

THE UNIVERSITY OF MANITOBA
SCHOOL OF SOCIAL WORK

THE INVOLVEMENT OF THE
MANITOBA SOCIAL WELFARE SYSTEM
IN SOCIAL ACTION

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by

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ABSTRACT

Social action, once more commonly called "social reform" is and has been an integral and decisive element in social welfare. Social workers, the professionals in social welfare, have never been content to completely separate their day-to-day services from their responsibility for controlling and preventing the broad social factors that caused or intensified the problems with which they dealt. Today, in our constantly changing and increasingly complex society it appears mandatory that the social welfare system assume its original responsibility to achieve the solution of social problems by removing or ameliorating their causes, that is, by social action. The usual direct service approach is not making its mark and the profession is starting to reassess its role. Students now entering the professional schools are becoming increasingly frustrated with what too often appears to be training unrelated to the complex social situation awaiting them upon graduation. A group of ten such students, concerned with what their profession was doing in the geographical area in which they would be working, decided to see how the local social welfare system was involved in social action. Thus they formulated an exploratory descriptive study to focus on the problem of "How is the Manitoba social welfare system implementing its recognition of social action as an inherent part of its function?" On the basis of personal interviews with the directors of 25 social welfare agencies throughout Manitoba and a representative of the professional organization, it is possible to provide a beginning picture of social action in our province.

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CHAPTER I

INTRODUCTION

Social action, once more commonly called "social reform" is and has been an integral and decisive element in social welfare. As Pray states, "From the early days of the charity organization and settlement movements in England, down to the mental hygiene and public welfare movement of our own time," social welfare, as reflected by professionally conscious social workers[†] has never "been content wholly to separate...day-to-day service of particular individuals and groups from some measure of responsibility for controlling or preventing some of the broad social factors that caused, complicated, or intensified the problems with which (it) dealt (Pray, 1945:292)."

On this continent, at the turn of the century, social work, as represented by such people as Jane Addams, can be viewed as an era of reform. The emphasis of practice activity was the issue of poverty itself, which was regarded as a structural phenomenon that could be reorganized. The "pragmatic idealists," as Towle (1961:387) refers to Jane Addams, Mary Richmond, and their cohorts, stressed reorganization of the social, political, and economic structure. They were involved in such legislative and social reform as public health, prevention, workmen's compensation, labor laws, and child labor. Their objective was the improvement of the social environment rather than resolution of individual intra-psychic problems, and their interventive efforts were directed at every level of society.

*Although "social work" and "social welfare" sometimes appear to be used interchangeably, there is a distinction. As Bartlett states, "social work is the profession and social welfare is that segment of society's programs and services within which it operates. Social welfare is much broader than social work and engages the activities of many other professions and technical workers besides social workers (1961:9)." However, social work is the only profession whose training and function is in the field of welfare. Thus the assumption is that the social work profession has a key role in shaping and influencing the social welfare system so that it should reflect the values and principles of the profession. In other words, social work is to social welfare what the medical profession is to the health system.

But, with the devastation of World War I and the coming of Freud, the preoccupation of the budding profession turned to method, pushing its purpose and goals into the background. With its clinical orientation, social work was characterized by therapeutic casework and methodology at the expense of its concern for the disadvantaged sub-groups of society. For over two decades social work was almost synonymous with psychoanalytic intervention. The Depression and the Second World War once again drew attention to the social aspects of the problems facing people. However, as Deschin (1968:14) points out, the period of McCarthyism in the early 50's hindered the profession from concerning itself with defects in the social structure. It took the Civil Rights Movement and people like the late Dr. Martin Luther King to remind society, and social work, that the real social ills were not in the individual but in the society with which he had to cope.

The 1960's can be viewed as the beginning of a new phase. There is the new social frame of reference of a more highly industrialized, technological, super-productive, urbanized community. Automation is resulting in changing concepts of work as a criterion of social acceptability and responsibility. The spread of mass media of communication and the quasi-unlimited potential availability of goods intensifies the demand for more equitable distribution of social and real benefits in society. The basic considerations of social work are being recast. The profession has to reexamine its position in regards to its values, its practice, and its function.

Poverty is in the process of being socially redefined. In an automated, post-cybernetic, computerized society, poverty takes on a new meaning and magnitude. There is a redefinition of dependency for in some way we are all dependent and are all users of social welfare. As Grosser points out, in our emerging social welfare states, "The virtually universal nature of social welfare services ...precludes maintenance of a firm distinction between client and nonclient (1969:19)."

In this period of accelerated social change, social work has to face the problem of clarifying its function and adapting itself to the new set of demands and expectations. The changes and demands are both quantitative and qualitative, as new kinds of diverse and urgent needs are surfacing. The problems are becoming more complex and interdependent. The demand is for greater efficiency because of the accelerating change of pace.

Because society is growing and changing so rapidly, individual needs are also changing. The social welfare system is in constant contact with people experiencing needs and is therefore in a unique position to see the debilitating effects of socially felt needs that are not being met. Social work has the responsibility to articulate and interpret these needs. Kahn (1959:14) believes that this "identification and recognition of needs which emerge in society as a whole or in social subgroups, with changing social conditions" is a function at the core of social work. Social work, along with other professions and citizens at large, has a major role to play in assuring the creation of institutional arrangements for meeting needs, and, where appropriate, assuring legal guarantees of need satisfaction, i.e., establishing need satisfaction as legitimate rights.

Social work is a need responsive profession but, as a professional discipline, it suffers from the inherent conservatism of all professions. In any true profession, however, there is an inherent pressure for critical reevaluation and improvement. For social work, as Grosser points out, the unprecedented political, social, cultural, and economic change of the sixties has produced "a more profound and more far-reaching examination of practice than the profession has undergone since it first struggled with the implications of psychoanalytic theory (1969:16)." Deschin considers social work as being at a cross-roads in its development. She believes that the crucial question is "whether social work will respond to and interact with social forces in a way that is commensurate with its knowledge, skill and commitment to human values (1968:9)."

As we enter this new phase in social history, the growing concern about social problems and the failure of the old treatment approaches accentuates the questioning. There is a growing realization of the need to get at the causes, and of the need to develop and use different mechanisms to attack societal defects. These mechanisms are not restricted to social work but are often loosely subsumed under the term "social action."

Social action has been variously defined through the years, usually in broad, and sometimes vague, terms. Common themes in the different definitions, as Harper and Dunham (1959:281) mention, are the improvement of mass conditions, the enhancement of social welfare, the solution of mass problems, and/or the changing of the environment. The basic elements seem to be an activity to reconcile social need with social environment, or, more specifically, efforts to identify, analyze and dramatize social needs so as to influence the social policies and institutions which constitute the social environment.

Social action in this broad sense is sometimes used synonymously with community action and grass-roots organization. Thus, social action is often associated with Saul Alinsky, a blunt, hard hitting professional agitator who uses militant social action in organizing the poor to place their demands more effectively before the relevant power structure. Alinsky's basic method is use of the conflict model - a continuous state of militancy is emphasized and the focus is on building a local neighborhood organization. Alinsky has been harshly criticized by Riessman (1967), however, because he is not as concerned with goals and trends or formulation of new positions as he is with the actual process of organization.

In a similar vein, community organization can be regarded as a mechanism for attacking social ills in society, and thus subsumed under a broad concept of social action. More specifically, however, community organization, especially in the traditional Ross model, was more concerned with the process of involving people experiencing unmet needs in taking action rather than the goals of the action. More recent conceptualization is equally concerned with the process of involving people and effective solution of the problem at hand. In social action, how-

ever, the central focus is social reform itself, and involvement of the people experiencing the need is not considered essential. Nevertheless, as Thursz points out, many procedures "deemed essential for effective community action by an indigenous poor group are also essential for social action by the social work profession as an action system (1966:15)."

Social work is becoming increasingly aware of the need to reassume its original responsibility to achieve the solution of social problems by removing or ameliorating the causes, that is, by social action. Youngdahl dramatically states the core issue: "unless we as a profession want to function on a treadmill, we must change the socio-economic environment and modify some of our social institutions to eliminate the causes of the problems of people (1966:18)."

Because this study is concerned with social action within the social welfare system,* a narrower definition of social action such as that of Elizabeth Wickenden, is useful:

(Social action) is that aspect of organized social welfare activity directed toward shaping, modifying, or maintaining the social institutions and policies that collectively constitute the social environment... Social action is concerned with the better adjustment of the social environment in order to meet the recognized needs of the individuals and to facilitate those social relationships and adjustments necessary to its own best functioning (1965:697).

* Our definition of the social welfare system is based on the definitions of Friedlander (1961:4) and Wilensky and Lebeaux (1958:17), i.e., the social welfare system is the formally organized and socially sponsored system of institutions, agencies and programs, exclusive of the family and private enterprise, which is designed to assist all or parts of the population in attaining satisfying standards of life and health, and personal and social relationships which permit them to develop their full capacities and to promote their well-being in harmony with the community.

Although considering social action as an aspect of social welfare activity, we must be further motivated by the example of activists outside the social work profession. Social workers must take up a more active leadership role in social and civil right movements, and in ferretting out the deeply ingrained social policies and practices that reinforce rather than remove such social problems as poverty and general alienation. To realistically and effectively perform its functions, social work must concern itself with social action and social change.

The NASW Goals of Public Social Policy provides the most succinct statement in regards to professional responsibility for social action:

(The profession) has a social action responsibility which derives directly from its social function and professional knowledge. This responsibility lies in the following three areas: (a) the identification, analysis and interpretation of specific unmet needs among individuals and groups of individuals, (b) advancing the standard of recognized social obligation between society and its individual members so that those needs will be met and a more satisfying environment for all achieved, and (c) the application of specific knowledge, experience and inventiveness to those problems which can be solved through social welfare programs (1958:12).

This responsibility has been complicated by social work's concern with becoming a more prestigious profession. The cost of professionalism may be too high, for as Greenwood concludes, social work may be scuttling its social action heritage as the price for public acceptance as a profession (1957:55). The "attainment of professional prestige, authority, and monopoly" by social work has disturbing implications for the social action and social reform aspects of social work philosophy. Thursz challenges the profession by stating that "it cannot allow its preoccupation with status and with the acquisition of various professional attributes or artifacts to hinder its full commitment to social action and social reform (1966:13)." He believes that the true significance of the profession lies in its ability to involve itself in the "major struggles going on to transform society." Howard supports this con-

tention by stating that "Social work, in principle and in tenet, is not separable from social reform; the very nature of the objectives of social work, as well as its role in a democratic society, commits it to working for the betterment of social living for all people (1954:159)."

Youngdahl considers involvement in social action and the promulgation of social policy such an integral part of professional responsibility that "a social worker who does not have time for social action does not have time for social work (1966:18)."

This basic responsibility can take many forms but needs much greater emphasis and development. Due to the complexity of the social and societal problems to be tackled, there is need for much study and refinement and development of methods and strategies. This is an area in which our professional schools tend to provide all too little background and preparation, and, as yet, make little place for this study in their curricula.

Several writers provide some direction for social action activities. Wickenden, one of the most active in this area, emphasizes the importance of creating a supportive climate of opinion because "Policy developments...proceed only as there is conviction on the part of the legislators and others who make public policy that this is a logical and broadly accepted next step in the process of social evolution (1954:5)." In a later article (1965:700-701) she describes seven stages in the evolution of any basic policy change and indicates the kind of social action suitable to each stage.

The first stage is "the generative change". Change occurs in some basic area of social organization that will probably generate further change and readjustment. This is the time for social prophets and philosophers.

The second stage is the "emergence of needs." This is the phase of the emerging social problem where social welfare agencies have a crucial role in "finding, interpreting, and dramatizing the facts (1965:700)." A social problem cannot be solved unless it is known and understood.

The third stage is the proposition of solutions." Proposals are put forward, studied, and analyzed in terms of the known needs of those served by social welfare agencies. This process of studying and sifting the proposals is basic to the whole social action process.

"Debating the proposals," the fourth stage, allows for the airing and exploration of all sides of a question.

The fifth stage is the "time of decisive action" when the differing points of view are accommodated and a new policy is adopted. "Recognition of this moment and the degree of advance toward a goal it makes possible is the very heart of social action strategy (1965:701)."

"Execution of policy," the sixth stage, has social action directed to consolidating or modifying a social institution. Questions of financial support, adequate personnel, administrative decisions, and possibly legal testing have to be considered. To make social policy effective at all these points, vigilant and supportive social action may be necessary.

The final stage is the "advance to new problems," for "Ours is not a static society; not only do new needs and problems constantly emerge, but the ideals we seek to achieve themselves advance. Thus the new policy, the new program carries within itself the generative seeds of new aspiration and new adaptations (1965:701)." Needless to say, this process of change is neither simple nor quick but demands much concentration of time, effort and commitment.

Although Wickenden has probably developed the most comprehensive models for social action, other writers have also made contributions towards this end. Schneiderman charges that every worker must be "a spokesman to the general community of the client's unmet needs and aspirations (1965:492)." His "documenting model" provides every worker with the opportunity for involvement in the social action process, in that every case unit provides the practitioner with the opportunity to test the adequacy of existing resources, to document the need for revising policies and programs, and to begin to identify common etiological factors (1965:491). Involvement in the social action

process combines a clear value commitment with solid supporting information.

The only known study of social welfare involvement in social action is that of Vigilante (1961). He studied about 17 national welfare organizations and their involvement in social policy as well as social action (although it is difficult to separate the two). His study does not present the social action involvement of the entire national social welfare system but only of those organizations already known to be involved in social policy and social action. Nevertheless, his study does provide a limited picture of the methods and structure for social action employed by parts of the social welfare system.

Epstein (1968:103) in conducting his survey of social workers' attitudes towards social action strategies, developed a typology of strategies that encompasses the broad range of feasible social action. The first two, called "institutionalized consensus" are the conducting of studies of welfare needs and the making of recommendations through expert testimony, and the coordination of group and agency efforts on common problems. Noninstitutionalized consensus includes communicating with public officials through letters, personal contacts, etc, and the provision of direct services to demonstrate their value in ameliorating the problem. These two types of strategies are the more formal, traditional forms of social action most commonly used by social workers. The two conflict types are more controversial. Institutionalized conflict includes informing clients of their rights and encouraging them to file complaints, and openly campaigning for political candidates or working through political parties that favor proposed reforms. Non-institutionalized conflict includes support of community action groups in their organizing of strikes and protest demonstrations, and the active organization of low-income people in conducting strikes and protest demonstrations.

Although the conflict models are often considered inappropriate for social workers, Thursz points out that the issue ought not to be "Is it professional?" but rather, "Is it appropriate in terms of achieving the goals which we have set?"...It is the professional thing

to do to participate in civil disobedience when civil disobedience is the only route to social justice (1966:19).'

Such strong sentiment is a reflection of our times and indicates the direction social work must take if it is going to be relevant to today's social situation. Although this is not universally accepted by the profession, students entering the professional schools tend to reflect the growing desire to promote man's humanity to man. These students tend to be frustrated by the traditional one-to-one treatment approaches. In the spring of 1968 a group of such students conceptualized the basis of this study. They were concerned as to how the social welfare system they would be working in saw social action, and how it implemented this recognition of social action.

Because this was an area that had not received any study there was no information available on which to base the intended study. Thus the decision was to do an exploratory descriptive study, to provide a beginning answer to the problem, formulated as follows: "How is the Manitoba Social Welfare System implementing its recognition of social action as an inherent part of its function?"

Although the need for social action appears obvious it is useful to logically develop the rationale for considering social action as an inherent part of the function of the social welfare system.

Rationale for Social Action Being an Inherent Part of the Social Welfare System

The rationale for social action being an inherent part of the social welfare system can be traced back to the roots of social living. Society can be regarded as a human construct to ensure a more or less orderly meeting of basic needs. In looking at society one can, as Sanders does, divide the various aspects of social living into systems concerned with the meeting of various needs for survival. Basically, these systems are: government, law, education, the economy, family, religion, health, recreation, and social welfare. The more adequately the systems serve the needs of the population, the healthier the society.

Social welfare is one of the more recent systems to develop, and evolved mainly because other aspects of society were failing to meet the needs of the population. Thus, the social welfare system, with its task of meeting the welfare needs of the population and of diminishing social problems, expresses the humanistic values of the population. With the complex forces of modern society, emphasis is shifting from a residual, stop-gap view of welfare to that of a permanent institutional arrangement in its own right. In this respect the role of social welfare includes the enhancement of the individual's life experience, as well as the meeting of basic standards of life and health.

Society tends to be an evolving, dynamic entity, changing in response to both internal and external forces. Because the systems are interdependent, changes in one system require adjustments in the other systems. Thus, in order to fulfill their basic function, systems within the society have the responsibility of promoting and responding to any change which would lead to a healthier society. Within its area of competence and experience the social welfare system is thus obligated to keep its functioning relevant to the current social needs and problems. With the rapid social and technological change sweeping today's world, this is a crucial and demanding responsibility. Currently, however, the social welfare system is not fulfilling its function. Social problems, alienation and discontent are increasing despite increasing outlays of resources in terms of finance and personnel. Moreover, other agencies and systems have often been more active in campaigning for social change, including the legal, medical and economic systems, whereas social welfare has been more of a follower than a leader.

By virtue of its function, the social welfare system is in constant contact with individuals whose needs are not being appropriately served in society, largely because they lack power in the community. In the course of its activities the social welfare system comes in contact with every problem in human life. On the basis of this first-hand knowledge and experience the system has the responsibility to expose the detrimental and ineffective policies or institutions, regardless where these "weak spots in the social fabric," as Wickenden (1965:699) describes them, are located. This reporting of social deficiencies is a

key role of the social welfare system. Social work has the responsibility to ensure, as far as possible, that the services it administers, find their mark in fact, as well as in theory, in the lives of those that need them.

Therefore, out of the social welfare system's function within society, its knowledge base, and its value base, it is obliged to participate in whatever social action is required to diminish social problems and express the needs of the population, inform other systems of their apparent ineffectiveness in promoting a "healthy society" and remind society of its humanistic values.

CHAPTER II

RESEARCH METHODOLOGY

Although it is fairly easy to show that social action is an inherent part of the function of the social welfare system and although it has been the subject of some study, there is no information as to how the social welfare system does in fact see social action and how it implements this recognition, especially in our own geographical area of Manitoba. Thus this study was undertaken to describe and explore "How the Manitoba social welfare system is implementing its recognition of social action as an inherent part of its function." The study was too limited to provide a comprehensive picture of social action by the total social welfare system in Manitoba, but the results do provide a basic overview.

Scope of the Study

The study is limited to the geographical area of Manitoba. Although our agency sample was chosen on the basis of its recognition of the importance of social work and/or its geographical location within Manitoba, it is unknown how representative the sample is of the entire Manitoba social welfare system. The Community Welfare Planning Council and the Manitoba Association of Social Workers were included in the sample as special elements within the social welfare system, in that they were expected to have a greater commitment to social action.

The study considered only recorded social action done by the sample because of the difficulty of studying unrecorded social action. The two-year time period allows description of only the current picture of social action, rather than a longitudinal picture.

The scope of our study was also determined by our comparatively narrow operational definition of social action, and thus excluded activity that may be considered social action in the broad sense, as well as action done on an individual basis.

Questions

Because the purpose of this descriptive study is to obtain a factual picture, rather than to support or refute a theory, hypotheses will not be submitted. To focus data collection, however, and anticipate the nature of the results, several questions were formulated:

The major problem as previously stated, was: "How is the Manitoba social welfare system implementing its recognition of social action as an inherent part of its function?"

Sub-questions formulated to further define and direct our explorations were as follows:

1. What agencies, planning bodies and professional organizations within the Manitoba social welfare system undertook social action during the period of January 1, 1967 to December 31, 1968?
2. In what quantity and on what issue was social action undertaken by each agency, planning body, and professional organization during the period under study?
3. By what vehicles or indicators was the social action expressed?
4. Who originated the social action and who had the responsibility for carrying it through?
5. Toward what social systems, including the social welfare system, was the social action directed?
6. What was the response to the social action?
7. Where there any relationships between these variables?

Assumptions

Assumptions underlying our study are:

1. That the social welfare system includes and involves social action as an inherent function.
2. That social action is an important force in bringing about positive changes in social policies.
3. That changes in social policies in the direction of better meeting the social needs of the community are an important

factor in enabling members of the community to have more adequate social functioning.

4. That the social welfare system has valuable knowledge and experience to contribute to public social policy.
5. That agency records of social action activity will adequately represent the nature, subject, source and direction of the bulk of social action by Manitoba's social welfare system.
6. That our definition of social action has a professional similarity to the social welfare system's view of social action, especially since it is derived from professional literature on social action.

Operational Definition of Social Action

The operational definition of social action that was developed for use in this study is:

"action undertaken in the name of a social work agency or organization for the purpose of communicating an awareness of social needs to any body (e.g., legislative, general public) which has the power to directly or indirectly shape social policy."

The "action" refers to our indicators of social action which include brief presentation, position statements, letters, committee reports, radio and television releases and presentations, press releases, speeches and public addresses, conferences and institutes, citizens' meetings, research and study reports, petitions, public demonstrations, and miscellaneous (e.g., telephone calls, telegrams, personal contacts, etc.)

The phrase "in the name of a social work agency or organization" was to exclude action taken by individuals as private citizens or individual professionals. The focus was on the social welfare system and thus we emphasized that an agency or organization in which social work was a significant profession had to support or endorse the action.

"Communicating" is used in its broad, "McLuhan sense", to indicate the process of sending or emitting a message via some vehicle

to some recipient, and also producing some effect on that recipient.

"Awareness of social needs" is used to refer to the knowledge, experience and interpretation of conditions in society that interfere with adequate social functioning.

"Any body which has the power to directly or indirectly shape" refers to the fact that governmental bodies formulate policy by both legislative enactment as well as administrative practice, as well as to the general public's influence. The general public affects social policy by their own personal behavior and opinions in regard to an issue, as well as by their expression of opinion in electing and pressuring their governmental representatives.

"Social policy" refers to the general guiding philosophy and broad objectives of a program or agency as well as the more precisely defined plan or course of action. It also refers to the general views and attitudes of society. Thus the term includes government legislation, administrative regulations, agency practices, and public opinion.

Problems and Limitations

The problems and limitations of this study were many, mainly because the area of study had little previous research and we were thus treading on new ground. Moreover, the research was done by ten strong-minded individuals with little previous experience in formal research. This, in part, accounts for one of the main difficulties - lack of consistency in the basic recording of data. Although an attempt was made to provide guidelines prior to recording, it was not possible to foresee the numerous complexities in the material to be used. Thus, there was frequent need for arbitrary decisions concerning data tabulation, with the result that there are differences in the data recorded and discarded, and in the enumeration and interpretation of the data. Moreover, personal interests and biases often determined the foci and emphases in recording. Also, the interpretations of the people interviewed differed and thus different material was presented.

A major limitation is the lack of time for full analysis of all the data obtained. The amount of data was much greater than anticipated, indicating that the study should have been initially programmed for more efficient analysis. This would have also required greater clarity and precision of guidelines for the recording of data.

To present a true picture of the involvement of the social welfare system in social action requires greater emphasis and sophistication in consideration of the effectiveness of the social action - the response it received and the follow-up that was done.

Another major limitation was the fact that only recorded data was used, therefore excluding such action as person-to-person discussions, telephone conversations, and community contacts which may, in fact, be much more effective, and which certainly are often used.

Our study results consist more of general observations rather than of statistical precision, but this can be considered somewhat in accord with our original intention of conducting an exploratory descriptive study.

CHAPTER III

RESEARCH DESIGN

As stated previously, this was an exploratory descriptive study, the prime purpose of which was to ascertain if the Manitoba social welfare system was involved in social action, and, if so, how. The data was obtained through personal interviews with the agency directors, and through perusal of agency records wherever this was necessary. The research group was divided into five pairs, with each pair responsible for interviewing an average of five agencies. It was felt that two people would provide a more objective presentation of the data, and would, to a certain extent, overcome the biases of individuals. Agency directors were first contacted by letter, explaining the nature of the research and requesting their assistance. The actual interviews were held about a week after the letter was sent.

The major areas of concern around which the sub-questions of the study were formulated were first of all agency personnel and description, and attitudes of the director to social action. Then, for each indicator of social action, information was sought for the social issue or subject of the action and the population grouping concerned, the source of the idea for the action and the responsibility for carrying it through, the direction of the action, or, to whom or what system it was directed and, to a lesser degree, the intent of the action and the response to the action and the reason for the response.

The decision to do an exploratory descriptive study was based on the fact that currently there is no useful model upon which to base a study of a more precise nature. The absence of a useful theoretical model related to the social welfare system's involvement in social action is probably related to the controversial nature of the problem as well as to its complexity and intangibility. There is no clear definition of social action and of what kinds of action are involved. Moreover, the profession is not unanimously committed to its necessity.

Interview Schedule

To obtain the data for the study, personal interviews following, but not limited to, a questionnaire appeared to be the most feasible method. Because a certain amount of basic information was required on each agency and its work, a questionnaire was considered necessary. The general nature of some of the information and of the attitudes required a more fluid, open-ended type of personal interview.

Obtaining the information in regards to action taken usually involved perusal of agency records with further questioning of the director for information not available in the records.

Copies of the two questionnaires appear as Appendices A and B. The first schedule was used in the interview with the director to provide identifying information on the agency. The agency's purpose, field of practice, voluntary or governmental structure, and geographical location of its clientele was to provide a basis for grouping agencies for purposes of comparison of results. Field of practice, voluntary or governmental structure, and population served, are the most common ways of grouping agencies.

Data on the number of staff and their training and experience was also sought for comparison purposes. Was an agency with a greater proportion of professionally trained MSW's more involved in social action? Did number of years of practice of staff correlate positively or negatively with amount of social action done by the agency? This was to indicate whether the older or younger professionals were more committed to social action. Due to shortage of time, however, we were unable to utilize this data in our analysis. Therefore these questions remain unanswered.

The questions on attitudes to social action were to learn how the director saw his commitment to social action, and to see if this was reflected in the actual carrying out of social action.

Asking the directors if they had any commitment to social action probably received answers influenced by the initial phrasing of the

problem which saw social action as inherent in the function of social welfare. For this reason the question was not too useful.

"What principles or goals should guide such activity?" was to see if the director was influenced by social work values, or whether other considerations were of greater importance.

"What form of activities do you think would produce the results this agency desires?" was to learn what indicators (i.e., briefs, letters, inter-personal contacts, etc.) were considered most useful, and whether there were other forms of action than first realized by the research group. Also, this would give some indication of whether more conventional or innovative methods were preferred.

"Where should social action in the agency come from?" was to see what level of the agency, i.e., board of directors, executive staff, general staff or client group, should have the responsibility for social action. This was also useful in indicating whether the agency agreed with the current philosophy in social welfare that greater client involvement was important.

"Where do you think this agency's social action could have its greatest impact?" was to learn where the agency felt it should direct its activity in the hope of achieving the desired results.

"Has your view of social action changed in the past five years? In what ways?" was to learn if there was a greater or lesser commitment to social action, and whether there was a greater sophistication in the methods and strategies of social action.

"What future would you predict for this type of activity?" was closely related to the concluding section of questions on trends in social action and the probable nature of involvement in the future. This was also to learn if there was a growing recognition of the need for social action, as well as whether there would be refinement in methods and approaches. Also, this was to indicate future areas of concern.

The "Interview Analysis" was used to record data on each unit of

social action. Various choices were listed for each question for greater ease in recording. "Indicator" and "date" were to state what form the social action took and its date. "Issue" was to indicate the major subject or area of concern of the action. The question on whether the action was directly related to agency purpose and concern or an extra-agency concern, tended to be nebulous and difficult in the actual recording, and thus tended to be ignored. It had been intended to indicate whether agencies were concerned about broader societal issues or whether they were concerned with only their own spheres of work and interest. The question on intent had a similar rationale. Was the social welfare system caught up with present concerns or was there some concern about preventing future breakdown? This question also proved difficult in the actual recording.

"Population group" was to indicate what segments or sub-groups of the population were the subjects of the social action, and to learn whether any particular minority or age groups were considered as having more problems than others, or as requiring more attention than others.

The "source of the idea" for the action was to learn who prompted the action, and to learn if any groups within or outside the agency were more active in initiating the action. "Responsibility for carrying through the social action" was to learn who in fact was responsible for preparing and executing the action, and whether these were the same as the people who initiated the action in the first place.

The "direction" of the action was to learn where most of the action was directed, to what system and, in regards to the government, to what level. An underlying question was whether more social action tended to be focussed on the social welfare system itself, or outside itself, and if so, where.

"Response" was to learn whether the agency was aware of the response to its action and to have some indication of the effectiveness of the action, and the reason for the effectiveness or lack of effectiveness.

Pre-Test

The interview schedule was pre-tested in interviews and perusal of records of five agencies prior to the actual data-collecting. Although the questionnaire generally seemed quite adequate in obtaining the desired information, the pre-test was useful in indicating other difficulties. First, there was some confusion by the directors in regard to our definition of social action. Therefore, future letters of introduction to the directors were to contain explanatory notes acknowledging a wider definition of social action but stating the need for the narrower definition for the purposes of our study.

Secondly, the pre-test indicated confusion on the part of the interviewers as to the distinction between agency policy, public relations, public education, and social action. Policy changes within the administrative structure of the agency, or the Department in Provincial Welfare agencies, were to be considered agency policy and therefore excluded from our study. Public relations were seen as efforts on the part of the agency to interpret themselves to the public in such a way as to enhance their image. Public education involved presentation of factual information without encouraging social policy changes. Public relations and public education were to be excluded from the study, although there would be times when the distinction would still be blurred.

Third, the pre-test indicated that the social welfare system had been more involved in social action than anticipated. Therefore it was necessary to shorten the time period for the study from five to two years in order to make the volume of data manageable.

Sample

The population sample on which this study is based is the School of Social Work field placements, the Community Welfare Planning Council, the Manitoba Association of Social Workers, and the agencies outside Greater Winnipeg that are south of the 53rd parallel. (Close to 90% of the population of Manitoba lives in this portion of the province.) Our

rationale for choosing the School of Social Work field placements as the study sample includes several factors. The field placements all include professional social work staff and all give direct service. They represent all nine fields of practice and include primary and secondary settings, voluntary and governmental structures, and vary between a professional staff of one or two to around 150. More important is the School's recognition of these agencies as meaningful teaching experiences representing professional expressions of the social welfare system. The Community Welfare Planning Council was believed to have a key role in social action by virtue of its purpose and place in the social welfare system. The Manitoba Association of Social Workers, as the professional social work organization, is considered to be one of the main avenues for social action expression available to the social welfare system and its professional personnel. Agencies outside of Greater Winnipeg were studied in order to provide a more representative picture of the "Manitoba social welfare system."

Method of Analysis

The analysis of a descriptive study such as this one is most readily presented in terms of its major headings. The data will first be tabulated for each agency from the "Interview Analysis" sheets. It will then be tabulated for each variable in relation to every other variable, i.e., for each issue, we will record the data under the other variables of indicator used, agency, source of idea and responsibility for carrying through, direction, and response, and note whether there are any significant relationships. After perusal of the data we will group and classify it according to meaningful criteria. On the basis of these classifications we will analyze the data for meaningful observations and trends. Graphs and tables will be used to present the more significant relationships. Data on agency attitudes will be incorporated wherever it is relevant.

CHAPTER IV

ANALYSIS

Before presenting our results and analysis it is necessary to state one limitation. Because different individuals were recording, tabulating and analyzing the different sections, there is a variation in the data tallies. We do not know how much this influences the observations and conclusions but we assume that these errors will not invalidate our general observations, which are usually based on percentages greater than 15%. Moreover, the total units of social action on which the observations are based, range from 181 to 187, although the exact recording of these units varies.

After we tabulated the data for each agency and for each variable in relation to every other variable, our first level of analysis indicated such a wide dispersion of detailed data that it was difficult to make any meaningful observations. Because many of the distinctions in the data did not seem too valid, there appeared to be logical groupings for many of the sub-sections. The agencies could be usefully grouped on the basis of their being direct service agencies as contrasted to the Community Welfare Planning Council (CWPC) and the Manitoba Association of Social Workers (MASW). Data for all other variables was then recorded on this basis. Although a worthwhile third level of analysis would have been on the basis of fields of practice, shortage of time permitted only cursory exploration on this level. Future studies on social action, however, should fully develop this level of analysis.

The groupings for indicators and issues were assigned group numbers rather than new titles because of the difficulty of phrasing the identifying characteristics (especially the difficulty of reaching agreement among group members). For ease of reference, however, we will indicate and use general terms for the grouping of issues. The 20 or so different indicators were grouped into the following seven groupings:

1. Letters.
2. Briefs, reports, and position statements.
3. Speeches, verbal presentations.

4. Meetings (including committee meetings), citizens' meetings, and conferences (either initiation of or active participation in)
5. News Media (i.e., press releases, radio and television releases and presentations)
6. Petitions
7. Miscellaneous (i.e., telegrams, marches, postcard campaigns, Christmas card campaigns, telephone calls, etc.)

There were about 37 different "issues" recorded (See Appendix C for the complete listing). These have been grouped into 14 major groupings. Roman numerals have been assigned to the major groupings, with an arbitrary term in brackets for ease of reference:

- I. Inadequate housing (same)
- II. Inadequate income and Inadequate clothing (Inadequate income)
- III. Medical services and Medical coverage (Medical services)
- IV. Urban renewal, Urban planning, Clean-up and removal of fire hazards (Urban renewal)
- V. Family breakdown, Divorce, Separation, Desertion, and Problems of Sole support parents (Family breakdown)
- VI. Adoption, Child welfare, Child neglect, Emotionally disturbed girls, Day nurseries, Unwed mothers (Child welfare)
- VII. Education problems, Inadequate education, Preschool education (Education problems)
- VIII. Alienated youth, Winnipeg youth study, Treatment in police detention, Transient youth, Juvenile delinquency, Vacant buildings used for sniffing, truancy, etc., Inter-provincial repatriation procedures (Problems related to youth)
- IX. Status of women (Same)
- X. Unlawful behavior, including juvenile delinquency (Unlawful behavior)
- XI. Recreation, Lack of recreational facilities (Recreation)

- XII. Problems related to being Indian, Eskimo and migrants
(Problems related to being Indian)
- XIII. Expansion of service, Inadequate social services, Legal
counsel, St. Francis House (Inadequate services)
- XIV. Alcoholism, Taxation, Social disorganization, etc. (Other)

For the Section "Source of the Idea for the Social Action and
Responsibility for Carrying Through of the Social Action," the following
divisions were considered useful:

Agency-

Client

Staff

Administration

Board of Directors

Combinations within the agency (including staff and
client, staff and administration, administration and
board, and staff, administration and board)

Miscellaneous (agency membership and others)

In Cooperation with Others

Outside the Agency

For "Direction of the Social Action" the distinctions for the
different levels of governments (and, at times, the distinctions between
governments), the different systems (other than social welfare and the
government) and the different fields of practice did not appear to offer
significant observations. With more accurate recording and more sophis-
ticated methods of analysis these distinctions would probably be quite
useful in providing a deeper understanding of social action. For our
purposes, however, the following divisions seemed useful:

Government - Federal

Provincial

Municipal

Public Sector

Social Welfare System

Other Systems

It was on the basis of these groupings for agencies, indicators, issues, source and responsibility for carrying through of the social action, and direction of the social action, that we finally tabulated the data and sought relationships between variables. Wherever possible, however, we do point out observations from the first level of analysis.

Analysis of the results will be presented under the headings deemed significant from perusal of the data collected. These headings are agency, issue, indicator, source of idea and responsibility for carrying through, and direction of the action. Three parts of the questionnaire - population grouping, intent of the action, and response and reason for response were of lesser significance. Population grouping was closely related to issue and is discussed in that section. The linkage to issue was often indicated under "minority group" but not uniformly so. Intent of the action was not clearly formulated but, of the 148 intents listed, 116 or 78.4% were to correct, 14 or 9.4% were to support, and 18 or 12.2% were to indicate future breakdown. In general, the data indicates that most of the social action was concerned with correcting, changing or meeting present gaps in society.

"Response to the action and reason for the response" was unclear in both the interviewers' minds and in the interviewees' responses, and resulted in very great disparity in recording. "Direct, tangible response" sometimes included a mere acknowledgement of the indicator (e.g., of a brief or letter), or action that would have been taken any way, positive or negative reaction, or the action or change desired. Very often the interviewee was uncertain and would simply hazard a guess. For an adequate picture of social action in the Manitoba social welfare system, however, it is necessary to have a picture of the response achieved. Because of the difficulty of measuring this a much more sophisticated research design is necessary.

Our study has focussed on "volume" of social action in terms of units of social action. A volume of activity in which the indicator, the issue, the source of the idea and the responsibility for carrying it through, are identical, has been considered one unit of social action, regardless of the incidence, or number of occurrences of the indicator

(i.e., 500 of the same study reports on inadequate housing from MASW to different systems and governments, is considered one unit of social action, as is one letter - this weighting is another limitation that must be overcome in future studies). In regards to direction, there is a count made of the different systems (i.e., government, social welfare, general systems, and general public) to which a particular unit of action was directed.

Agency Involvement

Our discussion of agency involvement in social action is based on the 26 agencies and organizations that were interviewed. Two agencies of our original sample were unable to find time for the interview and have therefore been excluded from the study. Four of the agencies interviewed had done no social action according to our definition, and we have excluded them in the sections that discuss the nature of the social action (i.e., issues, indicators, source and responsibility for the social action and direction). Our analysis in this section, however, is based on all 24 direct service agencies, the CWPC and the MASW.

The four agencies that had not done any social action (according to our definition) were all agencies of the Provincial Government - three in public assistance and one in corrections. The three public assistance agencies stated a commitment to social action, but generally felt that part of this commitment involved changing agency policy - i.e., going through the administrative levels of the Department so as to effect administrative and legislative changes to better meet the needs of their clients. One director felt that his agency could not endorse social action against the Government because of his close identification with the Department. Other directors believed that social action had a useful role in the prevention of poverty and other social problems. The use of mass media was favored as a means of social action directed at the general public. The director of a public assistance agency that had taken action believed that Saul Alinsky's approach should guide social action.

All five regional offices of the Department of Health and Social Services (including the two offices that had done some social action), both within and outside of Greater Winnipeg stated that social action should involve the client group and have greater citizen participation. The agency staff should serve as a "catalyst-promoter" in helping clients to organize and then identify and act upon having their needs met. This seems to reflect the Department's claim that its recent reorganization was to encourage social action by integrating community development officers into the regional public assistance offices. Although the effectiveness of social action by agency staff against the Department itself seems questionable, personal experience with several of the community development people and agency field staff indicates that these "catalysts" identify more with their clients than with the Department. One senior community development official remarked that "the Government doesn't realize what it bought when it agreed to the principle of citizen involvement." What will happen when the Government does realize remains to be seen.

The one other agency that did no social action was a government correctional institution. It was the only agency to state that it had no commitment to social action. Because of its well-defined and thus limited area of child care, it felt that it did not encounter unmet needs as much as agencies "that are closer to the line of action." It also felt that it had too few professionals to have an effective voice, but that these professionals should engage in social action via their professional association.

In considering agencies in terms of their urban (within Greater Winnipeg) or rural (outside of Greater Winnipeg) setting, the most significant difference is the fact that a greater proportion of the rural agencies were not involved in social action in comparison to the Greater Winnipeg agencies, i.e., two out of six rural agencies as compared to two out of sixteen Greater Winnipeg agencies were not involved in social action. Two factors weight this difference - the rural sample was much smaller in size and was almost wholly under government auspices. Government agencies have traditionally been uninvolved in social action (in our terms), chiefly because of their fear in being accountable to

the tax-payers, and, possibly, because of a relatively small proportion of professionally trained social workers. Also, exclusion of action taken to change agency policy meant that we excluded most of the action that government agencies have considered as social action.

In terms of the direct service agencies that had done some social action according to our definition, there were no significant differences between the rural and Greater Winnipeg agencies in their degree of involvement in terms of fields of practice, number of issues addressed, and range of indicators used. The rural agencies were mostly involved in action on the issue of inadequate housing, concentrating 19 out of 31 units, or 61% of their total action, on this issue. The rural agencies were also responsible for 61% or 19 out of 31 units of the total action taken by direct service agencies on inadequate housing. This is somewhat weighted by the fact that six of the units of action taken were concerned with lack of accommodation for mentally handicapped persons. Thus, although it appears that the rural agencies tend to be much more concerned with the broad issue of inadequate housing, part of this concern is more of the direct agency concern of a mental hospital lacking facilities for its clientele. Nevertheless, the data does indicate that rural agencies are acting on a major problem of rural, low-income citizens.

Grouping the direct service agencies according to their fields of practice indicates certain generalizations although time does not permit full development of this level of analysis. Also, as Table 1 indicates, the direct service agencies are not evenly distributed throughout the different fields of practice, and our sample, therefore, is not uniformly representative.

Table 1

AMOUNT OF SOCIAL ACTION ACCORDING TO FIELD OF PRACTICE

Field of Practice	Number of Agencies	Units of Social Action	Average Units Per Agency
Child Welfare	4	35	8.8
Corrections	3	9	3
Education	1	1	1
Family Service	2	13	6.5
Medical and Rehabilitation	3	5	1.7
Mental Health	1	8	8
Neighborhood Centres	2	37	18
Public Assistance	6	14	2.3
Recreation	2	12	6
CWPC	1	25	25
MASW	1	22	22

The table indicates that primary or social work dominated fields of practice are more involved in social action than are secondary settings (where another profession dominates). The two exceptions are the public assistance agencies and the mental health agency. The low rate of involvement of public assistance agencies has been discussed above. The high rate of involvement of the one mental health agency is unusual but encouraging, for social action is certainly needed to make society aware of the needs of the often forgotten mentally handicapped population. (Six of the eight units of action by this agency were on the inadequate housing issue discussed above.)

The fact that primary agencies tend to be more involved in social action than secondary agencies may indicate that social work dominated agencies do recognize the traditional social work commitment to social action, and that they are freer in carrying out this commitment.

In general (as seen in Appendix D), agencies tend to address a major portion of their activity to issues of direct concern to their field of practice. For example, 19 out of 35 or 54% of the action of the Child Welfare agencies was concerned with some aspect of child welfare. The education agency addressed its one unit of action to education problems. Even though it appears that an agency is addressing a broader issue, it very often is a direct agency concern, such as the inadequate housing for mentally handicapped persons addressed by the mental health field. Or, the recreation field addressed six of its 12 units or 50% of its action to the status of women. Although this would appear to be a broad extra-agency concern, we note that the agency was for the purpose of meeting the social, spiritual and recreational needs of women.

Neighborhood Service Centres was responsible for all but one unit of action in the Neighborhood Centres field of practice, and thus was the agency most involved in social action. It was the only agency to have a written "philosophy" of social action. It was responsible for 36 of the 181 units or almost 20% of the total action taken by the Manitoba social welfare system. Neighborhood Service Centres addressed itself to a broad range of issues (10 out of the 14 groupings), and used a variety of indicators (six of the seven groupings), but preferred the more formal types of indicators, i.e., letters and briefs were used for 27 out of 36 or 75% of their action. This agency, being a "settlement house" situated in the centre of a hard-core poverty area in Winnipeg, seems to be most aware of the need for attacking causes rather than symptoms, and extends a major part of its efforts in this direction.

The Community Welfare Planning Council and the Manitoba Association of Social Workers were each expected to have a major commitment to social action. The CWPC was the second most active agency studied, being responsible for 25 out of 183 units or 14% of the total action undertaken by the Manitoba social welfare system. When one considers that this agency's prime function is supposed to be social action, and that it has the personnel, money and time to engage in social action, one would expect the agency to be even more involved in social action

than it is. A major limitation, as the agency is becoming increasingly aware, is its alignment with the power structure of the community - a structure that does not want "the boat rocked." As the agency does become more aware of the need for communication with the "grass-roots" there will probably be a fair amount of ambivalence and confusion about the status of the CWPC. The agency could, however, serve a very useful "bridge" function between the higher strata with whom it has been traditionally aligned and the lower strata with which it is beginning to communicate. Such a role is extremely complex and requires careful consideration and planning, but indications are that CWPC is starting to assume this, its true responsibility in the light of current theory a propos planning councils.

The professional social work organization is generally (both in the professional literature and by professional personnel) considered as the main vehicle by which professional social workers fulfill their social action responsibilities. The Manitoba Association of Social Workers, however, has not been involved in social action to any considerable extent. It was only in the fall of 1967 that a special Social Action Committee was formed, and this came about more because of the driving interest of the executive committee than of the membership body, which the Committee Chairman considers to be quite conservative. Since its formation the Committee has been fairly active, especially when one considers that all the members have other full-time employment and have limited funds at their disposal.

The MASW Social Action Committee seems to be quite sophisticated in its social action, carefully considering their strategies, as the following excerpts from a letter by the Committee Chairman indicate:

"...it is obvious that we cannot undertake "social action" on an ill-considered or random basis...there is substantial work to be undertaken to determine just specifically what the issues are and what possible avenues of approach the committee might undertake...Roles emerge in the area of investigation of a particular issue, the definition of what elements in the social problem are subject to possible change, the study of alternate avenues

for implementing this change and finally the whole area of implementation itself....

Social action as the committee has already determined it can take an enormous variety of shapes and forms. In some instances, a single letter might be the only and best approach. In other cases we may wish to form pressure groups of citizens drawn from different disciplines, organizations, etc. On other occasions we may wish to make direct representations to power groups such as City Council or committees of the legislature. We may operate in some instances by the submission of briefs to committees of the federal parliament, by using our public relations committee to spread information of various types, to recommend to members of our profession that they take a particular stand or follow a particular activity in relation to some social problem, perhaps organize voting pressure, and so forth."

A year after this letter was written we note some of the results. MASW has undertaken 22 out of 183 units or 12% of the action done by the Manitoba social welfare system in the last two years. The Committee tends to concentrate its efforts on a few major issues, directing several pieces of action to the same issue, until the desired change or response is achieved. It tends to use a variety of indicators or vehicles of social action, from briefs and letters to post-cards and marches. One of the underlying strategies voiced by the Committee Chairman is to so set conditions "that it becomes political suicide to ignore some of the problems." A guiding principle of much of their action tends to be the "injection of doubt" - i.e., by planting a seed of doubt in the opponents they tend to become weaker in their opposition.

If the professional organization wants to be an effective vehicle for social action, the members will have to become more aware of their social action responsibility and employ a full-time staff member to help focus their concerns. Hasty, ill-considered social action, based on insufficient evidence, tends to be much worse than no social action at all.

Issue

For each issue grouping data was recorded for each item (i.e., indicators used, population grouping concerned, direction of action, and source of idea and responsibility for carrying through). Because of the small numbers and scattered distribution, there were few significant relationships (see Appendix E).

The findings that seem to have the most significance are those showing the percentage of the total social action according to issue and agency (i.e., direct service agencies, CWPC, and MASW). These are presented in Figure 1,* page 36.

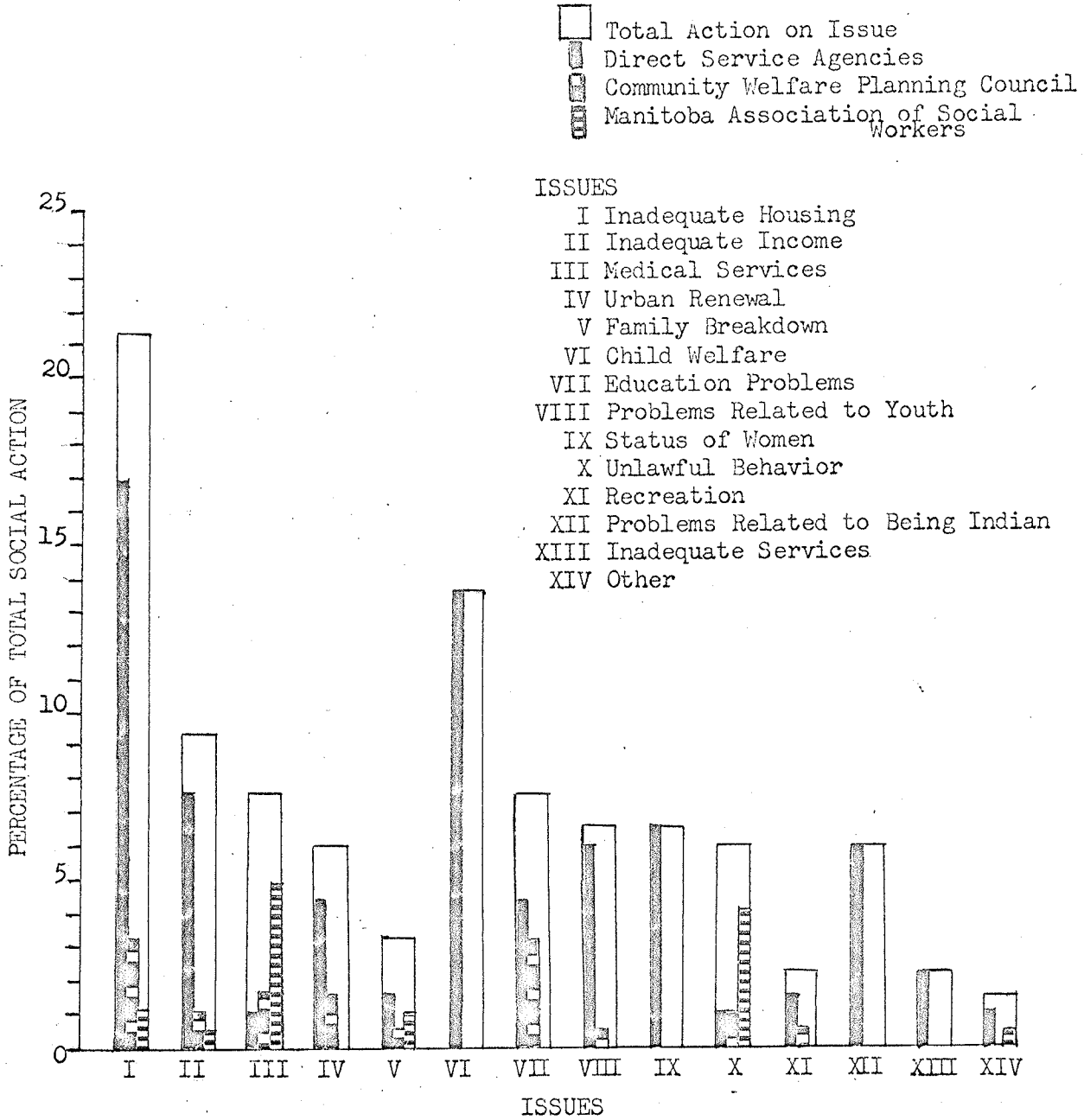
The issue receiving the most action was inadequate housing, attracting 39/184 or 21.2% of the total action. The broad category of child welfare, the second most studied issue, was the subject of 25/184 or 13.6% of the action, all undertaken by the direct service agencies. Together, the two broad issues of inadequate housing and child welfare were the subject of 35% of the social action, while the other 12 groupings were dispersed in the 2.2% (for miscellaneous) to 9% (for inadequate income) range, having from 4 to 17 units of action each. This indicates that most of the social action was concerned with a broad range of issues but consisted of only a few units of action on each.

The MASW was responsible for 22/184 or 12% of the total social action. The professional organization was unique in that it concerned itself with only six issues, and tended to concentrate its action on two main issues - medical coverage and juvenile delinquency (included in unlawful behavior). The incidence for most units of action tended to be very high (e.g., 500 briefs on inadequate housing, 650 briefs on poverty, 1200 post-cards on Medicare) and went to the three levels of government, the social welfare system, the public sector and all other systems. This supports the MASW emphasis on strategy discussed above.

The CWPC was responsible for 25/184 or 14% of the total action and had been active on all but four of the issues. Like MASW it also had a high incidence for a few of its units of social action (e.g., 500

*The data or variable tables on which the percentages are based are found in Appendix F.

Figure 1. PERCENTAGE DISTRIBUTION OF TOTAL SOCIAL ACTION BY ISSUE AND SAMPLE POPULATION



reports on urban renewal, 200 reports on Winnipeg Youth Study) and directed these to all systems.

Direct service agencies were responsible for 74% of the action and had been active on all 14 issue groupings. They were responsible for all the action taken on the status of women and on matters pertaining to child welfare (Issue VI) - areas of unmet need that might be of more specific concern for direct service agencies.

Neighborhood Service Centres, the agency most involved in social action, was the only direct service agency to take any action on urban renewal and recreation. Although it appeared to be the only agency to take action on problems related to being Indian, this is incorrect. Indians and Metis appeared as a minority group in relation to problems associated with urbanization, inadequate housing, urban renewal, medical service and child welfare service categories. Neighborhood Service Centres was the only agency to see the problem as being Indian rather than problems associated with a disadvantaged socio-economic status.

The three significant issues, therefore, were inadequate housing, child welfare and inadequate income.

On inadequate housing, as indicated before, most (61%) of the action done by direct service agencies was undertaken by the rural agencies. Although it was expected that much of this social action would be prompted by and therefore directed to the Federal Task Force on Housing, only 5/31 units or 16% were directed to the Task Force. More of the action (7/31 or 23%) was concerned with housing facilities for the physically and mentally handicapped. This was the only issue in which action was aimed at all directions by the direct service agencies, with the general public being the most common direction (receiving 9/31 or 29% of the action). This issue also differed in that it had significantly more briefs and reports than letters as vehicles for the social action. There were 11 briefs and reports and five letters, with briefs and reports being used for 34% of the action taken on housing. The fact that 6/31 or 19% of the action involved the use of mass media is probably related to the fact that 29% of the action was directed to

the general public. The staff initiated 12/31 or 39% of the action, whereas 9/31 or 29% of the action originated in cooperation with someone outside the agency.

The fact that most of the social action done by the direct service agencies was on the issue of inadequate housing might suggest that these agencies were more involved with broad societal issues than with narrow agency concerns. However, action recorded under this issue frequently included inadequate agency facilities in the form of special accommodation for clientele. The large use of mass media and of social action aimed at the public might also reflect the need for special accommodation, such as foster homes or boarding homes for the aged, for foster children, and for physically and mentally handicapped. Therefore, on the basis of this data, it is difficult to conclude that agencies are most concerned with the basic societal problem of inadequate housing.

Inadequate housing was also an issue on which CWPC tended to be very active. Six out of 25 or 24% of its action was on this issue, and five out of eight of this was directed to some level of government, indicating a broad concern needing extensive action.

The second largest issue, matters related to child welfare had 25 units of action, all taken by the direct service agencies. Fairly extensive use was made of citizens' meetings, committee meetings and conferences (6.25 or 24%) and can be partially explained by the fact that a large part (9/26 or 34%) of the action was directed to the general public. Similar amounts (6/26 or 23%) of action were directed to both the Provincial Government and to the social welfare system, indicating that this was an issue with which all community systems had to be concerned.

Inadequate income, the third largest issue, was the issue for 14 units of action by the direct service agencies. The fact that 50% of this action was directed to the Provincial Government probably indicates that the major concern was inadequate public assistance. Poverty, and the problems associated with poverty, is one of the most crucial areas of unmet need common to clientele of most agencies. One would expect a

truly committed social welfare system to be much more active than it is on this basic problem. Even the CWPC and the MASW were fairly inactive on this issue, focussing only 3 units of action on poverty. MASW, however, indicated that poverty and inadequate housing would be their next areas of concentrated effort.

Action on problems related to youth (Issue VIII was mostly through letters (i.e., 7/11 or 63%), with almost half (5/11) of the social action directed at the social welfare system itself.

Social action on the status of women had as many letters (4/12 or 33%) as briefs. Eight out of 12 or 67% of the action on this issue was aimed at a Federal Government Commission, which was somewhat expected. Half of the action taken on this issue was by a woman's recreational agency.

There were no significant correlations for any of the other issues.

With regard to population, about 33% of the social action was concerned with the 10-23 age group (approximately), whereas one half of the action was concerned with all age groups. Transient youth, as a minority grouping, appeared under unlawful behavior, lack of recreational facilities and problems related to transient youth, such as lack of accommodation, legal, medical, financial, and social resources. There was limited activity undertaken on the problems of the aged as a special grouping.

In sum, we note a wide range of activity (all forms of indicators) on a wide range of issues. Basic areas of concern were inadequate housing, inadequate income and matters concerning the welfare of youth and children. Although social action on these issues was often of direct agency concern, in toto it reflects action taken by diverse means on basic problem areas in society.

Indicators

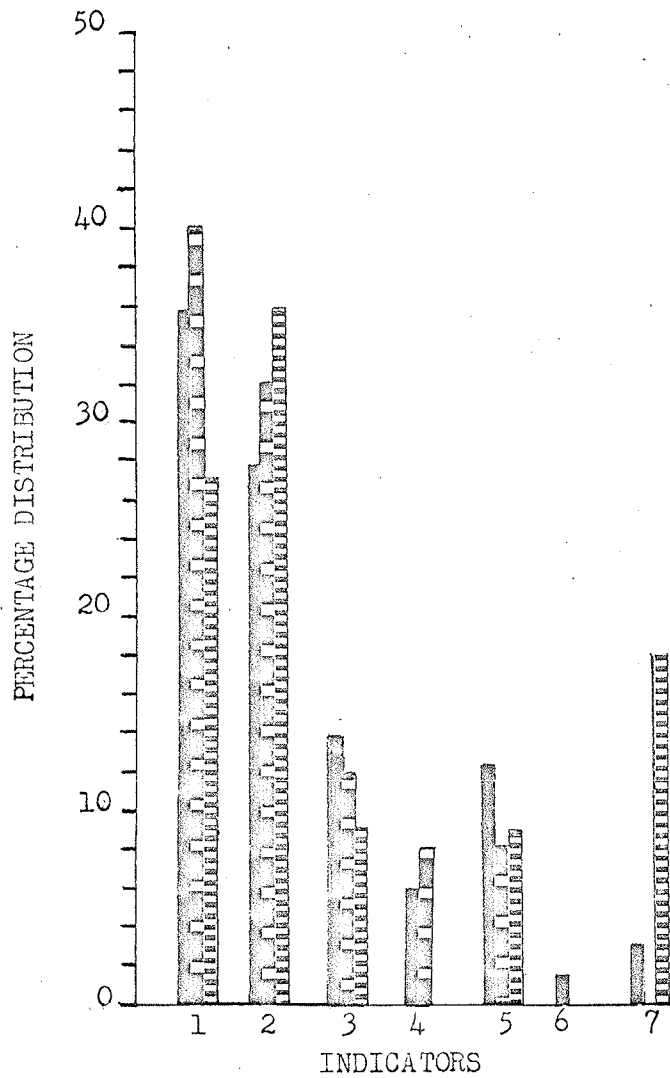
Indicators, or the form that the social action took, was, for ease of tabulation, the basis on which social action done by agencies, was recorded in our study. In speaking about the amount of social action done, however, it seemed more meaningful to discuss volume on the basis of letters or briefs, i.e., there were 39 units of action on inadequate housing and 25 units of action on child welfare, etc., rather than there were a total of 65 letters, 54 briefs, etc. The social welfare system is more concerned with the issues than with the particular form of the action. Therefore it is in the section on issues that volume of social action, in general terms, is discussed. In this section, however, it is useful to look at the form of the action, or the indicator, as an important variable of social action.

As Figure 2, page 41, indicates, the more formal, institutionalized types of indicators - letters, briefs, reports and position statements - were the chief form of indicators used, accounting for 119/184 or 65% of the total action taken. They were the indicators used 87/137 or 64% of the time by direct service agencies, 18/25 or 75% of the time by CWPC, and 14/22 or 64% of the time by MASW.

There was comparatively little action involving face-to-face, "live" confrontations, i.e., speeches, meetings, and conferences accounted for only 34/184 or 18% of the total action. There was even less use made of mass media with only 21/184 or 11% of the total action using this form. Although several directors cited the use of mass media as a valuable form of social action, the Manitoba social welfare system does not, as yet, make extensive use of the mass communication technology at its disposal. This may, however, also reflect the fact that such forms of communication are directed more to the general public, and only 17% of the total social action was directed to the general public.

The social welfare system made almost no use of such "unorthodox" forms of social action as petitions, marches, etc. There were only two petitions, both done by the direct service agencies. MASW showed the most originality in types of indicators used, with 4/22 or 18% of their

Figure 2. PERCENTAGE DISTRIBUTION OF INDICATORS OF SOCIAL ACTION USED BY THE SAMPLE POPULATION



- Direct Service Agencies
- Community Welfare Planning Council
- Manitoba Association of Social Workers

INDICATORS

1. Letters
2. Briefs, Reports and Position Statements
3. Speeches, Verbal Presentations
4. Meetings and Conferences
5. News Media
6. Petitions
7. Miscellaneous

action falling under "Miscellaneous", and including the only march, post-cards, and Christmas card campaign. They seemed to be following Thursz' admonition that the question is not whether the action is "professional" but whether it is "appropriate in terms of achieving the goals which we have set (1966:19)." In general, the CWPC and the direct service agencies did adhere to what would be considered the more conventionally "professional" forms of social action.

The system's preference for the more formal, conventional methods of communicating, has other possible explanations as well. Briefs, position statements, and reports have the advantage of careful preparation and deliberation prior to release, as well as comprehensive presentation of factual material. This sets the climate and focusses attention on the crucial aspects of the issue. Such presentation of sound factual arguments of the need for change can influence the policy makers in their formulation of policy, in that it is more available for reference (this is a basic advantage of the written as contrasted to the spoken word). Verbal, open confrontation is more of a pressure strategy, useful after the basic arguments, supported by facts, have been presented.

The use of letters as the most common vehicle for social action might have been anticipated in that letters are the quickest form of formal communication. A possible relationship that future research should investigate is the context in which letters are most often used. One might hypothesize that they would be more common for matters of more direct, agency concern, rather than for broad social issues requiring broad social change.

Future research should also develop some typology of strategies in their research design. Epstein's typology of social action strategies might be useful in a more sophisticated research design but, because it includes much action that is not recorded, it was not applicable for our data. In fact, most of the social action we studied (guided by our operational definition) can be classified under what Epstein (1968:103) refers to as "noninstitutionalized consensus."

In our study indicators seem to have little relationship to any

of the other variables studied, either because our methods of analysis were not sophisticated enough to indicate any correlations or because indicators are chosen on some variable other than those we studied. The frequent observation made by directors that the form of the social action depended on the timing and the situation would indicate that we did not study all the relevant variables.

As Figure 3, page 44, indicates the one variable that did seem to have a significant relationship to the form of the indicator was the direction of the action. The more formal types of indicators (i.e., letters, briefs, and reports) accounted for 88/112 or 70% of the action directed to some form of government. Briefs and reports were also the most common form of indicator for action directed at the social welfare system, being used in 20/50 or 40% of the action taken in this direction. The fact that such indicators as speeches, meetings, conferences and mass media can reach large numbers of people with minimum effort may account for the fact that these indicators were used for 37/48 or 77% of the action directed at the public sector.

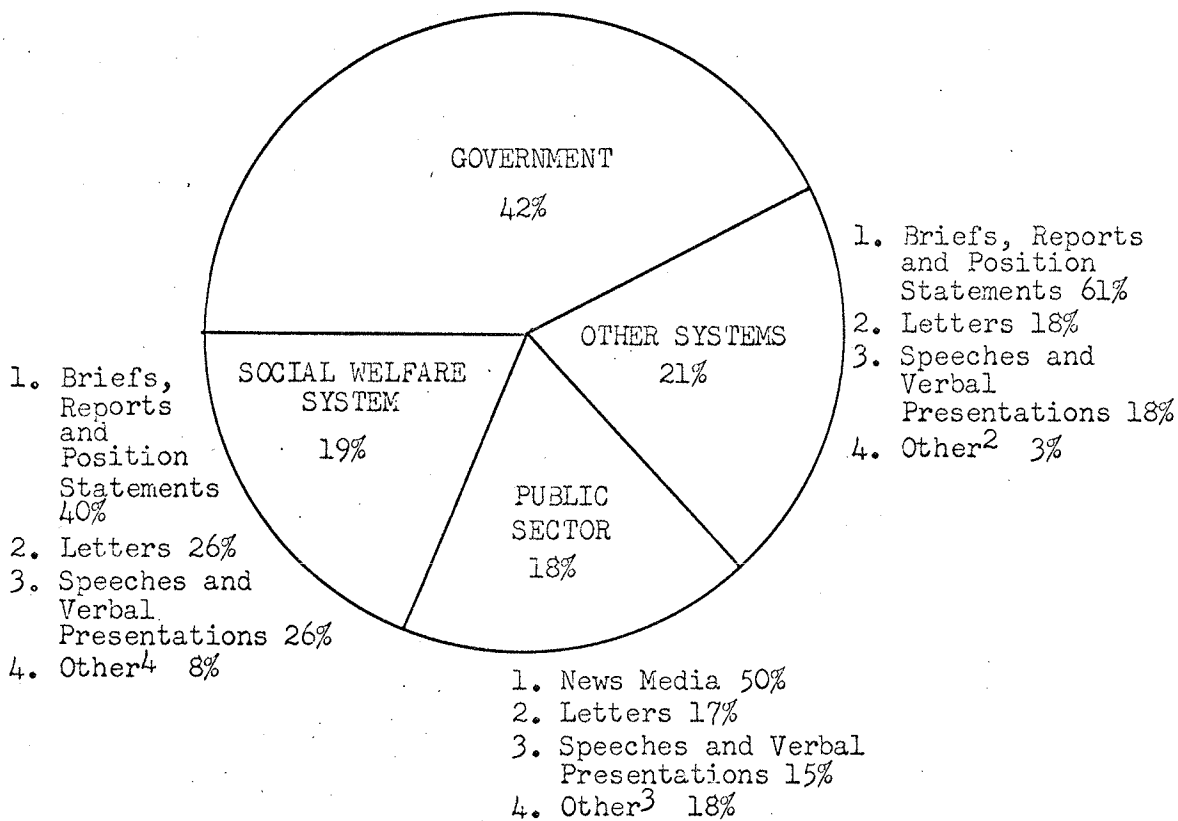
Source of the Idea for the Unit of Social Action
and Responsibility for Carrying it Through

Because the source of an idea and the responsibility for carrying it through seem to be closely related they will be considered together. The data, however, as seen in Figure 4, pages 45 & 46, indicates that the correlation between the source of the idea for social action and the responsibility for carrying it through is not as high as might be expected. This is most obvious for direct service agencies in the fact that although staff provided the source of the idea for 29/140 or 21% of the action, they carried it through for only 11 units or 8% of the action, whereas the administration was the source of 26 units or 19% of the action and carried through 43 units or 31% of the total action.

The greater activity of the administration may, however, be biased by several factors. The data for the study came from the administrative level and may be somewhat biased in favor of the administrators. Also,

Figure 3. PERCENTAGE DISTRIBUTION OF SOCIAL ACTION
ACCORDING TO (1) DIRECTION AND
(2) INDICATORS WITHIN DIRECTION

1. Letters 41%
2. Briefs, Reports and Position Statements 39%
3. Speeches and Verbal Presentations 12%
4. Other¹ 8%



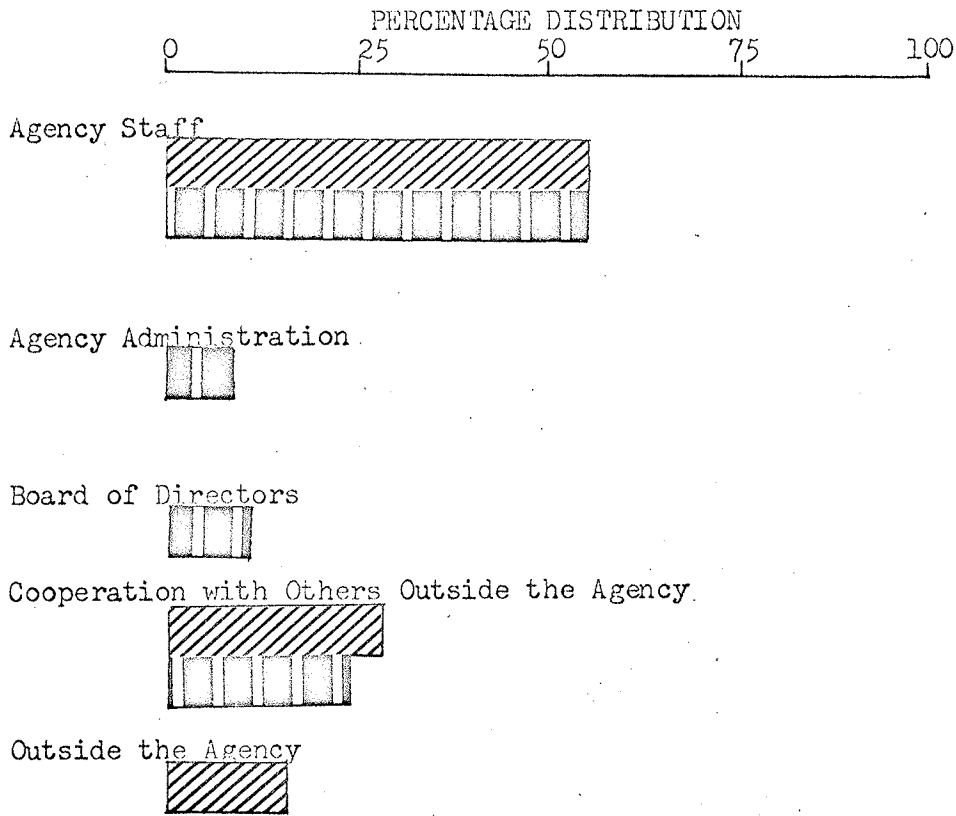
1. "Other" includes Meetings, Conferences and Petitions
2. "Other" refers to Meetings and Conferences
3. "Other" includes Meetings and Conferences and Briefs and Reports
4. "Other" includes Meetings and Conferences, News Media and Miscellaneous

Figure 4. COMPARISON OF THE SOURCE OF IDEA FOR SOCIAL ACTION AND THE RESPONSIBILITY FOR CARRYING IT THROUGH BY PERCENTAGE DISTRIBUTION

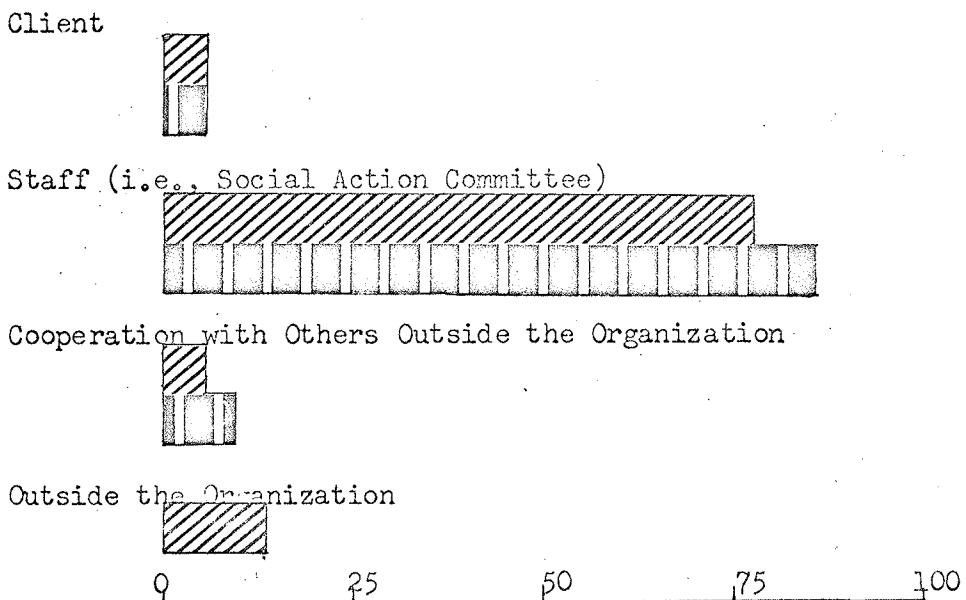
A. DIRECT SERVICE AGENCIES



B. COMMUNITY WELFARE PLANNING COUNCIL



C. MANITOBA ASSOCIATION OF SOCIAL WORKERS



GROUPS WHO INITIATED THE IDEA FOR SOCIAL ACTION AND CARRIED IT THROUGH

agency structure often makes it necessary for the staff to work through the administration in carrying through any of their action. "Responsibility for carrying it through" may be a somewhat nebulous term in that it may vary in its implication from all the work in preparing a brief, report or letter, to the mere signature or endorsement of the brief, report, letter, or whatever vehicle for social action is used. The greater role of the administration in carrying through social action therefore reflects, to some degree, the common agency policy that the administrator has to endorse action done on behalf of the agency.

Although staff is involved in only 33% of the source of the idea and 25/140 or 18% of the carry through (this includes staff in the various combinations as well as staff alone) for direct service agencies, the staff tends to be much more active in CWPC and MASW. In CWPC the staff started and carried through 14 units or 56% of the action done by CWPC. In the MASW "staff" refers to the Social Action Committee of the organization. Noting the earlier observation that the general membership of the organization tends to be rather conservative, it is not surprising that the members of this Committee were the most active level in the organization, originating 17/22 or 77% of the action done by MASW and carrying through 19/22 or 86% of its social action.

As the data in Table 2, page 48, indicates, there seems to be a highly significant relationship between who carried the action through and the source of the idea. When administration carried action through they also originated the idea 22/43 or 51% of the time. No other single level originated this high a percentage of the ideas which administration carried through. When the client carried the action through he originated the idea in 2 out of 3 units. When the staff carried the action through, they were the source for the idea 8/11 or 73% of the time. Action carried through by the board had its largest single source of idea outside the agency - 5/13 or 39% of the time. When action was carried through in cooperation with others, the ideas came from outside the agency for 16/38 or 42% and in cooperation with others for 14/38 or 57% of the action they carried through.

TABLE 2

RELATIONSHIP BETWEEN SOURCE OF IDEA FOR
SOCIAL ACTION AND THE RESPONSIBILITY FOR
CARRYING IT THROUGH

Source of Idea for Social Action	Responsibility for Carrying Social Action Through						
	Client	Staff	Administration	Board of Directors	Combination	Outside	Cooperation with Outside
A. <u>For Direct Service Agencies</u>							
Cooperation with Outside		1	2			1	14
Outside		1	5	5	2	4	16
Combination	1	1	6	1	9		5
Board of Directors				5	4		
Administration			22	2		1	1
Staff		8	6	3	10	1	1
Client	2		2	1			1
B. <u>For Community Welfare Planning Council</u>							
Cooperation with Outside		1	1				4
Outside		2	1				1
Board of Directors							
Administration							1
Staff		11		3			
C. <u>For Manitoba Association of Social Workers</u>							
Cooperation with Outside		1					
Outside		2					1
Staff		16					1
Client	1						

Similar relationships are seen for CWPC and MASW. When the social action was carried through by the staff for the CWPC, the idea originated with the staff for 11/14 units or 79% of the time. When carried through in cooperation with others, the source of the idea was in cooperation with others for 4/6 units. In the MASW most of the action done by the Committee was also originated by the Committee, i.e., for 16/19 or 84% of the time.

Although the board of directors seldom originates the social action (i.e., only 5/140 or 4% of the action done by direct service agencies) they were responsible for carrying through 13 units or 9% of the action done by direct service agencies. Although the board of directors does tend to be less active in social action than the staff or administration of the agency, they do cooperate with other agency levels, being partially responsible for carrying through 15/140 or 11% of the action.

There appears to be a fair amount of cooperation both of levels within the agency and with agencies or organizations outside the agency in both the idea for the social action and the responsibility for carrying it through. Combinations within the agency provided the source for 23 units or 17% of the direct service agency action and carried through 25 units or 18% of the action by these agencies. Direct service agencies cooperated with the outside in the source for 18 units or 13%, and in carry through for 38 units or 27%. This responsibility for "carry through" was second to only that of administration, and indicates that the agencies in the Manitoba social welfare system do a fair amount of working with others.

Client involvement in both the source for social action and the responsibility for carrying it through was almost non-existent. Clients did provide the source of the idea for six units or 4% of the action of direct service agencies, five of these being with Neighborhood Service Centres, and had the responsibility for carrying through three units or 2% of the action done by direct service agencies. Although both the CWPC and the MASW have no clients as such, MASW endorsed a brief prepared

by a women's group consisting of clients of social welfare agencies and thus, indirectly, of MASW.

The general lack of client involvement in social action indicates that the Manitoba social welfare system is not actively implementing the current welfare philosophy of the need for client participation and involvement. Our data may, however, be excluding such involvement because, as at Neighborhood Service Centres, clients may be taking action, but not in the name of the agency.

Outside sources provided or prompted the social action 39/187 times or for 20% of the total action but were responsible for carrying the action through only 7 times or for 4% of the total action. This might have been anticipated because agencies would probably be more aware of action they have carried through rather than of ideas for social action that they have given others. On the reverse side, communication with others outside one's agency should make an agency more aware of unmet needs and thus prompt social action.

All who originated the social action and who carried it through did so on a variety of issues, with a variety of indicators. The staff was, however, most involved in the issue receiving the most action, i.e., inadequate housing. Seven out of 11 units or 64% of the action they carried through was on this issue. As might be expected of the higher administrative levels, the board and administration favored letters in the action they carried through, using them 8/13 or 62% and 23/43 or 57% of the time respectively.

There does not seem to be any significant relationship between who originated and who carried the action through, and the direction. All levels directed their action to a variety of places.

Direction

Direction of the social action includes the various systems, including government, to which the action was directed. Because one unit of action was often directed to several different systems, the total directions of the social action done is much greater than the

total units of social action. Moreover, the actual incidence or copies of a unit that went to the various directions has not been discussed (because of insufficient time) but is a dimension that should be further explored in future studies.

The total of 187 units of social action went to 267 directions. For the purpose of this study (as stated earlier) these directions have been broken down into government, social welfare system, public sector and other systems (excluding government, social welfare, and public sector). The issue-direction, Figure 5, page 52, shows the proportionate directions to which the social action was aimed and the issues with which it was concerned.

The largest percentage (42%) of social action was directed to the government. Action on inadequate housing, inadequate income and urban renewal accounted for 45% of this action. The fact that these are broad, basic human needs and require intervention on a broad scale may account for the fact that they were the most common concerns addressed to the government. Action on inadequate housing was directed to the government 23/53 or 43% of the time, while action on inadequate income was directed 17/30 or 57% of the time, and action on urban renewal was directed to the government 11/18 or 61% of the time.

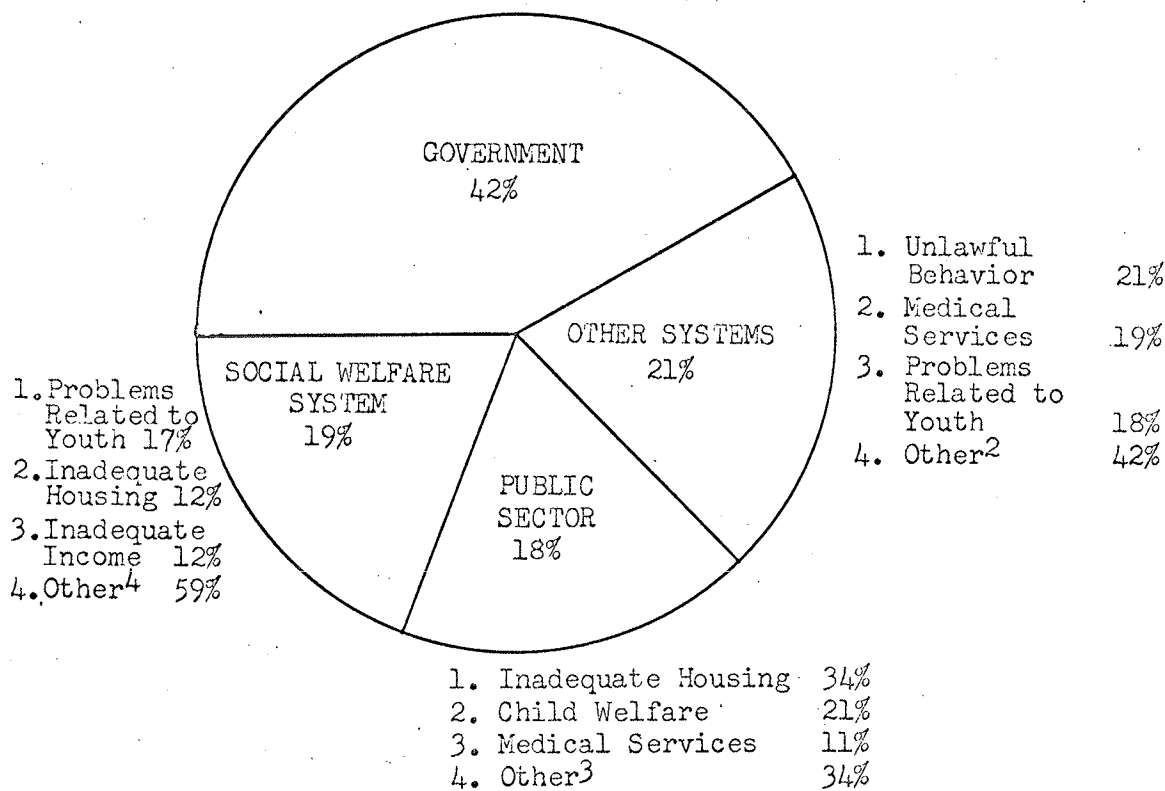
The social welfare system received 50/267 or 19% of the action studied. Four issues, alienated youth, inadequate housing, inadequate income and child neglect accounted for 60% of the social action directed to the social welfare system. Thus it appears that concerns with these broad basic issues are also extensively communicated within the social welfare system.

The other systems (i.e., law, education, economics, family, religion, recreation and health) received 21% of the total action. Unlawful behavior, medicare, and alienated youth were the chief concerns, comprising 57% of the action directed to the systems.

The public sector received the smallest amount of action - 18% and, of this, 56% was on the issues of inadequate housing and child neglect.

Figure 5. PERCENTAGE DISTRIBUTION OF SOCIAL ACTION
ACCORDING TO (1) DIRECTION AND
(2) ISSUES WITHIN DIRECTION

1. Inadequate Housing	20%
2. Inadequate Income	15%
3. Urban Renewal	10%
4. Other ¹	55%



1. "Other" includes Status of Women, Child Welfare, Unlawful Behavior, Medical Services, Problems related to Being Indian, Family Breakdown, Problems related to Youth, Education Problems and Recreation.
2. "Other" includes Inadequate Housing, Education Problems, Inadequate Income, Urban Renewal, Family Breakdown, Child Welfare, Inadequate Services, and Other Issues.
3. "Other" includes Inadequate Income, Urban Renewal, Problems Related to Youth, Unlawful Behavior, Problems Related to Being Indian, Inadequate Services and Other Issues.
4. "Other" includes all other issue groupings.

With only 19% of the action directed towards the social welfare system itself it is obvious that most of the action done by the welfare system is directed outside itself. This may be related to the fact that the issues receiving the most action were broad needs that were not being met by society, and thus needed attention and change by decision-making powers outside the social welfare system. Also, the fact that 46% of the social action directed to the social welfare system went to the field of community planning indicates a need for broad, cooperative action rather than action by a single agency.

Tables 3 and 4, page 54, indicate the relationship between direction of the action and the source of the idea and the responsibility for carrying it through.

The staff is the most active source of social action on issues directed both inside and outside the social welfare system, accounting for 15/50 or 30% of the action directed to the social welfare system, and 93/219 or 42% of the action directed outside the system. This probably reflects the fact that staff is in more direct contact with clientele and is therefore in the best position to observe the needs of clients and the gaps in community services. These they then interpret and communicate to other levels, such as the administration, as well as taking social action themselves. Staff carried through all the action they initiated toward the social welfare system, and 79/219 or 36% of the action directed to other systems. The fact that they accounted for a larger percentage of carry through on social action directions than in the analysis on responsibility for carrying through may be because staff were more involved in social action that went in several directions, whereas other levels were responsible for social action going in one direction.

Administration carried out considerably more action than they initiated on issues directed both inside and outside the social welfare system. One could hypothesize that although administration is not in direct contact with the clientele and therefore not in a position to be as aware of their needs as the staff, once the need is interpreted to

TABLE 3

SOURCE OF IDEA FOR SOCIAL ACTION
IN RELATION TO DIRECTION OF SOCIAL ACTION

Source	Direction			
	Government	Public Sector	Other Systems	Social Welfare System
Client	6	1	-	3
Staff	36	18	39	15
Administration	19	6	1	9
Board of Directors	-	3	1	1
Outside	22	7	7	9
Cooperation with Outside	10	8	4	8
Other	19	5	2	5

TABLE 4

RESPONSIBILITY FOR CARRYING THROUGH OF SOCIAL ACTION
IN RELATION TO DIRECTION OF SOCIAL ACTION

Carry Through	Direction			
	Government	Public Sector	Other Systems	Social Welfare System
Client	3	1	4	-
Staff	28	14	79	15
Administration	31	6	38	18
Board of Directors	13	-	15	2
Outside	1	-	4	10
Cooperation with Outside	21	14	45	10
Other	15	11	31	6

them they do tend to carry the social action through.

The total of 187 units of social action went 267 directions or 1.4 directions for each unit of social action. The direction-indicator graph, Figure 3, page 44, discussed previously, points out the relationship between the number of directions of social action and the most frequently used indicators or vehicles of social action.

As previously noted, letters, briefs, reports and position statements are the most frequent forms of social action used in action directed at the government, social welfare, and other systems. The mass media indicators (speeches, meetings, conferences and news media) are useful in reaching large numbers of people, and therefore it is logical that they should be the form of most of the action directed toward the public sector.

Summary

Although this study treaded on new ground and suffers from certain limitations (such as inconsistency in recording and in analysis), it provides some answers to the questions posed at the beginning of the study. To a fair extent the Manitoba social welfare system (as represented by our sample) does recognize social action as an inherent part of its function. All agencies, except for four governmental agencies, undertook some social action during the period of January 1, 1967 to December 31, 1968. The quantity of social action varied from one unit to 37 units per agency. Most (44%) of the action focussed on issues of broad national concern, i.e., inadequate housing, inadequate income and child welfare. The rest of the action tended to be scattered over a broad range of issues, from medical coverage for unwed mothers to problems related to being Indian, with each issue receiving only a few units of action.

In general, the social welfare system strongly preferred the more conventional forms of social action, i.e., letters, briefs, reports and position statements were used for 65% of the total action taken. Administration tended to be the most active level in originating and

carrying through social action for direct service agencies, whereas staff was more active for both the CWPC and the MASW.

Most of the social action (81%) was directed outside the social welfare system, with the largest portion (42%) of the total social action going to some level of government. Our study was unable to determine the response to the action but future studies on social action should develop more sophisticated research designs to determine the responses and effectiveness of the social action done.

Determination of relationships between variables was difficult because of the inconsistencies in data and the unrefined methods of analysis. The fact that letters and briefs were the most frequent form of social action coincides with the fact that most of the action was directed toward the government and that much of the action was on the issues of inadequate housing, inadequate income and child welfare.

Although the nature of the content of the social action was not documented, experience with the data indicates that it varied from the pointing out of existing needs to the spelling out of the exact policy changes and programs considered necessary. The fact that this is a period of such rapid social change also prevents us from stating that the social welfare system is at any particular stage in terms of the evolution of policy change described by Elizabeth Wickenden. A more sophisticated study could probably indicate that there is some evidence of every stage, from that of "generative change" to that of "advancement to new problems."

CONCLUSION

In conclusion we are somewhat heartened by the fact that the Manitoba social welfare system does recognize a certain responsibility and commitment to social action. Just how effective this social action is will be the responsibility of future studies. In this study we have provided a sketchy overview, pointing out some of the areas needing further study. Also, it is hoped, that the study has stimulated parts of the social welfare system to reassess their function and to reaffirm their commitment to social action.

Because the social welfare system is involved in social action it is apparent that the personnel in the field are aware of the inadequacy of individual treatment approaches. Professional schools, however, provide no training in the strategies and techniques of social action. Influencing the power structure to effect basic policy changes is a much more complex matter than individual treatment and is therefore too important to leave to chance. Schools of social work must catch up with the times and provide relevant instruction in the most effective means of social action. Moreover, they must provide instruction relevant to our society in Canada rather than in the United States or other countries.

In general this study does not permit us to praise the welfare system and the profession of social work for taking a leading role in social action. A few individuals and agencies have fully recognized and implemented this commitment. Most, however, appear to have merely started catching up with the times, i.e., it is necessary to consider social action by the welfare system in its societal context. As one administrator trained in political science, stated, "Social action is the thing to do today. Everybody is doing it." The fact that the traditionally conservative Roman Catholic Church has recently hired a social action director and that adult education is planning night classes in social action suggests that the social welfare system is tagging along and occasionally catching up with the rest of society. It certainly is not providing the leadership and direction in social

action that was evident at the beginning of this century. If social work is to retain its historical role and responsibility it must fully assume this leadership or fall by the wayside. The decision is crucial and it must be made now.

"AGENCY IDENTIFICATION AND ATTITUDES" QUESTIONNAIRE

RESEARCH GROUP RE SOCIAL ACTION: INTERVIEW ANALYSIS

INDICATOR _____ DATE _____ NAME OF INTERVIEWER _____

4. ISSUE:

- a. directly related to agency purpose & concern _____
- b. broad (extra-agency) concerns _____
 - 1. Inadequate income _____
 - 2. Inadequate housing _____
 - 3. Child neglect _____
 - 4. Illegitimate pregnancy _____
 - 5. Divorce, desertion, separation, marital discord _____ (Specify)
 - 6. Alcoholism _____
 - 7. Drugs _____
 - 8. Unlawful behaviour _____
 - 9. Mentally handicapped _____
 - 10. Physically handicapped _____
 - 11. Urban renewal _____
 - 12. Other (Specify) _____

INTENT:

- 1. correct existing social structure _____
- 2. support existing social structure _____
- 3. indicate future breakdown in social structure _____

POPULATION GROUP:

- 1. minority group
 - a. Indian & Metis _____
 - b. non-white immigrants _____
 - c. immigrants _____
 - d. other (specify) _____
- 2. age group
 - a. children 0-12 _____
 - b. adolescents (teens) 13-18 _____
 - c. adults 19-64 _____
 - d. all age groups _____

5. SOURCE OF SOCIAL ACTION:

1. source of idea

- a. agency _____
 - (i) client _____
 - (ii) staff _____
 - (iii) administration _____
 - (iv) Board of Directors _____
 - (v) other (specify) _____

- b. other groups or individuals
 - (i) from outside the agency _____
 - (ii) in cooperation with other agency _____
- c. other (specify) _____

2. responsibility for carrying through the Social Action

- a. agency _____
 - (i) client _____
 - (ii) staff _____
 - (iii) administration _____
 - (iv) Board of Directors _____
 - (v) other (specify) _____

b. other groups or individuals

- (i) from outside the agency _____
- (ii) in cooperation with other agency _____

- c. other (specify) _____

6. DIRECTION:

1. government

a. level:

- (i) Federal Gov't. _____
- (ii) Provincial _____
- (iii) Municipal _____

b. decision-makers:

- (i) cabinet/council _____
- (ii) administrative officials _____
- (iii) legislative committee _____
- (iv) individual legislator _____

c. party:

(i) in office _____

(ii) in opposition _____

(iii) other _____

(viii) community planning _____

(ix) other (specify) _____

c. agency or organization (name) _____

2. agency or organization

a. system:

(i) law _____

(ii) education _____

(iii) economics _____

(iv) family _____

(v) religion _____

(vi) social welfare _____

(vii) recreation _____

(viii) health _____

b. if social welfare field of practice:

(i) public assistance _____

(ii) school social work _____

(iii) family service _____

(iv) child welfare _____

(v) psychiatric social service _____

(vi) medical social services _____

(vii) recreation services _____

3. public sector:

a. general public _____

b. civic groups(specify) _____

c. community organizations _____

d. other (specify) _____

7. RESPONSE:

1. no response _____

2. response:

a. direct _____ (from source of direction) _____

b. indirect _____

3. type of response:

a. tangible _____ b. intangible _____

c. both _____

4. reason for response:

a. method _____ b. volume _____

c. timing _____ d. source _____

e. direction _____ f. other (specify) _____

g. don't know _____

APPENDIX B

"INTERVIEW ANALYSIS" QUESTIONNAIRE

SECTION I

I. IDENTIFYING DATA

Name of Agency:

Address:

Title of person answering this questionnaire:

Source of data (mainly from written material or mainly from personal interview):

II. DESCRIPTION OF AGENCY

A. Purpose (as officially stated):

B. Delineate the field(s) of practice:

- 1. public assistance _____
- 2. family social services _____
- 3. child welfare _____
- 4. corrections _____
- 5. psychiatric social services _____
- 6. medical social services _____
- 7. school social services _____
- 8. recreational social services _____
- 9. community planning _____
- 10. other _____

Specify:

C. Structure:

Voluntary _____
Non-voluntary (Governmental) _____

D. Population Served:

Percentage in Metro Winnipeg _____
Percentage outside of Metro Winnipeg _____

E. Staff:

1. Number of service staff (non-clerical) _____

2. Years of practice:

	Number	Number of MSW's (or equivalent)
0-3 years	_____	_____
4-6 years	_____	_____
7-10 years	_____	_____
over 10 years	_____	_____

SECTION 2

RESEARCH--QUESTIONS RE ATTITUDES

1. Do you believe that this agency has any commitment or responsibility to involve itself in Social Action?

If not, why not?

Guides: considered inappropriate or ineffective; a political role? etc.

2. What principles or goals should guide such activity?

Guides: prevention; social work objectives, etc.

3. What form of activities do you think would produce the results this agency desires?

Guide: indicators

4. Where should social action in the agency come from?

Guide: Board of directors; Executive Staff; General staff; Client groups, etc.

5. Where do you think this agency's social action could have its greatest impact?

Guide: various directions

6. Has your view of social action changed in the past 5 years? In what ways?

7. What future would you predict for this type of agency activity?

Guides: increased occurrence; community receptiveness; agency role, etc.

SECTION 8

TRENDS

Date of social action activities already undertaken.

Is the agency/organization currently planning, or does it expect to plan in the near future, further social action activities?

- a) probable areas of concern
- b) probable direction
- c) probable method

APPENDIX C

SOCIAL ISSUES THAT RECEIVED SOCIAL ACTION

The following list is the preliminary tabulation of the various social issues that the agencies stated as being the concerns of their social action:

- Inadequate Housing
- Inadequate Income
- Inadequate Clothing
- Medical Coverage
- Medical Services
- Urban Renewal
- Urban Planning
- Problems related to Being Indian and Eskimo
- Problems of Immigrants
- Child Welfare
- Child Neglect
- Emotionally Disturbed Children
- Adoption
- Illegitimate Pregnancy
- Winnipeg Youth Study
- Juvenile Delinquency
- Treatment in Police Detention
- Alienated Youth
- Transient Youth
- Interprovincial Repatriation Procedures
- Abandoned Buildings Used for Truancy, Glue Sniffing, etc.
- Education Problems
- Inadequate Education
- Preschool Education
- Day Nurseries
- Recreation
- Lack of Recreational Facilities
- Family Breakdown
- Desertion
- Desertion, Divorce and Separation
- Status of Women

APPENDIX E

ISSUE DATA SHEET

ISSUE	AGENCY	INDICATORS							DIRECTION								SOURCE						POPULATION								
		1	2	3	4	5	6	7	FED GOVT	FED GOVT	PROV GOVT	MUN GOVT	GEN GOVT	GEN GOVT	GEN GOVT	Sec WELF	CLIENT	STAFF	ADMIN	BOARD	COORDINATION	STAFF	STAFF	ADMIN	STAFF	MISC.	OTHER	CHIL-DRN	YOUTH	ADULT	AGE
I	DSA	7	11	4	2	6	1	5	3	1	5	9	4	4	1	12	5	3	1	5	6	1	9	14	6	3	2	21	9		
	CWPC	3	2		1			5		1	2				2	6	1					1							4	3	
	MASW	1					1	1				1	1		2	2						1							2		
II	DSA	5	6	1	1		1	1	2	7	3	1	2	1	5	1	5				1	2	3	1	1	1	1	8			
	CWPC	2						2						2	2										2						
	MASW	1							1	1	1							1	1									1			
III	DSA	2									1	1										1	1		1			1			
	CWPC	1	1	1				2			2			3	3						7	2						3			
	MASW	4	1	1			3	4		1	4	1		7	8						2	1	2		1			8			
IV	DSA	4	1	2	1			1	2	4	1	4		2	1	1	2	4			2	2	1					8			
	CWPC	3						1	1	3	1	1		3	2						1							3			
	MASW																														
V	DSA	1	2					1	1	1				1	1			1			1	1			3						
	CWPC	1										1	1	1	1						1							1			
	MASW	2						2						1	1						1										
VI	DSA	8	3	7	2	5		6	2	9	2	7		4	1	8	10	2	2	6	3	7	2	7	9	2	3				
	CWPC																														
	MASW																														
VII	DSA	2	4	1	1					2	4	2		1	1	2	3				1	1	3	1	1	6					
	CWPC	3	2	1				2		1	1	2		1							2				1	2		1			
	MASW																														
VIII	DSA	7	2	1	1		1	3	1	1	3	5		1	5	5					1	2	3	4	10 (TRANSIENT)						
	CWPC	1						1	1	1	1	1		1											1						
	MASW																														
IX	DSA	4	4	3	1			8	1	2	3	1		2	1	4					3	5	2	6	(WOMEN) 5 6						
	CWPC																														
	MASW																														
X	DSA		1	1	1					1	1			1	1						2	1			2 (TRANSIENT)						
	CWPC	1	1					1			1			6							2				2						
	MASW	1	3	1	2			1	5	2	2	2	1	7							1				6 (TRANSIENT)			1			
XI	DSA	1	1	1						2		1		1				1			2	2	2		2			1			
	CWPC	1						1	1	1	1	1		1							1							1			
	MASW																														
XII	DSA	7	1	1			2	6	6	2	2	2		1	4	4	3				4	4	2		1			9	10		
	CWPC																														
	MASW																														
XIII	DSA	3	1							1	1	2		1	1	2					1	1			2						
	CWPC																														
	MASW																														
XIV	DSA		1		1							1									1	1						2			
	CWPC																														
	MASW	1												1														1			

APPENDIX D
 AGENCY DATA SHEET

AGENCY BY FIELD	ISSUES													INDICATORS							DIRECTION				SOURCE RESPONSIBILITY										
	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	XIII	XIV	1	2	3	4	5	6	7	GEN. GOVT	GEN. PUB.	SOC. WELFARE	WORLD BANK	CLIENTS	STAFF	ADMIN	OPERATIONAL	INFORMATION	OTHER	FIELD			
EDUCATION					1										1									1											
CHILD WELF.		1			4	3									2	2		3	2					3	4	2		5/		3/	3/	6/		1/	
CHILD WELF. RURAL	1			1	3										3		1	1						3			2			2/	1/	1/		4/	
CHILD WELF. RURAL	4				6			2							2	4	4		1					8	2		1	1/	2/	1/	2/	1/	4/	2/	
CHILD WELF. RURAL	3				6										4	1	2		2					4	3	1	1	3/		2/	1/	2/	4/	3/	
PUBLIC ASSIST. RURAL	7	1															2	4	1	1		1		5	4		4			2/			7/	7/	
PUBLIC ASSIST. RURAL	1																1							1				1/						1/	
PUBLIC ASSIST. RURAL	1	2	1												2	1	1							3	1			2/	1/				1/	1/	
PUBLIC ASSIST. RURAL																																			
PUBLIC ASSIST. RURAL																																			
PUBLIC ASSIST. RURAL																																			
FAMILY S.W.	1	2			1		1	1	2						1	5		2						7		1				4/	5/	4/	3/		
FAMILY S.W.	1					4									1	1	1		2					5				3/					1/	1/	
CORRECTIVE CORRECTIONS							2	1							1	1			1					1	2	2		3/		3/					
CORRECTIVE CORRECTIONS	1	1					1	2						1	6									7		2	3	5/		6/	1/				
CORRECTIVE CORRECTIONS																																			
NEIGHBORHOOD SERVICES																																			
NEIGHBORHOOD SERVICES	4	1		8		1	1	6		1	5	6	3	17	10	5	1	2	1				22	4	6	14	5/	4/	4/	3/	9/	3/	11/		
NEIGHBORHOOD SERVICES	7							1							2	2	1	3						3	3	1		4/		3/		1/	4/	4/	
PSYCHIATRY																																			
PSYCHIATRY	1	2													1	1		1						3		2		3/		2/			1/	1/	
PSYCHIATRY	1														1									1						1/			1/	1/	
PSYCHIATRY																																			
PSYCHIATRY																																			
RECREATION														1	1												1			1/	1/				
RECREATION		1	1					6						1	5	4	1							10		3	1	1/	1/	1/	4/	3/	2/	7/	
RECREATION																																			
RECREATION																																			
RECREATION																																			
CWPC	6	2	3	4	1		6	1		2	1				10	6	4	4	2					23	5	6	6	14/	14/	2/	3/		7/	4/	
CWPC	2	1	9		2					7					1	6	8		2	2				4	20	4	11	1/	17/					3/	
MASW																																			

APPENDIX F

PRELIMINARY TALLY RESULTS FOR
MAJOR VARIABLES

<u>Data Groupings</u>	<u>Preliminary Tally Results</u>		
I. <u>Indicators</u>	<u>Direct Service</u> <u>Agencies</u> <u>Units</u>	<u>MASW</u> <u>Units</u>	<u>CWPC</u> <u>Units</u>
1. Letters	49 (674)*	6 (105)	10 (46)
2. Briefs, reports and position statements	38 (56)	8 (1694)	8 (472)
3. Citizens' meetings, conferences	19 (23)	2	3
4. Speeches, verbal presentations	8 (17)		2 (5)
5. News media - T.V. Radio, press releases	17 (108)	2	2
6. Petitions	2	0	0
7. Miscellaneous (phone calls, personal contacts, marches, Christmas and post cards)	4 (73)	4 (8202)	0
<u>Total</u>	137 (951)	22(10,001)	25 (523)
II. <u>Issues</u>			
I. Inadequate Housing	31 (53)	6 (32)	2 (1700)
II. Inadequate Income	14 (30)	2 (-) **	1 (651)
III. Medical Services	2 (176)	3 (1)	9 (7207)
IV. Urban Renewal	8 (24)	3 (263)	-
V. Family Breakdown	3 (-)	1 (-)	2 (-)
VI. Child Welfare	25 (515)	-	-
VII. Education Problems	8 (19)	6 (-)	-
VIII. Problems Related to Youth	11 (28)	1 (205)	-
IX. Status of Women	12 (15)	-	-
X. Unlawful Behavior	2 (-)	2 (-)	7 (645)
XI. Recreation	3 (-)	1 (5)	-
XII. Problems Related to being Indian	11 (53)	-	-
XIII. Inadequate Services	4 (-)	-	-
XIV. Other	2 (-)	-	1 (-)
	<u>136</u>	<u>25</u>	<u>22</u>

* Numbers in brackets refers to incidence.

** (-) indicates that indicators and incidence are identical.

III. <u>Source of Idea</u>	<u>Direct Service</u> <u>Agencies</u> <u>Units</u>	<u>MASW</u> <u>Units</u>	<u>CWPC</u> <u>Units</u>
Agency			
Client	6	1	
Staff	29	17	14
Administration	26	-	-
Board of Directors	5	-	-
Combinations:			
- Staff and Client)			
- Staff and Admin.)			
- Admin and Board)	24		
- Staff, Admin. and)			
Board)			
Miscellaneous)			
In cooperation with others	18	1	7
Outside the agency	32	3	4
<u>Totals</u>	<u>140</u>	<u>22</u>	<u>25</u>

IV. Responsibility for Carrying
Action Through

Agency			
Client	3	-	1
Staff	11	14	19
Administration	43	2	-
Board of Directors	13	3	-
Combinations within the agency			
Staff and Board)			
Staff and Admin.)			
Admin. and Board)	25	0	-
Staff, Admin. and Board)			
Miscellaneous)			
- student unit			
- hosp. admin.			
- interdepartmental			
In cooperation with others	38	6	2
Outside the agency	7	-	-
<u>Total</u>	<u>140</u>	<u>25</u>	<u>22</u>

V. <u>Direction</u>	<u>Direct Service</u>		
	<u>Agencies</u> <u>Units</u>	<u>MASW</u> <u>Units</u>	<u>CWPC</u> <u>Units</u>
1. Federal Government			
a. special commission	12	0	0
b. other	13	5	7
2. Provincial Government	29	7	10
3. Municipal Government			
a. council	12	3	0
b. other	<u>9</u>	<u>0</u>	<u>6</u>
<u>Total</u>	75	15	23
4. Public sector			
a. general public	27	3	4
b. other (civic gps.etc)	<u>10</u>	<u>1</u>	<u>3</u>
<u>Total</u>	37	4	7
5. Social Systems			
a. social welfare	56	4	12
b. other	<u>17</u>	<u>32</u>	<u>8</u>
<u>Total</u>	73	36	20
VI. <u>Response</u>			
<u>No Response</u>			
1. Letters	5	1	2
2. Briefs, reports and position statements	7	2 (512)	0
3. Citizens' meetings, meetings and conferences	1	0	0
5. News media	1	0	0
7. Miscellaneous	<u>0</u>	<u>1</u>	<u>0</u>
<u>Total</u>	14	4	2
<u>Uncertain Response</u>			
1. Letters	2	1	0
2. Briefs, reports and position statements	3	0	0
5. News media releases	<u>1</u>	<u>1</u>	<u>0</u>
<u>Total</u>	6	2	0
<u>Pending Responses</u>			
1. Letters	2	0	0
2. Briefs, reports and position statements	<u>1</u>	<u>0</u>	<u>1</u>
<u>Total</u>	3	0	1

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