, family disorganization, crime, other evidences of social breakdown?
15. Who are the community leaders, both professional and volunteer?
16. Which are the powerful groups in the community?
17. Are there any major or minor conflicts between individuals or groups which might affect efforts at community planning?
18. Other relevant features about the people in the community?

ASPIRATIONS COMMITTEE

1. This committee will try to answer the question, "What do people want in the form of recreation?"
2. It is not a fact-finding committee; it will pass its decisions and materials on to the Background and Status Committees.
3. This committee should devise some method of getting to the grass-roots, or taking the pulse of the public. This may be through planning door-to-door canvasses of typical neighborhoods or blocks; direct-mail questionnaires; polls of organizations or groups, such as school classes; and other methods.
4. Purpose is to find out what people would like to do, not necessarily what they should do.
STATUS COMMITTEE

This will undoubtedly be the largest and most important operating committee. Its general purpose is to ascertain what Bellingham now has in the way of recreational and leisure-time opportunities — it should include all types of leisure-time activities: Commercial (theaters, dance halls, rinks, bowling alleys, etc.); Public-supported (YMCA and other agencies, churches, cultural groups, etc.); Private (lodges, fraternal orders, unions, etc.); and Unorganized (home entertainment, personal sports, personal hobbies, etc.)

This committee will have 8 sub-committees, each with a sub-chairman responsible to the general chairman of the Status Committee. The sub-committees are as follows:

1. Administration and Coordination:
   1. What governing bodies authorize a recreation program?
   2. What are attitudes and working arrangements between agencies and organizations?
   3. What are the functions of coordinating bodies in the field of recreation, and how well do they operate?

2. Facilities: (meaning physical plants)
   1. What facilities are there?
   2. Where are they located?
   3. When are they available?
   4. How many can they serve?
   5. How many do they serve?

3. Program:
   1. What private and public recreation programs are there?
   2. Who are these programs set up to serve?
   3. Who actually uses them?
   4. When are they available for use?

4. Leadership:
   1. How are leaders selected?
   2. How are the leaders trained?
   3. What are the qualifications of existing personnel?
   4. What training programs are in progress?
   5. Is there supervision of workers?
   6. How many can they serve?
   7. How many do they serve?
   8. How does this service compare with five years ago?

5. Finances:
   1. What are the membership and other fees charged by the various agencies and organizations?
2. What are the operating and maintenance costs?
3. What are the sources of funds?
4. How are they operating? How close to the line?

6. Neighborhoods:
   1. How do various areas compare in regard to availability of recreation agencies? Facilities? Services?
   2. How do they compare as to the use of recreational facilities in each area?
   3. What neighborhoods do we have?

7. Commercial:
   1. How available in terms of location?
   2. What use is made of them by the people?
   3. What are the costs?

8. Handicapped:
   1. What is being done for the handicapped?
   2. What agencies have them as part of their program?
   3. What leadership is there, such as occupational therapy?

9. Juvenile Problems:
A BOOKS


B RELATED STUDIES


C PAMPHLETS, ARTICLES, AND REPORTS


