PLANNING IN BUREAUCRACY:
A SOCIAL WORK PERSPECTIVE

by

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A Practicum Report Presented to
the University of Manitoba
in Partial Fulfilment of the Requirements for the
Degree of Master of Social Work

at the University of Manitoba, Faculty of Social Work.

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JANET RUTH WIKSTROM

A practicum submitted to the Faculty of Graduate Studies of the University of Manitoba in partial fulfillment of the requirements of the degree of

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Abstract

This practicum placement focused on the planning process concerning the development of respite guidelines within a government bureaucracy. The placement which lasted from November 1985 to June 1986, was at Programs Branch, Community Social Services, the Province of Manitoba.

The author reviewed the literature on planning and organizational theories as they relate to bureaucracy. A short history of rationality precedes the differentiation of rationality as a planning model and as a paradigm. Other planning models reviewed were incrementalism, mixed scanning, transactive planning, advocacy planning, and radical planning.

The planning process was examined in relationship to planning and organizational theories. Overall, the planning process reflected aspects of all the models and was influenced greatly by values, the inter-relationships between the planners as well as the external agency itself.

The writer made several recommendations relating to social work and Programs Branch: the inclusion of more course content on public administration, ethics and planning theory as well as inclusion of all relevant parties in any planning process.

ACKNOWLEDGEMENTS

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Chapter 1

Introduction

1.1 Introduction

In the graduate program of social work, the practicum experience allows the student to link professional experience to theoretical frameworks. This opportunity facilitates the integration of theory and practice. Theories or models can provide a framework for explaining social phenomena, understanding and predicting social behaviour. Understanding practice through such a framework could assist in the evaluation and improvement of direct service to clients. Conversely, direct experience can reinforce theories or raise doubts about them. Practical experience can validate theoretical approaches. This particular practicum focused on planning within government bureaucracy. The actual planning process in the practicum is considered in relation to different planning models and, as well, is analyzed from this student's conception of a social work perspective.

Planning is a task or process that is utilized by all professionals in their work. The content of planning may vary according to the different roles social workers undertake. A social worker may plan with a client or a community group. As an administrator, a social worker may plan for resources and budgetary needs. As analysts within

bureaucracy, social workers may be involved in program development or policy analysis. The social worker in each of these latter roles may use similar strategies in planning. However, because analysts develop program and policy options for decision-makers to consider, the results of their work can affect agencies, service workers and clients within a social service spectrum. Because of this broad impact, it is important to examine planning processes within government and to seek ways to improve the planning process in order to benefit clients.

The social worker as an analyst within bureaucracy, faces many challenges. Time constraints, limited budgets, political and external pressures are harsh realities to the planner. In addition to these pragmatic concerns, the social worker has usually been indoctrinated to a value base that is not always amenable to bureaucratic demands. For example, social workers may have a definite commitment to include clients and service providers in the planning process. The highly formalized and hierarchical structure of bureaucracy often restricts the use of such methods. Loyalty to superiors, adherence to political and policy directives often preclude a more decentralized or participatory decision-making process.

This practicum experience consisted of a variety of planning tasks undertaken by the author at **Programs Branch, Community Social Services, Community Services, Government of**

Manitoba. The selection of the placement and main planning task, respite planning, were reflective of the unique personal history of the author. Understanding this history reveals the particular perspective taken by the author during the practicum experience. Ultimately, three main factors influenced the writer during the practicum:

1. **Client/Consumer Experience:** The writer had direct experience with the field of "mental retardation" as a parent of a disabled child. This background of working through the different social service systems and securing services including respite enhanced the author's knowledge of the relationships between systems and provided a consumer's perspective on the policy/program issues.

2. **Direct Service Experience:** The writer had several years experience in direct service delivery in such fields as child welfare, vocational rehabilitation and social welfare services. Many times the connection between the formation of policy and its implementation seemed lost. The integration of policy and programming was an interest resulting from this direct service experience. Additionally, the author had work experience in the specific area that the Branch had a mandate: vocational rehabilitation.

3. **Policy Development and Program Design:** Programs Branch represented the combination of policy analysis and program development. The work within the Branch was pivotal as the program specialists and analysts both made recommendations to politicians and worked directly with agency representatives on program issues. As the academic focus of the writer was in the area of evaluation, policy analysis and research, the Branch was a suitable choice.

Therefore, the practicum experience was analyzed from perspectives which were based in personal experience, professional experience and training.

1.2 Goals and Objectives of the Practicum

In January, 1986, a practicum proposal was submitted to and approved by the writer's advisory committee. The proposal outlined the overall goals of the practicum as follows:

1. to gain knowledge about the planning process used to alleviate social problems;
2. to comprehend the relevant background material regarding the concerns of the Branch;
3. to apply knowledge and skills in the actual planning tasks;
4. to analyze the planning process used in the assigned task(s);
5. to evaluate the planning process according to a theoretical framework and social work values; and
6. to recommend to the Director of the Programs Branch any constructive changes for the further planning endeavors.

In negotiating the practicum placement, specific learning objectives were presented by the author. They were meant to capture those unique aspects of the practicum that would be relevant to planning. The following learning objectives were delineated:

1. to understand the relationships between the Programs Branch and other Branches within the Department of Community Services;
2. to become knowledgeable about the policies that affect the Division of Community Social Services;

3. to become more knowledgeable about the planning cycle and how that affects the planning and development of policies and programs;

4. to become aware of the relationships between government officials and how that affects the planning process;

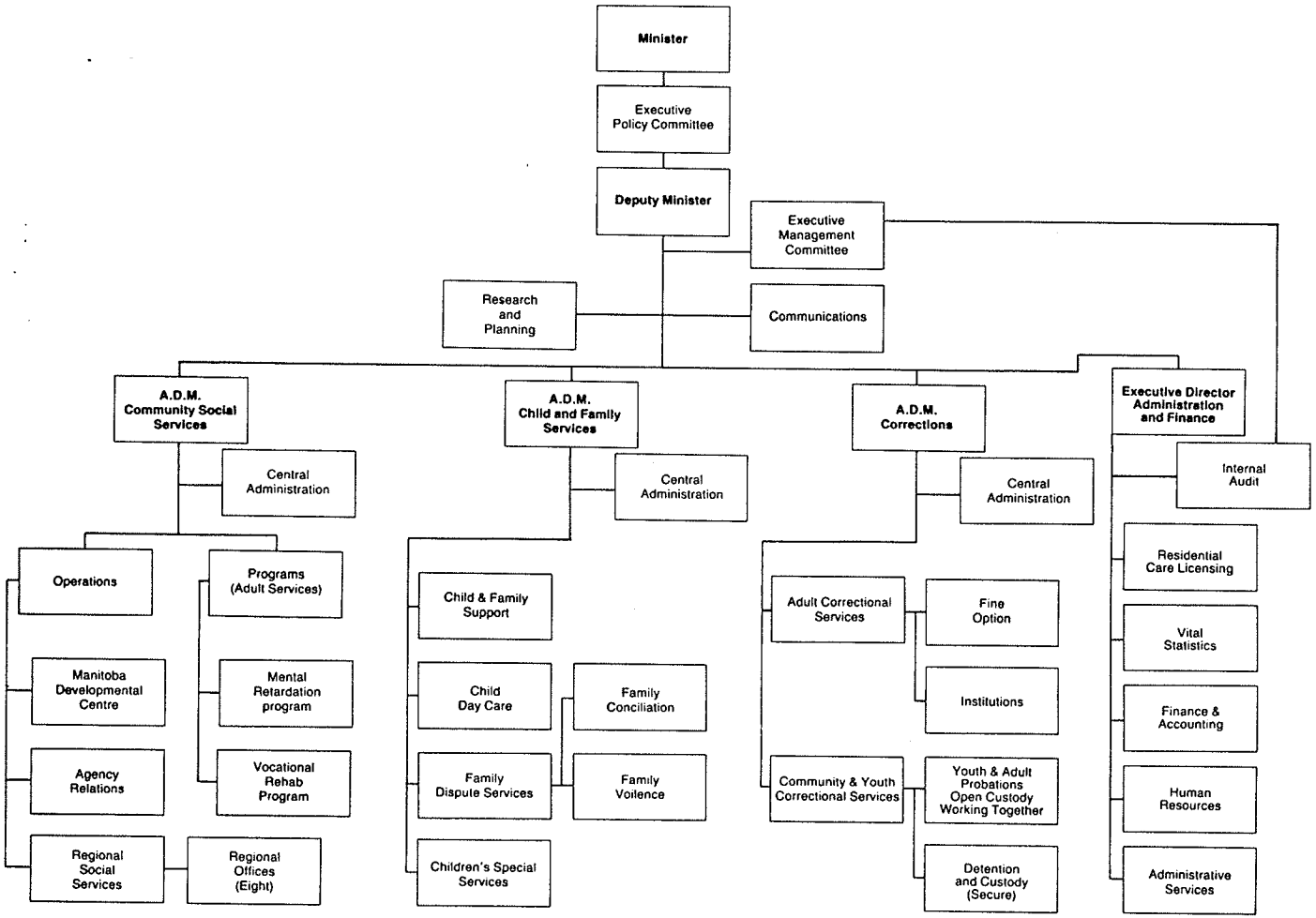
5. to become aware of the relationships between the Division and external groups.

1.3 The Setting of the Practicum

In 1984-85, the Department of Community Services and Corrections ranked sixth among 24 Manitoba departments expending $156,072,400 of the total provincial budget of $3,136,502,800. The department was responsible for the implementation and delivery of social and correctional services to Manitobans. As of November, 1985, the divisions within the department included Administration and Finance, Registration and Licensing Services, Child and Family Services, Corrections and Community Social Services. The goals of service delivery were to foster independence and to increase human potentiality of clients served. Early intervention and prevention were stated as priority issues for the department. Figure 1 illustrates the organizational chart as reflected in the 1985/86 annual report for the Department of Community Services.

The general mandate of the department endorsed the service concepts known as the "community option" and the "generic approach". The community option represented the emphasis on the delivery of social services by community-

FIGURE I: ORGANIZATIONAL CHART - MANITOBA COMMUNITY SERVICES.



based organizations. The relevance of mandating non-profit organizations to deliver services on behalf of government reflected a stated belief in joint responsibility for service issues. Many community agencies delivered the direct services to clients on behalf of government while government maintained the responsibility for the development of policies and program standards especially in the area of safety. Two examples within the system were child welfare and wife abuse services in the Division of Child and Family Services.

The generic approach represented the emphasis on the general social service system rather than on a specialized service system for each group of people in need. Specialized support services were to be developed only if the needs of a particular population could not be met through the regular social service delivery system. The focus was on improving access to the general system especially for those persons that had been traditionally denied such access (e.g., disabled, Native). An example of specialized services was day programs which developed in response to the lack of opportunities for mentally handicapped persons within the general employment sector.

The Division of Community Social Services was responsible for the development of programs and services to adults who had mental and physical handicaps. The division was also responsible for the regional delivery system of

community services. These two responsibility areas were reflected in the mandates of two main Branches within the division: Programs Branch and Operations.

The Operations Branch of the Division was headed by an Executive Director who reported to the Assistant Deputy Minister of Community Social Services. There were eight regions, each with its own Director. The regions were Winnipeg, Thompson, Norman, Parklands, Central, Eastman, Interlake and Westman. The regional responsibilities included Family Conciliation, Day Care, Provincial Child Welfare, Mental Retardation and Vocational Rehabilitation Services. Operations was connected to the Programs Branch by the policy and program responsibility for Mental Retardation Services and Vocational Rehabilitation. In addition, Programs Branch was responsible for the co-ordination of the divisional budget which included budgetary allocations for the regions.

The Programs Branch had overall responsibility for the development of programs and standards for services which were delivered by government and designated community agencies in the area of Mental Retardation and Vocational Rehabilitation. In addition, the branch was responsible for the development of the budget and strategic program overview for the division. The four program areas within the branch were:

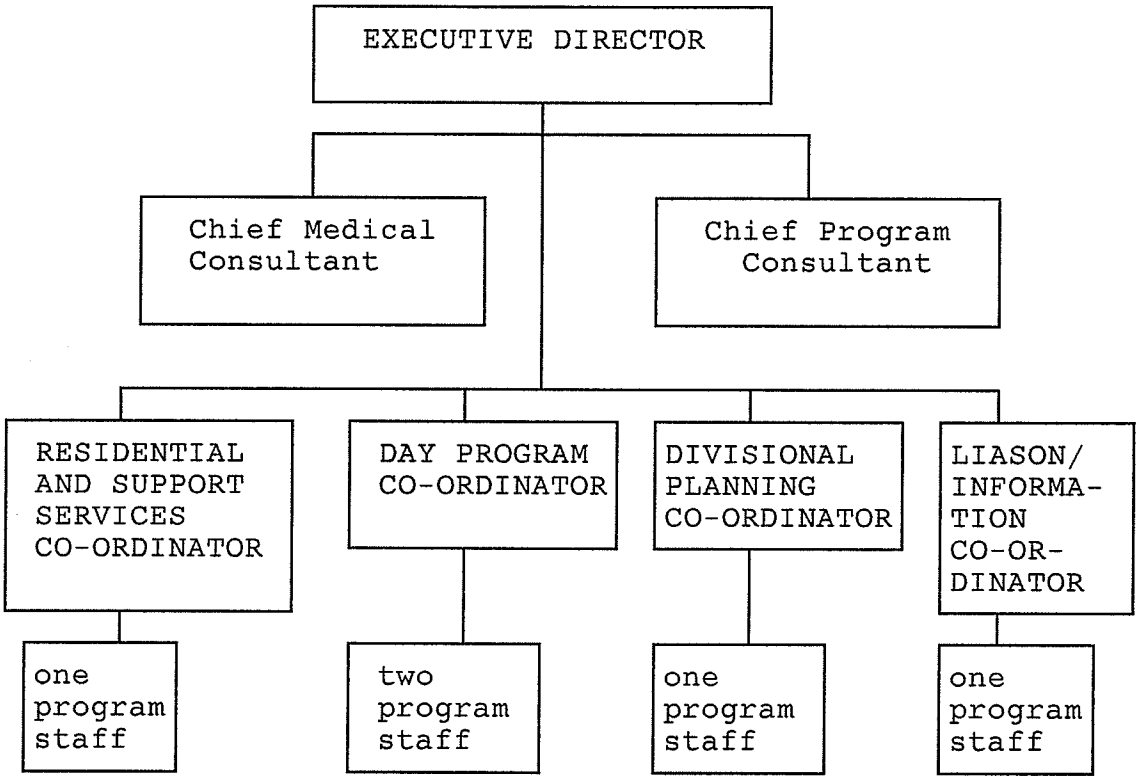
1. Branch Liaison/Information
2. Divisional Planning
3. Day Programs
4. Residential Services

Each program area was headed by a Coordinator who was directly responsible to the Executive Director of Programs Branch. The four program areas represented either a distinct program focus or a specific function of the branch. Staff in the branch Liaison and Information section had the following responsibilities: (1) develop ministerial responses, (2) develop general position-policy papers, (3) represent the branch, division or the department on task forces, working groups or committees, and (4) consult with other program areas and (5) agency relations.

Figure 2 shows the organizational chart of Programs Branch as of February, 1986. The two program areas of Day Programs and Residential and Support Services were headed by program co-ordinators responsible for the following tasks: the development and interpretation of policy, the development of programs and program standards in their related areas, the evaluation and monitoring of such programs, the development of the budget, staff development and comprehensive program planning on an individual, regional and provincial basis. The specific programs under Residential and Support Services were Respite, Additional Care and Support, Crisis Intervention and Supervised

Apartment Living. The specific programs under the Day Program section were Vocational Rehabilitation, Day Programs and Transportation.

Figure 2: Programs Branch: Community Social Services



The practicum experience took place within Programs Branch under the direct supervision of the Planning Co-ordinator. The Planning Coordinator was responsible for a variety of tasks that were division-wide: developing policies, providing consultation on program related decisions, as well as evaluating and monitoring of programs related to the Division. The other major responsibility of the Planning Co-ordinator was to co-ordinate the Divisional

budget and the development of the Strategic Program Overview.

The following were the responsibilities of the Planning Unit:

1. develop options and recommendations on program and policy proposals for consideration by senior officials;

2. prepare and submit position papers, briefing papers, cabinet submissions and policy of legislative revisions for consideration by senior officials;

3. review and develop options, recommendations and general guidelines on matters requiring policy revision or in matters where no policy exists;

4. participate or represent the Executive Director of Programs Branch in presenting reports and proposals to senior officials;

5. assume lead responsibility in preparation of the Divisional Planning Cycle Material;

6. handle inquires initiated by the Minister, Deputy Minister, Assistant Deputy Minister or private agencies regarding Divisional Planning efforts, programs and areas of responsibilities;

7. represent the Department/Division on Commissions, Committees, Task Forces and/or at conferences;

8. provide interpretation of existing legislation of other jurisdictions in comparison with that of Manitoba;

9. assume the primary role in the preparation of the Strategic Program Overview;

10. conduct evaluations, research, exploratory studies and provide statistical analysis as required;

11. participate in the development of the Divisional information system and preparation and distribution of statistical reports; and

12. review and make recommendations on funding proposals and research submissions.

The tasks that affected long term planning were specifically the development of the Strategic Program Overview and the budget. The Strategic Program Overview outlined in detail the specific programs of the Division and the proposed changes over a three to five year period and the budget preparation secured the funding needed to implement such plans.

1.4 Planning Issues

During the selection of the practicum placement, the writer visited several government branches as well as private agencies to decide which placement would be the most challenging. Programs Branch within the Department of Community Services in the provincial government was specifically responsible for services and programs to the disabled. The main planning task, the analysis of respite policy and the development of respite guidelines, represented a subject area familiar to the writer. Thus, the placement was ideal in that it was a new area of practice (policy analysis) but the content of the tasks were familiar (client experience and direct service).

The examination of planning models is an important

aspect of the report. The initial focus is on rationality as a planning model because this perspective influenced the development of subsequent theories. Rationality as a planning model is a helpful guide to practitioners in distinguishing options and identifying issues of service development or policy change. It is suggested that this practicum placement emulated the rational planning model in two respects. The planning process followed the rational planning model in that the goal was outlined with an examination of options to meet that goal. The other major similarity to rationality is the putative presence of centralized power, namely, that government is seen as able to make definitive decisions.

The actual planning process was compared to the other major planning theories which paid attention to values and the role of advocacy and participation. The examination of the process also addressed the differences between a social work perspective and bureaucratic perspective. Finally, the analysis has included the influences of interpersonal relationships and the external environment in planning for respite services.

1.5 Definitions of Respite

Respite has been viewed as relief to parents or caregivers who have dependents with special needs. Respite

has been defined in both narrow and broad terms as implied in the following examples:

> short-term care for mentally handicapped individuals ..to provide relief from continuous care to the primary caregiver [Approved program guidelines for provincial respite program - September, 1985].
>
> temporary care given to a disabled individual for the purpose of providing an interval of relief to the individual's primary caregiver [Cohen:1982:8]
>
> planned or emergency care provided to the disabled individual, in or out of the home for the purpose of providing relief to the family from the daily responsibilities of caring for a developmentally disabled family member [Salisbury and Griggs:1983:51]
>
> relief from duties of care [Guest: 1985]

The rationale for respite is that the ongoing care of disabled dependents can be stressful physically and/or mentally. Without respite, the family unit, and indeed the client, can experience crisis or deterioration in functioning.

1.6 Respite as a General Policy Issue

The development of respite services is a relatively recent phenomenon. The literature on the topic has only been available since the 1970's [Beckman-Bell: 1981; Dunlop: 1976; Hosey: 1973; Knott: 1979; Sullivan: 1979; Thompson: 1982; and Wikler et al: 1981] and specific references to actual or proposed respite policies or programs are limited [Aanes and Whitlock: 1975; Cohen: 1982; 1985; Joyce: 1983;

Raub: 1981; 1981a; Salisbury and Griggs: 1983 and Shettle et al.: 1982].

In the review of the literature, it was apparent that respite was originally established for parents with children with mental handicaps, and that the service was usually delivered in institutional settings such as a hospital or "institution" for the mentally handicapped [Aanes: 1975]. Over time, respite has expanded to different target groups (e.g., physically handicapped, emotionally disabled) and the site of service delivery has varied from the parent's home to community settings such as apartments.

Respite is viewed as a support service, a developmental service and a preventive service. Respite is primarily a support service providing care to the disabled dependent allowing care-givers to have a "break". Respite is one of the primary services that focuses on sustaining the "family unit" thereby maintaining the family living arrangement of the person who has a disability. Time given to parents/care providers allows them to relax, and/or attend to personal or recreational pursuits. Respite is the "one resource or support service specifically designed to help the family in its role as primary caregiver to ...disabled individuals" [Cohen:1982:8]. As parents of disabled children have extra responsibilities and stresses beyond "normal" parenting, respite offers the needed relief to the parent and, at the same time, maintains the continuity of care to the

dependent. These temporary separations which are "normal" in most families are sometimes rare in a family that has a disabled dependent. Special care and the lack of babysitters limit care options for special needs children.

Respite can also be viewed as a developmental service for it provides an opportunity for parents and the dependent to experience new situations separate from one another. The time provided by respite allows parents to meet their own needs and/or spend more time with non-disabled children. The disabled dependent has an experience apart from parents which may allow for new learning and growth.

One of the key functions of respite is to prevent family dysfunctioning or deterioration which may result in the removal of the handicapped individual. Perhaps the most appropriate term to use to characterize the stress of such parents is the "burn-out syndrome". Sullivan defined this term as the "exhaustion of a person's psychological and/or physical resources, usually after long and intense caring"[1979:113]. Without respite, parents may seek out alternate living arrangements for their dependents, relinquish legal guardianship or surrender their child to an institution.

1.7 Respite in Manitoba

In 1986, there were basically three types of funded respite programs in the province - those funded and operated

by government; those funded by government and operated by non-profit organizations and those funded and operated by non-profit organizations.

Respite programs varied according to how and where the service was delivered, who was eligible for the service, and the amount of service offered. Facility-based respite was delivered through hospitals such as the Children's Rehabilitation Hospital, institutions such as the St. Amant Centre[1] and the Manitoba Developmental Centre[2] or community residences run by non-profit agencies. Non-facility based programs were delivered by both non-profit agencies (Community Respite Service Inc., the Independent Living Resource Centre[3] and the Society for Manitobans with Disabilities[4]) and government (the Provincial Respite Program [P.R.P.]).

The Community Social Services Division of the Department of Community Services supported two non-facility based respite programs: the Provincial Respite Program and

---

[1] A residential facility for mentally handicapped children who have significant care needs.

[2] A residential facility for mentally handicapped adults who have significant care needs and/or behaviour management requirements.

[3] A non-profit self-help and consumer controlled organization which offers services and programs for people with disabilities.

[4] A community based non-profit organization that serves people with physical handicaps- children and adults. The services range from therapy, day-care, recreation, vocational rehabilitation to employment preparation services.

Community Respite Services Inc. known as C.R.S.. The provincial program was established in 1977 as part of the Division's mandate to serve persons with mental handicaps. Only parents and more recently, foster parents caring for mentally handicapped children, could have access to the program. The service was delivered in all regions of the province by workers who were hired by regional Community Service Workers. Respite could be received in the home of the dependent or in the home of the respite provider.

C.R.S. was a non-profit organization that was established in 1984 by a group of consumers and parents to deliver respite to families and their disabled dependents. The impetus to develop this service was the lack of respite services for parents with dependents who were physically handicapped.

The early development of C.R.S. started with the Cerebral Palsy Association of Manitoba through two short term employment grants obtained from Student Temporary Employment Program (S.T.E.P.). After the two attempts at serving its own members, the Cerebral Palsy Association made contact with the Muscular Dystrophy Association and the Spina Bifida Association to secure funding for a more broadly based respite service. Together, these organizations secured a provincial employment grant (Manitoba Employment Action Program) from January to June 1983 to provide respite services for their members. From

January 1984 to March 1985, the groups consolidated again to provide respite services for caregivers of the physically handicapped under a federal grant (N.E.E.D., i.e. New Employment, Expansion and Development).

During this time, a strategy was explored to join with other disability related groups to secure permanent funding from the provincial government for respite services to all parents of dependents who had disabilities. After a period of negotiation, the following groups formed a coalition to lobby government for permanent funding:

-The Cerebral Palsy Association of Manitoba;
-The Spina Bifida Association;
-The Muscular Dystrophy Association;and
-Groups representing persons with Prader-Willi Syndrome,multiple sclerosis, autism, heart condition and paraplegia.

The final outcome was a coalition of consumers and parents who were committed to developing and delivering community-based respite services. The new coalition began to lobby government for permanent funding.

It was during 1984-1985 that the provincial government requested that Community Respite Service be evaluated. This was agreeable to the Board of C.R.S. and was commissioned by Community Social Services in July 1984 with the final report submitted in January 1985. The positive evaluation facilitated the approval of short term funding by the provincial government to August 1985. Because permanent funding seemed tenuous, C.R.S. began a campaign of letter

writing to show support of the program. Over one hundred letters were sent by parents, consumers, disabled organizations and as well members of parliament. The lobby effort was successful in securing more funding although it was still for temporary periods.

Respite as a policy issue within Manitoba needs to be addressed. As a policy issue, respite was affected by the commitment of the government to support community based services and its support for the movement of de-institutionalization. Within the Department, the issue of respite was also affected by the fact that it was a new program area.

Within the two branches, respite was a relatively new program. It was also considered a "soft" program, a support/developmental program where as the other programs were crisis oriented or provided support for the basic living situation of the individual client. These lower priorities were reflected in the budget for respite. For example, actual expenditures for community residences in 1986/87 were $4,098,100, for prevocational day programs, $4,973,200, and for the provincial respite program, $326,200.

As noted, respite was a relatively new policy issue both within government and the private sector. Relationships between programs were not clearly defined and target populations and program eligibility criteria were at times

over-lapping. What was clear was that there were major differences between government and C.R.S. in the program definitions of respite. C.R.S. defined respite in the broadest terms allowing for "respite" for semi-dependent adults. Community Services interpreted respite to be a service only to parents or substitute caregivers (e.g., foster parents). How government would ultimately define respite would be determined by how much profile it wanted to give respite services and how much money it wanted to spend.

External factors also influenced the planning process. The influence of C.R.S. was magnified by the support of its program by other service providers, politicians and the clients themselves. The lobby effort of C.R.S. succeeded in getting government to consider permanent funding of the agency and also raised the issue of program standards for both services.

1.8 The Organization of the Report

The purpose of this practicum report is to describe and analyze a unique planning experience within government.[5] In fulfilling this objective, it was important to discuss planning experience and how it related to planning theory and planning reality. In the first chapter, the writer reviewed the overall objectives and goals of the practicum

[5] The description of the practicum placement has been written in the past tense for ease of reading.

experience, described the setting and discussed the issue of respite from the general to programs specific to Manitoba.

The discussion of planning theories and planning realities is the subject of the second chapter. The chapter begins with definitions and an historical description of planning theories. With the importance of city planning in the 1900's, planning emerged as a profession. The emergence of rational planning as a model proved to be the catalyst for the development of subsequent planning theories. In addition to the discussion on rationality, the writer examines the internal and external factors affecting bureaucracy that enhance or impinge upon the planning process. Some of these factors are the planning cycle, the structural constraints of bureaucracy and the political and public pressures upon bureaucracy. As well, the writer discusses how these issues relate to social work as a profession.

The third chapter outlines in detail the process of the planning that took place during the practicum. The writer describes the tasks completed and the decision-making process that transpired during the eight month period. Organizational and structural influences, external pressures and relationship factors are also described.

The fourth chapter concerns the analysis of the planning process. The analysis is structured from several perspectives. The general planning process is analyzed vis-

a-vis planning theories with special attention to several points. First, the planning process is analyzed in regards to the restraints of bureaucracy. How did bureaucracy affect the planning process? The second factor discussed is the effect of interpersonal relationships on planning. How did the relationships between the key actors affect the planning process? The third issue discussed is how external influences enhanced or restricted planning. The bureaucracy is very much affected by the external environment. How was this planning experience affected by the clients or other organizations involved in the planning area? Finally, professional issues such as values and ethics in planning are discussed as they pertain to planning in this bureaucracy.

Evaluation is the topic of chapter 5. The evaluation process comprised different components. First, the writer discusses the practicum experience from a social work perspective. Second, the author presents the responses to a questionnaire from colleagues and peers that rated the writer's performance. The results also incorporated the ratings and comments from the writer's supervisor. The last part of the chapter relates to an evaluation of the planning outcome and how that outcome relates to the specific learning objectives outlined in the first chapter.

The final chapter summarizes the report and presents recommendations. The recommendations emphasize involving

clients, service providers and program specialists in the planning process. Specific to social work education is the need for more attention to planning theories within the social work curriculum as well the inclusion of courses on ethics /values and public administration.

Chapter 2

Planning Models and Planning Reality

2.1 Introduction

Planning theories have been described, analyzed, dissected and criticized from a variety of perspectives. In theoretical work, as well as case studies, rationality is viewed as the model either to follow or avoid. It is therefore important to understand the essence of rationality as a planning framework. Essentially, rationality is a logical and systematic approach to problem-solving. Rationality also represents a broader paradigm that symbolizes the culmination of a particular set of implicit and explicit values and approaches. Most of the criticism in the literature relates to the rational paradigm.

The historical examination of planning as a profession reveals the key factors that gave rise to the rational model of planning. The model was judged more for what it implied than for what it said. The historical depiction also gives some insight into the subsequent opposition to rationality. It is important to understand these criticisms because they represent the reasons why alternate planning models were developed.

In addition to examining the development of rationality and the other major planning models, this chapter focuses on respite as a policy area and discusses key factors

influencing the planning process both within and external to bureaucracy.

2.2 Definitions of Planning

Planning has been viewed as a process, a task and as an outcome. Gilbert and Specht [1977:1] define planning as a process:

> Planning is the conscious attempt to solve problems and control the course of future events by foresight, systematic thinking, investigation and the exercise of value preferences in choosing among lines of action.

The definition offered by Wildavsky [1977:302] is similar in emphasizing planning as a process focusing on control:

> Planning...is able to control the future through present acts; the more future results are controlled, the more one can be said to have planned effectively.

These definitions are similar to the one offered by Pollard, Hall and Keiran [1979:23]:

> Planning... is the process of designing a course of action to achieve ends.

This definition is results-oriented implying control of the means. The following is offered as a definition that reflects the complexities of planning as a process:

> **Planning is a deliberate, ever-changing process that is future-, value- and end-oriented.**

The proposed definition relates the planning process to future endeavors but incorporates the idea that the process always changes and is influenced by value orientations.

Planning represents conscious action toward a future end. However, the process may be volatile and may change the intended outcome during the course of events.

> Planning is, after all, never truly finished, since changing circumstances will modify the plan, just as planning will modify the circumstances [Applebaum:1978: 229].

In the discussion of planning in the literature, reference is made to planning models and paradigms. It is necessary to discuss some relevant background and other pertinent terms to comprehend the differences.

Social theories have been defined as axiomatic statements or propositions that are interrelated [Eshelman:1969:13; Hill and Hanson: 1968:486; Rodgers:1968:499]. Theories then represent definitive statements linking causes and effects that relate to social phenomenon.

A conceptual framework is defined as a "cluster of interrelated but not necessarily inter-defined concepts" [Hill and Hansen:1968:487]. From this perspective, planning theory in a strict scientific sense does not exist. Planning "theories" for the most part tend to be descriptive in nature and at best represent a conceptual framework or paradigm [Cartwright:1973; Daley:1978; Davidoff:1973; Forester: 1980; Friedmann:1973; Hemmens:1978; Hudson:1979; Rittel and Webber:1973].

Paradigm is a term that requires some discussion and clarification. As defined by Kuhn, [1962:175], paradigm has

two basic meanings:

> 1. The entire constellation of beliefs, values, techniques, and so on shared by the members of a given community.
>
> 2. ...one sort of element in that constellation, the concrete puzzle-solutions which...can replace explicit rules as the basis for the solution.

Much of the discussion of planning as a theory in the literature relates to the analysis of rationality as a paradigm as described in number one above. A paradigm is a more global term that not only includes the framework of planning but also represents the way problems are perceived and subsequently analyzed. What rationality symbolizes is criticized rather than rationality as a "model" for problem-solving or decision-making. Planning is more than just planning steps or procedures. Planning represents the culmination of value perspectives, conflict, budgetary limits and societal and political viewpoints.

Another dimension of "theory" classification relates to Hudson's distinction between procedural and substantive theories [1979:387]:

> 1. Procedural Theories: refer to the techniques and conceptual models that define the work of the planner.
>
> 2. Substantive Theories: refer to theories that deal with the cause or nature of the social problems and phenomenon...

These definitions illustrate the difference between the day-to-day methodology and the value perspective of the planner. The former relates to the techniques used in implementa-

tion/practice while the latter definition resembles a paradigm as defined by Kuhn. For example, poverty could be viewed as individual lack of initiative or the result of systemic barriers to opportunities or resources. Planners condoning either perspective may use the same methods (e.g., impact study) in their analysis of the problem although the assumptions about poverty are different and the outcomes will probably be different as a result.

Another dimension of planning often referred to in the literature is the difference between descriptive versus prescriptive (normative) models. It has been noted that although most of these "theories" are in fact only models, the literature from time to time refers to theories. Descriptive theories purport to "describe" how planning actually takes place. Prescriptive theories outline the way planners ought to plan. Hogwood and Gunn [1984:43] discuss the distinction and view descriptive models as helpful in describing, understanding or explaining complex social phenomenon. The cautionary note is the tendency of such models to simplify. "The more complex the phenomena to be represented, the greater will be the tendency toward selectivity, simplification and generalization in the making of models" [Hogwood and Gunn:1984: 43].

Similarly, Argyris [1982:85] differentiates between **espoused** theories, which are those theories the planner or professional professes to use in practice and **theories-in-**

action, which are theories that the planner or professional actually adheres to in practice. For example, planners can speak of citizen participation but not do it. Thus theories-in-action are really descriptive theories while espoused theories are more prescriptive.

The different perspectives on planning is confusing relating to a description of the actual planning process to the ideal planning process.

> Unfortunately, it is often not clear whether the statements of these theories are presented as descriptions or prescriptions. In other words, there is confusion over whether the theories are intended to describe how governments actually make decisions or whether they are statements of how decision making ought to occur[Adie and Thomas:1982:96].

The literature speaks to what planners actually do, what planners say they do, what planners should do, and a broad discussion of how planners perceive problems and do their work. The relationship of the varying planning models is displayed in Table 1.

TABLE 1: SUMMARY OF PLANNING MODELS

THEORY LABEL	DESCRIPTION
"THEORIES IN ACTION" DESCRIPTIVE THEORIES	WHAT PLANNERS DO WHAT PLANNERS DO
ESPOUSED THEORIES	WHAT PLANNERS SAY THEY DO
PRESCRIPTIVE THEORIES	WHAT PLANNERS SHOULD DO
SUBSTANTIVE THEORIES PARADIGMS	HOW PLANNERS PERCEIVE AND SOLVE PROBLEMS

It matters that there is an understanding that what is done in planning actually reflects paradigms of planning. In other words, what we do as planners symbolizes how we see the problem, the limitations of the process and ultimately the outcome. Recognizing this then allows the process to be analyzed and commented on regarding the ideal process, a process for which we should all strive.

2.3 A Historical Perspective on Planning

The examination of planning from an historical perspective must involve an overview of the key concepts - positivism, rationality and objectivity. These concepts not only shaped rationality as a paradigm and planning model but also subsequent models.

Positivism was introduced by Comte in his work, Positive Philosophy. Comte believed that the scientific methods used in the study of chemistry or physics could be used in the study of human behaviour. Scientific knowledge was seen as the superior way of knowing and understanding society [Bierstedt: 1959: 185-22; Coser:1971:3-41]. Not only did Comte perceive scientific knowledge as the path to knowledge and understanding but he also believed it was the basis for predicting behaviour and designing society. Positivism was a liberating concept as knowledge was historically based on superstition, tradition or faith.

Closely tied to positivism is the concept of rationality as developed initially by Weber and subsequently expanded upon by as Mannheim and Parsons. Weber discussed the concept of rationality at length and its linkage to values/ethics. Weber distinguished between goal-oriented rationality and value-oriented rationality [Coser:1971:217]. Goal-oriented rationality refers to the purposeful selection of the ends and the means. Value-oriented rationality refers to the rational means to an end which itself may be rational or irrational but is pursued in a rational way (e.g., suicide may be considered irrational but can be pursued in a very methodical way by the person).

Weber examined the issue of value neutrality which is closely linked to the idea of objectivity. He clearly distinguished between the realm of facts and the realm of values. Ethical neutrality was viewed as "holding one's values in abeyance while scientific procedure was being followed" [Coser:1971:221]. Thus, Weber viewed empirical science as showing "what is" whereas values influence "what is" interpreted.

Mannheim expanded upon rationality. He explored more closely the connections with the means and the ends by distinguishing between substantive rationality and functional rationality. Functional rationality was viewed as "the organization of series of action in such a way that they are highly calculable and efficient" [Coser:1971:438].

Functional rationality was viewed as crucial to the rise of mass society and bureaucracy. The efficient relationship of means to the ends is the essence of this concept. Substantive rationality refers to the acts or thoughts giving credence to the end. In other words, the appropriateness of means and the introduction of values was the basis of this latter concept. Mannheim was pessimistic about functional rationality and saw it as an alienating and fragmenting process within society [Coser:1971:438].

The emerging importance of and need for rationality as the basis of planning was highlighted in the 19th century with the emergence of industrialized cities. A systematic technical approach to problem solving was based on the ideas of Comte and Weber. Klosterman [1978:51-69] postulates that the planning profession grew out of the two traditions of rationality and the commitment to change. Over time, planners as well as other professionals spent more and more time perfecting their methodology or techniques. The need to legitimize the various disciplines such as psychology and sociology led to the increasing reliance on the technical aspects of their methodologies. Today, the tendency is to generate objective measures to validate research and knowledge along with empirical tools such as cost-benefit analysis and impact studies. The main purpose of such efforts is to develop effective policies and programs as well to evaluate them once implemented.

> The assumption that planning should be limited to the factual consideration of means reflects, if unconsciously, the long-standing and extremely influential positivist view that empirically based sciences provide the only means for obtaining systematic and reliable knowledge [Klosterman:1978:57]

From this brief history, it becomes clear that the veneration of scientific knowledge and the introduction of functional rationality was a paradigm shift from a past which emphasized tradition, authority and superstition. It is quite understandable why social scientists expanded on this theme in their work and actions by developing new "theories" that could explain social phenomena in a more logical fashion.

2.4 Rationality and Other Planning Models

Rationality as a procedural model is well defended by various writers and disciplines. The main phases of the rational planning model can be outlined as follows:

1. goal setting;
2. identification of options to meet these ends;
3. the evaluation of the means against the ends; and
4. the implementation of the decision.

These basic steps have been described elsewhere [Richardson and Baldwin:1985:42; Applebaum:1978:219; Carley:1980:11; Kahn:1977:78-86]. Support for the rational planning model is widespread [Gustafsson: 1979; Carley:1980; Rothblatt: 1971; Wildavsky:1979; Harris:1978 and Keating:1978] although

the advocates acknowledge some of the inadequacies in the model and the implied values of the rational paradigm.

Despite some weaknesses, the rational planning model is useful in several ways [Carley:1980]. The model encourages the systematic collection of information focusing on defined social phenomena. The model facilitates the analysis of program efficiency and the explicit presentation of data. Wildavsky [1979] sees the rational model as systematic, efficient, coordinated and consistent. Other authors support the model and have expanded it to include value perspectives [Gustafsson:1979:421; Harris:1978] and citizen participation [Keating:1978; Hogwood and Gunn:1984]. The rational planning model can "depending on the problem, at best approach a solution and at least offer a valid, if incomplete, perspective to assist decision-making" [Carley:1980:34].

Much of the criticism of rationality is based on its implicit meaning rather than the actual framework. Thus, in many ways, the paradigm reflects the implied meaning of rationality in which it is viewed as an ideological category [Goldstein:1978 :256]. Rationality as a model has the image of being a comprehensive and objective process. This implied objectivity and professionalism increase the respectability and authority of planners and hence encourage a centralized planning process. The criticisms of rationality represent a range of views but concur on many

of the major faults [Applebaum:1978, Keating:1978, Burton:1978, Fainstein and Fainstein:1978, Goldstein: 1978, Niebanck: 1978, Friedmann: 1973; 1973a,1975, 1977, Carley:1980, Braybrooke and Lindblom:1963, Etizoni: 1973]. The main criticisms can be listed as follows:

1. facade of objectivity;
2. facade of comprehensiveness;
3. separation of ends and means;
4. predictability; and
5. centralized power.

The emphasis on objectivity can give the impression that the planning process is devoid of the value perspectives of the planner and other parties to the planning process [Carley:1980:71; Klosterman:1978:38; Gunton:1984:400; Rein:1977:309; Fainstein and Fainstein:1978:13]. It is argued that the planning process is greatly influenced by the values of all participants including the planner. Some critics believe that the rational planning process is used to give the impression of the planner's objectivity or neutrality:

> Planning offers the <u>image</u> of being a politically neutral activity. To the extent that the public accepts this manipulation, planning abets an overall tendency in modern society toward depoliticalization-toward the rational, bureaucratic management of fundamentally political problems [Applebaum:1978:213].

The planning process cannot be devoid of values. The very essence of being human is to perceive from a value framework. Value orientations, however implicit or

explicit, are integral to the planning process. The purely neutral planner doesn't exist. In fact, it can be argued the planning task involves identification of the operative values so the outcome of the planning process is clearly understood in their context. It can be said that the planner's "most difficult task is identification of their own values, along with an understanding of how these values blatantly and subtly bias analysis" [Rein:1977 :309]. It is because planners do not often acknowledge such values that Schon[1980:5] spoke of the "normative leap". In his examination of reports and their recommendations, Schon noted that seldom did the recommendations "fit" the data. The existence of value orientation can account for this shift.

The second major criticism of rationality is that the process is falsely believed to be comprehensive and all inclusive. The model assumes that all solutions will be considered with the best means to the desired outcome to be selected. Throughout the literature, it is agreed that unless the problem is very simple, it is virtually impossible to consider all options in a comprehensive way [Cartwright:1973 :185; Applebaum:1978; Braybrooke and Lindblom:1963:83; Gustafsson:1979:421; Etzioni: 1968; Rittel and Weber: 1973]. There are several reasons to support this assertion. Pragmatically, the restraint of time and money negates a full examination of options. Second, the

definition of the problem can change over time. The original perception of the problem can become more defined and shaped by the planning process itself. Thus, in the final analysis, the fluctuating nature of problems and the reality of external factors such as time, money and politics limit the range of options that can be considered.

The third criticism of rationality regards the dichotomy between ends and means. The rational planning model highlights the selection of various options to achieve a given end. The implication is that the means are objectively analyzed in order that the 'best' solution is selected. This assertion about planning has been criticized for its naivety for in reality....

> the net result is a reciprocal relationship between means and ends or between policies and values that is different from that envisaged in the synoptic ideal [Braybrooke and Lindblom: 1963 :93].

The assertion by several authors [Applebaum:1978 ; Goldstein: 1978; Schon:1980; French:1980:150; Klosterman:1978:38; Friedmann and Hudson:1975 :154; Rein:1977:299] is the opposite - that the means and the ends are synthesized; they cannot be separated. The outcome is influenced by the process and the process affects the outcome. Values (ends, goals, objectives) cannot be separated from the means (policies). This discussion is quite evident in the literature pertaining to values/ethics and planning [Bolan: 1985; Braybrooke and Lindblom: 1963:

75; Rein: 1971]. Bolan speaks "teleology" and "deontology". Teleological discussions reflect the ethics of the ultimate ends versus the ethics of responsibility in actions - the rightness or wrongness of actions to an end. "Good ends cannot be justified by wrong actions" [Bolan:1985:75]. This is further supported by Rein [1971] who speaks of the values/ethics of the planning process.

> The instruments of intervention to reduce poverty or inequality are as sacrosanct as the ideals they service, for the ideology of means is as formidable as the ideology of ends [Rein: 1971:299].

The fourth criticism concerns the exclusiveness and predictability of the model. It is implied that once <u>all</u> the options have been examined and the <u>best</u> option has been selected, the problem will be solved. Rational planning itself has been viewed as a solution to problems but critics have perceived the model as static and unable to adapt to a rapidly changing environment.

> One of the problems with the application of rational techniques is that they tend to be viewed as models to be used as surrogates for the problem at hand.[Carley:1980: 33].

The final criticism of the rational planning paradigm has been that it centralizes power with limited participation. Because planning is seen to be a "professional" and technical activity, the planner maintains a powerful role in the planning process. In some planning exercises, this means limiting the input of others such as

consumers of service or agency representatives. Controlling the planning process will influence the outcome. This control is often time seen in the attitude or behaviour of the planner.

> Technically-oriented planning may effectively but unintentionally communicate to the public "You can depend on me; you needn't get involved; I'll consult you when appropriate [Forester:1980:282].

The disparagement of rationality has resulted in the development of other planning models. Some of these models are descriptive. Other models are prescriptive in nature and outline the steps that should be incorporated in a planning process. Hogwood and Gunn [1984:43-44] see rationality as an ideal type - a model to approximate rather than to achieve fully.

One of the biggest criticism of rationality is from Braybrooke and Lindblom [1963] who speak of **disjointed incrementalism**. They see planning as a series of adjustments to the status quo. The result of the planning process is what is acceptable not what is ideal or optimal. They also contend that planning entails bargaining and negotiation between conflicting interests. They see planning as a series of maneuvers between vested interests culminating in the plan of least resistance. Braybrooke and Lindblom firmly believe in Herbert Simon's notion of "satisficing" which means seeking a tolerable level of satisfaction in the planning process. Incrementalism also

means the analysis of options in relation to the status quo and is viewed as a descriptive planning model - describing actually what takes place.

> Policy analysts always begin somewhere, not ab nihilo as when God created the world [Braybrooke and Lindblom:1963: 83].

Lindblom and Braybrooke admit to weaknesses in their analysis in not being able to explain the more global decisions (e.g., war) that are made by decision makers but they maintain that incrementalism describes most of the planning that takes place.

Mixed-scanning is the decision-making model developed by Etzioni in an attempt to synthesize both rationality and incrementalism [1977;1968]. The analogy used by Etzioni to describe this decision-making process is the military scanning the countryside for potential danger and then focusing on specific areas or checking the area in small increments - bit by bit. Basically, the theory differentiates between "contextuating (or fundamental) decisions from bit (or item) decisions" [1968:283]. Thus fundamental decisions can be made (e.g., decentralizing child welfare services) and then detailed decisions have to be made as to how and when. Etzioni is critical of incrementalism which he sees as "drifting, to action without direction"[1968:290]. It is maintained that fundamental policy making is required especially in environments that are rapidly changing.

Another group of planners known as "social learners" [Gunton: 1984:41] are also critical of rationality [Bolan:1971;1980; Argyris: 1974;1980; Schon: 1971;1980;1983; Forrester:1980; Klosterman:1978]. The development of different planning models by these writers was in response to the disjointed and alienated planning process of incrementalism and rationality respectively.

One of the earlier writers in this area is John Friedmann [1973] who developed the transactive model of planning. To Friedmann, the planning process represents the culmination of the interaction between the planner and the clients. Friedmann asserts that planners contribute concepts, theory, analysis, processed knowledge and systematic techniques. Clients contribute experience, values and priorities, judgments and operational details. This planning model clearly shifts from a technical rational model to a model where planners are required to utilize their interactive skills as well as their expertise. This model more closely approximates a social work perspective as the technical skills and knowledge are wedded to those needed for effective interaction with clients.

Schon and Argyris developed their "social learning" model in books published in 1974 and 1978. In subsequent writings [1980 and 1983], Schon expands upon the planning model. He highlights the differences between the social learning model and the rational model. Model I, which is

similar to the rational planning model, emphasizes control by the planner. Model II, as espoused by Schon, includes value orientations, the maintenance of quality and ethical work in candid interactions with clients. Model II does not abandon rationality but it synthesizes the value/ethical perspectives in dealing with clients.

> ...rationality ...is seen as having both intellectual and emotional components; where understanding the economy of action is valued; and where spontaneity is valued to the extent that it does not inhibit one's own and other's effectiveness [Argyris and Schon:1974:109].

The advocacy model, as developed mainly by Davidoff [1969] and expanded by Reiner [1973] presents an alternative to the social learning model. Their prescription for planning stresses the issues of participation and control. Supporters of this model state that non-conflictual interaction between the planner and the clients does not reflect reality. Rather, conflict between the parties is more the norm because of value and power differences. Values and conflict are seen as essential elements of the planning process. Planners are seen to be advocates for clients and if not, clients must be able to have access to the decision-makers. The authors believe this position to the point that they encourage clients to write and submit their own briefs and documents if they disagree with the planner's position. At a community level, this approach may be operational with the planner hired and working for the clients ("the Community") however, it is difficult to

visualize community access to central decision-making bodies within government. Critics of the advocacy model [Mazziotti:1974; Keyes and Teicher: 1970 and Applebaum:1978:233], mainly Neo-Marxists, see clients as being co-opted into the political process as defined by the system. Critics state that clients will be spending all their energies on bureaucratic requests or demands and not trying to change the system by political means.

Radical planning is espoused mainly by Neo-Marxists [Fainstein and Fainstein: 1978; Harris: 1978; Keating:1978; Applebaum: 1978; Grabow and Heskin:1973; and Goldstein:1978]. Although the Neo-Marxists are critical about planning and planners, they offer no alternative. The Neo-Marxists are in a quandary for they see planners and the planning process as the tools of bourgeois capitalism. The approach in the literature seems to be two-fold: a criticism that change at a macro level is sabotaged by the bourgeoisie and that change at an individual level must be paramount to "real" change. This latter change is reflected in the transferring of power (decision-making) from the planners to the affected community [Grabow and Heskin: 1973:109; Dyckman: 1969:400; Keating: 1978:91; Applebaum:1978 and Daley:1978] and is demonstrated by the following example.

> Society must be reorganized so that the maximum number of decisions possible can be within the effective reach of as many people as possible [Grabow and Heskin:1973:109].

In summary, the writer reviewed concepts related to the planning literature. The historical context of rationality as planning model as well as the subsequent emergence of rationality as a paradigm was discussed. Other planning models were presented and examined in relation to rationality. These included the incremental, mixed-scanning, transactive, advocacy and radical models.

2.5 Planning Issues

The focus of the practicum placement was primarily on the development of "respite guidelines" to encompass the two funded programs under Community Social Services - Community Respite Services and the provincial respite program. The task was narrow in that it focused only on respite guidelines within the Division. Thus, as a policy initiative, the plan to develop respite guidelines was set within the parameters of the Division's mandate and was hastened by the lobbying effort by Community Respite Service for permanent funding.

Policy development can be categorized by political perspectives. Nagel [1984] identifies four main principles used in the development of policy:

1. Pareto's Optimum: Basically, this axiom states that "no policy should be adopted if it results in anybody being worse off than he or she was formerly" [Nagel:1984 :90].

2. Rawlsian Principle: This option improves the situation for those least well-off on whatever value is involved.

3. Utilitarianism: This option is choosing that policy which promotes the greatest happiness for the greatest number of individuals.

4. Maximum Societal Benefit: This option attempts to achieve maximal societal benefit minus societal costs.

The first option seems to be the least threatening and thus ineffective in terms of change as there is minimal redistribution of resources: those with the most still maintain the most. The second option involves the principle of equity where those with least resources/power are compensated for such inequity. Utilitarianism reflects a generalized increase for most persons where the greatest number benefit. Nagel states the final policy principle combines the efficiency of the Pareto optimum, the effectiveness of the utilitarianism and the equity of the Rawlsian sensitivity. The fourth principle seems to suggest a principle of justice to all, but with appreciation of overall costs to society and that some people require increased benefits to equalize their situations.

These principles are reflected in various forms in ethics and professional statements. Although the principles for selection of policies are seldom so clear, they are somewhat reflected in the mission statements, goals of the department, individual values and in the political priorities which emerged in this policy field.

2.6 Planning within Bureaucracy

The term "bureaucracy" has the connotation of a large organization that is almost an entity onto itself. An ideal type is an analytical construct which approaches a "pure" model. Weber saw bureaucracy as an "ideal type" with the following characteristics: organized according to rational principles based on a hierarchal order operating on impersonal rules and regulations [Coser: 1971:223]. Some writers still support the Weberian definition. Goodsell [1983] in his book, The Case for Bureaucracy, defines bureaucracy as American public administration which is shaped by the following characteristics: large size, hierarchy, formal rules, the use of written file, and full time staff who have explicit duties that require some specific skills and/or knowledge. Downs in his book, Inside Bureaucracy, acknowledges the relevance of the classic Weberian traits. Downs views bureaucracies as having at least four characteristics [1967:24-25]:

1. large - each person knows less than half of the other members;
2 majority of workers are full-time;
3. hiring is based on past performance and some type of merit system; and
4. the majority output is not evaluated directly or indirectly by external markets.

Size, hierarchal staffing and complexity seems to be the key attributes of bureaucracy.

Behaviour in the bureaucracy is affected by certain expectations. The literature from the public administration

field is full of references to ethical conduct and the application of a code of ethics within government [Eddy:1983; Tannebaum and Davis:1978; Bowman:1981; Clarke:1967; Donaldson:1980; Kernaghan :1985; Monypenny:1953; Walton and Warwick:1978]. The discussion is usually from a management perspective relating to the conduct of the employees and focusing on the role of the manager in facilitating compliance with the ethical code:

> Managers as moral custodians of collective goals, are strategically placed to recognize factors that promote and inhibit ethical behaviour [Eddy:1983: 95].

The standard guidelines for behaviour in public administration are common-sense principles, truthful behaviour, serving the "public interest", fair and equitable treatment of the public and the restraint on the abuse or misuse of power. The following values were suggested by Eddy [1983] as a paradigm for public administration: liberty, community, justice and quality of service.

How do the characteristics of bureaucracy and the ethics of public administration affect behaviour within bureaucracy? The structure of bureaucracy affects employees in setting the allowable limits for behaviour. Downs in his book, Inside Bureaucracy [1967: 2], outlines three hypotheses relating to the motivation of bureaucrats. Summarized, Downs postulates that bureaucrats (1) pursue their goals rationally and (2) have their own complex set of goals. The third postulation is that the social

functions of the bureaucracy affect the internal structure and behaviour of bureaucrats.

2.6.1 Internal Organizational Issues

Within bureaucracy there are organizational constraints placed upon the planner which may result in conflict for the employed professional. The basic conflict can be summarized by differences between what is valued by professionals and what is valued in bureaucracy. Professionals tend to value equality, collegiality, nonhierarchical structure and participative management [Middleman:1985 :213]. Instead, the bureaucracy is characterized by centralized authority, differential power and emphasis on uniformity and standardization. The structure is thus a source of conflict for employed professionals although some may accommodate themselves to the bureaucracy.

There are several areas where the professional may be in conflict with the bureaucracy. The main areas of conflict can be listed as follows [Scott:1966:265]:

1. resistance to bureaucratic rules;
2. rejection of bureaucratic standards;
3. resistance to bureaucratic supervision; and
4. conditional loyalty to the bureaucracy.

Scott states that resistance by professionals within bureaucracies is enhanced by the differences in how professionals and bureaucrats do their work. Professionals are accustomed to being responsible for complete tasks,

whole caseloads, total assignments. They are used to the responsibility of the position and, with it, the discretion of selecting the means to an end. In contrast, in bureaucracy, the development of an idea and its ultimate implementation is done by many persons in the bureaucracy. Submissions are on behalf of the government not an individual, the final policy is government's. Bureaucrats are trained by function thus the task assignment, for the most part, is fragmented. Independence is contrary to bureaucratic norms as a bureaucrat is " only evaluated on his conformity to or deviation from the rules that control his performance" [Scott: 1966:270]. Being independent and adherence to professional guidelines can become a source of irritation to senior managers.

Scott sees standards of training as possibly conflictual. Professionals receive generic training and are cloaked in an ethical code that can be applied to the broad range of tasks/jobs in which they may be engaged. Skills and specific knowledge are to be generalized to the workplace. In contrast to the specialists, Downs states that professionals tend to possess the types of skills that ensure mobility. Downs [1967:94] called professionals "jump-oriented climbers". Scott sees bureaucrats as generally trained on the job with specific roles and duties. The bureaucrat is indoctrinated into the system with it's specific regulations and norms of behaviour.

The supervisory conditions within bureaucracy are the third source of conflict cited by Scott. Professionals tend to view supervision as a opportunity for guidance, consultation and professional learning. Supervision in bureaucracy is viewed as an overview of tasks done and tasks to be done. The relationship is strictly a power relationship in which the supervisor has power by virtue of position. Hierarchical position rather than expertise is the determining factor in control and authority.

The issue of competence and the work quality can lead to the conditional loyalty of the professional. Professionals can be loyal as long as the organization and the work "fits" with the norms and principles of their practice. Adhering to professional guidelines could become troublesome as the professional as planner.....

> may incur the wrath of his bureaucratic superiors but will at the same time gain the support from his professional colleagues both within and outside the organization [Scott:1966:271].

In addition, professionals use other professionals as their reference group while bureaucrats use each other within the hierarchy as their reference point. This means that many professionals may see their jobs as temporary changing roles across systems while bureaucrats will seek promotion within the hierarchy.

2.6.2 Relationship Issues

Relationships within bureaucracy often reflect the organizational structure. The organizational structure outlined in Chapter 1 is hierarchical and formal in nature. However, as with all organizations, accompanying the formal roles and communication system are the informal arrangements. Downs in his book, Inside Bureaucracy, states that informal structures are developed to serve the member's personal needs [63] and/or developed "as means of implementing the organization's goals by filling 'gaps' in the formal rules, or adapting those rules to fit peculiar situations"[63]. The characteristics of the internal bureaucracy mirror the formal and informal rules, communications and authority structures with "intensive personal loyalty and personal involvement among officials, particularly in the highest ranks of the hierarchy"[49]. The informal structure and communication system can compliment and enhance the formal system however, if this informal system is not developed then the formal structures are relied upon.

Several writers have commented on personal relationships within bureaucracy and how they influence the tasks at hand [Scott: 1966:274; Downs: 1967:67]. The intense work, the long hours, and the required commitment to survive demands that individuals give "all" to the job. The involvement in a small circle of peers and fellow employees

requires trust to ensure effective and efficient completion of tasks. Trust is based on loyalty that allows for full candour in working relationships. Insistence on personal loyalty is seen as a universal phenomena in bureaucracy by Downs [1967: 72]. He also points out that there are several disadvantages to such loyalty. These are:

1. the removal of the leader will cause disruption and a new leader will want to replace major subordinates;

2. second-rate subordinates who unquestionably defer their own interests; and

3. the leader is reluctant to replace the 'old guard'.

Communications in bureaucracy like relationships can be formal or informal. Downs categorizes informal communications as "subformal" and distinguishes two categories: informal communication following informal channels or informal communication following formal channels. Informal communications would be the off-the-record conversations, discussions over new issues, sharing ideas with people etc. Formal communication follow formal lines of authority and are part of the permanent record. The extent of the subformal communication system is dependent on the degree of interdependency among activities within bureaucracy, the degree of uncertainty, the amount of time pressure, the extent of conflict and the stability of relationships [Downs: 1967:114-115]. Thus, bureaucrats may use the formal network in an informal way (e.g., phone

conversation) followed up with formal communication (e.g., memorandum). Bureaucrats may also utilize their friendships and connections to cross the formal structure for information (e.g., calling people in other Branches or Departments).

In this section, the relevance of the types of relationships within bureaucracy were presented. The conditions that facilitate formal and informal relationships were stated. It seems that informal relationships can be seen as enhancements to the existing formal hierarchical structure and communication system. However, various factors can promote or inhibit the development of the informal relationship as presented by Downs. Planning is usually a multi-faceted activity and would require co-operation and co-ordination. No doubt subformal communication would enhance the process and strictly formal procedures could slow the process immensely.

2.6.3 External Issues

External issues related to the planning process is examined through the role of agencies/groups play in that process. External groups try to influence government to affect policy. The status of these groups can vary because of social, economic and/or political factors.

Kernaghan [1985] found that most groups direct their lobbying efforts towards bureaucrats - the professionals and

technical experts. Some groups will lobby politicians directly but usually at last resort. If lobbying efforts fail with bureaucrats and the incumbent politicians, then groups will often resort to 'going to the opposition', the press, begin a letter writing campaign, sign petitions and organize protest marches. When lobbying tactics have been successful, government may involve citizen groups in the planning process.

Citizen participation is a popular term used by governments to illustrate the sharing of decision-making with it's constituents. Adie and Thomas [1982: 339-340] present three areas citizens attempt to influence:

1. policy making aspect of public administration;
2. policy implementation aspect of public administration;and
3. synthesis of one and two.

They point out that most citizens when trying to affect policy are attempting to influence the making of policy rather than the implementation of policy. For example, there may be much support from various groups for free-standing abortion clinics but these groups may not necessarily want to run them.

Other aspects of citizen participation - citizen action and citizen involvement - have been defined by Herman and Peroff[1983: 458]: citizen action and citizen involvement. Citizen action is the bottom-up participation where citizens determine the purpose and mechanism of participation by protests, public advocacy and civil disobedience. Citizen

involvement is viewed as a top-down approach "initiated and controlled by government agencies to improve and/or gain support for government decisions, programs, and services"[458].

Richards and Goudy [1974] distinguish between grassroots participation and client participation. Grassroots participation is viewed as commitment, knowledge and political strategy to attain the goal of involvement in resource distribution and fiscal allocation. Client participation is seen as "attaining efficiency and effectiveness in service planning and program operation"[19]. Client participation may be seen as a means to an end while grassroots participation is attempt to gain power in the decision-making process.

Arnstein [1969] differentiates between various levels of participation. In "A Ladder to Citizen Participation", three main areas are laid out: Non-participation; Token Participation and Real Participation. Non-participation represents the manipulation of groups to present the illusion of participation. Token participation represents communication with groups, consultation with groups, and the placation of groups. Real participation presents partnership, delegated power and citizen control.

This section addressed some of the issues regarding the external factors affecting planning. Pressures from external groups in a variety of forms are an every day

reality of government. Some of these activities were discussed: protests, letters of support, petitions etc. Depending on the importance of the issue, the lobbying efforts of external groups has varying impact on government and the planning process. If the issue is important and there is an urgency to resolve a particular problem, consumers will have more power and influence on the issue. These facts can then determine the role the consumers or service providers play in assessing need and planning for services.

2.6.4 Professional Issues

Planning is an activity that pervades the profession of social work. As described earlier, a particular way of perceiving and dealing with problems can be viewed as a paradigm. Based on Kuhn's definition, social work can be viewed as a paradigm. The professional's value-base influences how problems are perceived and addressed and hence can be considered a social work paradigm. Schon and Argyris [1974] discuss the issue of the professional paradigm:

> Each of the professions seems to have been bound up in its origins with a faith professed - that is, with values to be achieved through the activities of the profession [1974:146].

The values and beliefs that influence the perceptions are laid out in the professional code of ethics. These include

equity, justice and dignity of clients. Social work planning emphasizes the inclusion of both consumers of the service as well as the service providers. The outcome of the planning process should be better services for clients either through systemic changes or through individual empowerment.

Social work also espouses acceptance, self-determination and individuality. These values represent a commitment to working with people assisting them in determining their needs and securing those resources necessary to achieve maximum functioning. Social workers have historically been concerned about disadvantaged groups and have lobbied for change in policies and services to people. The social work perspective recognizes the intrinsic right of individuals to make choices that affect their lives as well as the importance of the "collective". The goal of social change is still essential to the social work perspective.

The code of ethics clearly outlines areas of responsibility for the social worker. Social workers are generally deemed responsible to clients, to their employer, to their colleagues and to society in general. Serving clients however, is the prime responsibility for social workers whether the work is direct service or in planning/policy areas. The end product of the professional's work should be of benefit to the client. It

is obvious that fulfilling all of these goals simultaneously could result in conflict. The interest of clients are not always the best interest of the employer. The resolution of those conflicts basically reflects the worker's theory-in-action, what the worker actually does compared with what is said to be done or what should be done.

Social workers have a history of concern about the distribution of power especially in relation to those persons traditionally denied any power. Not everyone has equal resources or opportunities and some individuals or groups may require additional resources to equalize their opportunities. Affirmative action would be an example of such a program. Besides supporting the power distribution by systemic change, social workers support the empowerment of the individual. Social workers encourage the individual to make choices, to take responsibility for the decision and to take part in the planning of services that affect his/her life situation.

Social work values offer a framework that guides behaviour. The code of ethics influences the focus of work and how that work should be done. Values of justice, dignity of person and equity are strong components of the social work paradigm. It has been pointed out that there are many opportunities for conflict when actual practice

takes place. It is those conflicts that highlight key decision points for the professional as choices must always be made.

2.7 Conclusion

This chapter explored the various planning models that exist in the literature as well some organizational and relationship issues that have impact upon the planning process. The impetus for the development of all planning models and subsequent paradigms was the rational model developed in the 1900's during the emergence of town planning and the growing influence of "scientific management". The prime characteristics of this model are the reverence for scientific methods and knowledge, the tendency toward centralized planning with "experts", and the denial of normative influences.

Several planning models emerged in response to the rational planning model: incrementalism, mixed-scanning, transactive, advocacy and radical planning. Each model or paradigm sets different priorities for the planning process. The incremental model highlights planning in small steps and reinforces the notion that change is done in small ways sacrificing the optimum solution. Mixed scanning represents a synthesis of rationality and incrementalism. Transactive planning tends to be more holistic in that both the process and the outcome of the planning process are

deemed important. The advocacy model highlights and acknowledges the different value orientations of the various planning parties as well as areas of conflict. Conflict is seen as a normal part of the planning process and is used as a way to highlight the consumer's perspective. Radical planning highlights the movement toward systemic changes or individual empowerment. Radical writers see most planners as instruments of the capitalist state but, nevertheless, encourage such people to persevere in infiltrating and changing the system.

The latter part of the chapter focused on how organizational as well as professional issues impact upon the planning process. Social work as a profession has an explicit set of values and code of ethics that encompass social workers as a "community". The values and ethics laid out for social workers tends to be both prescriptive and descriptive. As well, bureaucracy is a well defined and controlled environment that generates a code of conduct to which workers are expected to adhere. The result can be issues of conflict for the social worker who is part of the bureaucratic system. The conflicts outlined are in the area of supervision, rules and regulations, training and the issue of loyalty.

The description of the planning process will be the focus of the third chapter. The writer will begin by explaining some terms as they relate to government.

Following the definitions are descriptions of the planning events, the planning goals, tasks and issues. The practicum experience is described with special attention to the dynamics of personal relationships, organizational issues and policy/program issues.

Chapter 3

The Planning Experience

3.1 Introduction

The purpose of this chapter is to detail the planning process as experienced during the practicum placement. This description will include: clarification of terms related specifically to government. The writer will outline the planning tasks and describe the practicum experience in light of personal relationships, organizational structure and policy /program issues.

3.2 Definitions and Clarifications

In this section, terms relevant to government will be defined. The terms relating to the operation of government are presented as they are crucial in understanding the structure and power distribution within government.

CHILDREN'S SPECIAL SERVICES: Children's Special Services was a branch within the Division of Child and Family Services, the Department of Community Services. Established in 1985, this branch was created to develop, fund and monitor programming to disabled children. The specific programs that were under the auspices of the branch were: additional care and support, crisis intervention, respite and maintenance.

RESEARCH AND PLANNING: This branch of the Department of Community Services reported directly to the Deputy Minister on policy issues as well as intergovernmental issues such as cost-sharing and tripartite negotiations (e.g., native child welfare) between the federal and provincial government.

EXECUTIVE MANAGEMENT COMMITTEE: This committee endorsed and/or established the direction for the Department of Community Services within the parameters set out by policy and/or direction of the Minister. All divisions of the Department were represented on the committee. Membership includes the Deputy Minister, the three Assistant Deputy Ministers, the Director of Research and Planning and the Director of Administration and Finance.

SOCIAL RESOURCES COMMITTEE OF CABINET: This was a committee of cabinet comprised of seven cabinet members who reviewed and/or set social policy direction. Departments represented included: Housing, Health, Community Services, Education and Urban Affairs. A designated minister served as Chairperson. The Committee, served by a Secretary and support staff of several analysts, met bi-weekly to review submissions. The Committee endorsed or rejected policy direction. Judgments could be deferred pending further

clarifications or amendments. The types of submissions to the Committee were new policy initiatives or policies with major impact across government.

TREASURY BOARD: This committee of cabinet was headed by the Minister of Finance with various cabinet ministers as members. The role of Treasury Board was to approve expenditures by government departments, examine new requests for funds, examine the transfer of funds and/or change mechanisms of funding. Requests to Treasury Board could be accepted, rejected or deferred. Treasury Board could defer decisions pending policy direction from Social Resources Committee.

3.3 Planning Goals, Tasks and Issues

The initiation of the practicum placement was in August 1985 when the writer met with the Executive Director of Programs Branch. A subsequent meeting took place with the Planning Co-ordinator in September 1985 and it was agreed that the writer would begin the practicum experience in November so that orientation to the Branch could be completed and that a practicum proposal could be developed for January 1986. The proposal was submitted and approved in January, 1986 and the practicum ended in June 1986. In total, the amount of time spent in the placement was in excess of 500 hours.

In discussions with the Planning Co-ordinator, the main assignment for the practicum was identified as the development of respite guidelines that could apply to the two programs funded by Community Social Services. In pursuing this end, the following tasks had to be completed:

1. examination of respite in general through a literature review and an inter-provincial comparison;

2. examination of respite programs in Manitoba with specific focus on the two funded by Community Social Services. This examination was to include the differences and similarities between the two programs with some analysis pertaining to standardization of services;

3. identification of those key issues that had to be introduced, changed or altered to facilitate the development of guidelines;

4. consultation with Community Respite Service Inc. to ascertain their concerns and priorities; and

5. development of the appropriate submissions, briefing notes or Treasury Board documents to obtain the authority to proceed with standardized guidelines.

A review of the respite literature and provincial respite programs has been presented in Sections 1.6 and 1.7. The inter-provincial comparison is outlined briefly in Appendix 1. The provincial comparison was limited to several provinces because of time constraints. Overall, the range of services was limited in Saskatchewan and Alberta with Ontario having a collective of privately operated respite programs.

Very early in the practicum experience, a review of both programs culminated in the identification of several issues that needed to be addressed in order to develop guidelines relating to both programs. These issues were eligibility criteria, level of service, rate structure and training and staffing. These issues are summarized next.

ELIGIBILITY CRITERIA

The primary difference between the two respite programs was in the different eligibility criteria of each. The provincial program served only parents and/or foster parents of mentally handicapped individuals. Community Respite Service served parents or alternate caregivers of any disabled person. Although adults were served in both programs, C.R.S. also provided service to adults who lived in dependent or semi-dependent situations. For example, clients from St. Amant or from 1010 Sinclair[6] were eligible for a respite worker to accompany them on shopping trips or to recreational activities. Respite in this sense was viewed as relief for clients from their daily activity and not in the traditional definition of respite. The result of the two different eligibility criteria was that parents with physically disabled children were denied access to the provincial program while parents with mentally handicapped

[6] A 75 suite apartment complex which offered an apartment with support services to the physically handicapped for specified periods of time to foster independent living. An assessment program was also part of the program which gauged suitability for independent living either at 1010 Sinclair or in the community.

children could have access to both programs. In some regions, as many as 30% of the C.R.S. clients had used the provincial program. Ultimately, this differentiation resulted in some duplication of service and, in other situations, denial of services.

LEVEL OF SERVICE

The two programs had different entitlements. The allocation from C.R.S. was 240 hours per year to each client. This was granted to all members regardless of their disability or special need. The provincial program allowed two weeks or $1200.00 of respite, whichever was the lesser amount. The two week allotment was possible if it was used in 12 or 24 hour allotments. This was because respite workers were paid an hourly wage only up to 12 hours after which a 12 or 24 hour flat rate applied for all workers.[7] If a family used respite in short-term blocks, an hourly wage was used. This affected the allocation of respite, as some workers who were more skilled and who were working with "heavy care" individuals were paid more. Hence, two families could use $200.00 of their respite allocation differently with one family receiving 40 hours of respite ($5 per hour) and the other family receiving 20 hours of respite ($10 per hour). Thus, the "heavier" care child could end up with less respite than a child with minimum

[7]For example, the 24 hour rate was $86.00; thus, a two week period was fourteen days times $86.00 which equalled the total allowable entitlement of $1,204.00 (rounded $1,200.00).

care requirements unless it was in a two week block. Although more respite was accessible with approval from the Executive Director of Programs Branch, the criteria discriminated against the children with more complex needs as they required the more skilled and consequently higher paid workers.

RATE STRUCTURE

As each program was structured and funded differently, the rate structure regarding the workers varied between the two programs. Community Respite Services paid their workers an hourly rate regardless of the number of hours. For example, if the respite worker stayed at a family home for 24 hours, she/he was paid 24 times her/his hourly rate. Provincial workers on the other hand, were paid according to the homemaker scale developed by the Department of Health. The provincial worker received an hourly rate, the same as a C.R.S. worker but only up to 12 hours. If twelve or more hours was worked, the province paid a flat rate for a 12 or 24 hour period of time. This resulted in a radically different cost per unit of service: $15.75 per hour for C.R.S. and about $6.00 per hour for the provincial program as a large portion of respite utilized in this program was in blocks over 12 hours. It should be noted that the provincial cost did not include administrative costs as these duties were carried out by the community service worker. Examples of these administrative tasks were the

recruitment of the respite workers and the assessment of client need. Regardless, any standardizing of service between the two programs was inhibited by this distinction.

TRAINING AND STAFFING

The fourth set of issues that differentiated the two programs was the hiring methods as well as training and staff development. In the provincial program, no uniform or minimum level of training was required and people were hired on an "as need basis". This meant that respite workers were hired according to the needs of the child. In some instances, this might mean a neighbour could be hired because of her/his familiarity with, and experience in, caring for the client, where in other situations a more highly skilled and knowledgeable worker was hired. In contrast, C.R.S. hired full-time employees but also provided a basic training package for orienting them. First aid, C.P.R., artificial respiration, disability orientations and the introduction of such concepts as normalization were all part of the worker's initiation. Subsequent training was offered after six months that pertained to specific disabilities such as cerebral palsy or specific treatments such as catherization. The training packages developed by C.R.S. provided a standard level of service to the public.

These main differences were the basis of the analysis pertaining to standardizing service. They also served as

reference points in developing principles of service delivery.

3.4 The Planning Process Described

During the initial weeks at the Branch, time was spent contacting other provinces about their respite programs and reading about respite in Manitoba. Considerable time was spent in meetings in November and early December with staff from Programs Branch to identify issues and to assign the tasks to be done. Usually present at the meetings were the Residential Co-ordinator, the Executive Director of Programs, the Planning Co-ordinator and the writer. The Residential Co-ordinator was included in the meetings because of program responsibility for the development of standardized guidelines. The Director of Children's Special Services did not attend the initial meetings. These meetings discussed drafting guidelines and circulating them to external agencies for comments. April 1, 1986 was the target date for the guidelines. Appendix 2 outlines the planning events.

On December 16, 1985, a memorandum from the Executive Director of Programs Branch was sent to the Director of Children's Special Services outlining a series of potential meeting dates and the tentative agenda for respite planning. The proposed agenda outlined the agencies and organizations with whom there could be consultation. The Executive

Director anticipated completion of the guidelines if this plan was followed. It should be noted that C.R.S. was aware of the tentative date of April 1, 1986 for the development of respite guidelines as well as a decision regarding their permanent funding.

On January 9, 1986 the Provincial Coordinator from Children's Special Services attended a joint planning meeting with Programs Branch staff. At this time, the writer's discussion paper regarding the options for the planning process was reviewed. Given the limited time of three months, January to March 1986, the following options were outlined:

1. government take the lead and plan for respite guidelines with community input by briefs and written submissions;

2. government share the planning process with Community Respite services as the primary respite service provider funded by the Division; or

3. Community Respite Service take the lead in planning.

At first, Option I was seen to be the most viable, mainly because of the short time-frame and also because it was the Program Branch's responsibility to oversee such standards development. The possibility existed that C.R.S. would not agree with the proposed guidelines thereby forestalling their implementation. After more discussion, the Planning Co-ordinator raised the question about a "completion date" of April, 1986. The deadline was linked

to considerations for permanent funding for C.R.S. and previous communication to C.R.S.. It was finally decided that it was more important to involve C.R.S. throughout the process and delay the deadline if needed. Option II was the strategy to which everyone finally agreed.

After this meeting, a meeting took place between the Executive Director of Programs Branch and the Director of Children's Special Services to discuss the planning process. It was decided and communicated in a memorandum date January 20, 1986 by the Director of Children's Special Services that the Divisional Planning Co-ordinator from Community Social Services and the Provincial Co-ordinator from Children's Special Services would be responsible and would initiate the discussions with C.R.S.. The two main areas that were to be addressed were the differences and similarities between C.R.S. and the provincial program and the issue of permanent funding.

The Divisional Planning Co-ordinator initiated a meeting with C.R.S. representatives to discuss planning issues. Two subsequent meetings were arranged. The Divisional Planning Co-ordinator was the only government official at both meetings as the Provincial Co-ordinator could not attend. During this time, the Planning Co-ordinator, the Provincial Co-ordinator and the writer continued to meet. The topics discussed were those issues that had to be resolved before guidelines could be

developed. The main issues of contention were the areas of eligibility, accessibility of service and funding.

These meetings resulted in the development of a preliminary discussion paper for Executive Management Committee of the Department of Community Services. The paper focused on the main issues of contention. Prior to submission to the Executive Management Committee, the Assistant Deputy Minister of Community Social Services decided to withdraw the paper until more detailed plans, including long term funding for C.R.S., were prepared. This decision meant the funding for C.R.S. continued on an interim basis for another three month period. The decision not to submit the paper was a decision made independent of the Assistant Deputy Minister of Child and Family Services who had concurred with the submission.

This delay resulted in a shift of tasks for the author. Instead of presenting generalized issues to be resolved in a paper to Executive Management Committee, different funding models were examined specifically related to their impact on the budget. This task required detailed knowledge of the utilization and operation of both programs.

Information was collected directly from C.R.S. and from regional offices to determine the amount of respite used over the six month period, August 1985 to January 1986. Data was analyzed for number of consumers and average utilization as illustrated in Table 2 and 3.

TABLE 2: TOTAL RESPITE UTILIZATION FROM AUGUST 1985 TO JANUARY 1986.

	PROVINCIAL RESPITE PROGRAM	COMMUNITY RESPITE PROGRAM
CONSUMERS SERVED	375	170
HOURS DELIVERED	36,051	7,439
TOTAL	$151,110	$117,178

TABLE 3: AVERAGE RESPITE UTILIZATION FROM AUGUST 1985 TO JANUARY 1986.

	PROVINCIAL RESPITE PROGRAM	COMMUNITY RESPITE PROGRAM
AVERAGE COST PER HOUR	$4.19	$15.75
AVERAGE COST PER CONSUMER	$402.96	$689.28
AVERAGE HOURS PER CONSUMER	96	44

Overall, the provincial program served twice as many consumers and delivered almost five times as many respite hours. This was done at slightly more than the cost for

C.R.S. These differences were highlighted in the average cost and hours delivered per consumer. The low cost per consumer in the provincial program was possible because of the block payments which accounted for 44% of the total provincial costs. Table 4 shows the utilization of blocks of respite time in the Provincial program.

TABLE 4: PROVINCIAL RESPITE PROGRAM - UTILIZATION OF 12 AND 24 HOUR BLOCKS OF RESPITE

	NUMBER	COST	% OF TOTAL COST
24 HOUR BLOCKS	735	$63,210	49%
12 HOUR BLOCKS	107	$6,441	4.3%

The information was collected and tabulated for analysis. The writer, along with the Planning Co-ordinator, then examined different funding mechanisms for their impact on both programs and the overall budget for respite. Please see Appendices 6 to 8 for more detailed analysis of the findings. The focus of the task was to develop a model which would be the most equitable for consumers and the workers of the programs within the identified budgetary

parameters and mandate. These funding options were developed for further analysis.

FUNDING OPTIONS ANALYZED

OPTION I:	STRAIGHT DOLLAR ALLOCATION - ALLOCATE EACH CONSUMER A MINIMUM DOLLAR AMOUNT ($1200.00)=TOTAL EST. COST ($560,000.00)
OPTION II:	STRAIGHT HOUR ALLOCATION - ALLOCATE EACH CONSUMER A MINIMUM AMOUNT OF HOURS (240 HOURS) CURRENT HOURLY DIFFERENTIAL-NO BLOCK PAYMENT=TOTAL EST. COST ($739,200.00)
OPTION III:	STRAIGHT HOUR ALLOCATION -(240 HOURS) CURRENT HOURLY DIFFERENTIAL AND CURRENT BLOCK PAYMENT=TOTAL EST. COST ($517,500.00)
OPTION IV:	STRAIGHT HOUR ALLOCATION -(240 HOURS) CURRENT HOURLY DIFFERENTIAL AND BLOCK DIFFERENTIAL=TOTAL EST. COST ($494,800.00)
OPTION V:	STRAIGHT HOUR ALLOCATION-(240 HOUR) CURRENT DIFFERENTIAL AND BASE DIFFERENTIAL=TOTAL EST. COST ($527,900.00)

These options were later expanded to encompass costs for Community Respite Service workers thus raising cost estimates for the total program. Time was also spent studying the issue of training not only for the Provincial workers but also for Community Respite Workers. A three to five year training plan was explored.

By late April 1986, an outline of potential guidelines was prepared for Social Resources Committee of Cabinet. At this juncture, the Assistant Deputy Minister of Child and Family Services delayed the submission pending an internal

discussion of the document. A more comprehensive submission was developed for Social Resources Committee and was submitted. The substance of this paper focused on the proposed principles as well as the contentious issues that had to be resolved in the standardization of both programs. The following options for resolution were presented:

ISSUE I: DEFINITION OF RESPITE:

OPTION I: EXTEND RESPITE TO PERSONS LIVING IN SEMI-INDEPENDENT OR INDEPENDENT SETTINGS

OPTION II:LIMIT RESPITE TO NATURAL AND FOSTER CAREGIVERS.(RECOMMENDED)

ISSUE II: ELIGIBILITY OF RESPITE SERVICE:

OPTION I: LIMIT RESPITE ONLY TO CAREGIVERS CARING FOR A PERSON WITH A MENTAL HANDICAP.

OPTION II: EXPAND SERVICE TO INCLUDE ALL PRIMARY CAREGIVERS CARING FOR A DEPENDENT WHEN THAT DEPENDENCY IS THE RESULT OF A MENTAL OR PHYSICAL HANDICAP. (RECOMMENDED)

ISSUE III: RATE STRUCTURE AND SERVICE OPTIONS:

OPTION I: APPLY EXISTING PROVINCIAL RATE STRUCTURE TO COMMUNITY RESPITE SERVICE.

OPTION II: DESIGN A NEW RATE STRUCTURE WITH DIFFERENTIAL BLOCK PAYMENTS BASED ON WORKER SKILLS AND DEFINED CLASSIFICATION.(RECOMMENDED)

OPTION III: DESIGN A NEW RATE STRUCTURE THAT ELIMINATES THE BLOCK PAYMENT SYSTEM.

ISSUE IV: LEVEL OF SERVICE:

OPTION I: APPLY EXISTING PROVINCIAL PROGRAM SERVICE MAXIMUMS TO COMMUNITY RESPITE SERVICE.

OPTION II: DESIGN NEW SERVICE MAXIMUM BASED ON HOURS AS OPPOSED TO DOLLARS EXPENDED PER CONSUMER. (RECOMMENDED)

Training issues were briefly discussed in reference to the need to have a three to five year plan to provide minimum training to respite workers.

The Deputy Minister did not agree to forward the paper and requested that it be revised and reorganized. This action once again required the extension of interim funding to C.R.S. and the hasty preparation of a Treasury Board submission to secure the funds. In total, from April 1985 to June 1986, funding to C.R.S. was extended four times. The final submission to Social Resources Committee incorporated the same elements as discussed earlier with revisions to the cost estimates because of inclusion of a new worker category worker for C.R.S.

3.5 Conclusion

This chapter described the planning process as it took place during the practicum placement at Programs Branch, Community Social Services. In order to understand the events more clearly, terms relating specifically to government were defined. In addition, key planning issues were discussed. Some detail of the planning tasks was presented to give a sense of the complexity of the planning activities as well as how the events transpired. Some of the data collected were presented in this chapter and other data were included in Appendices. The internal operation of government with the key players was described. During the

practicum, the issue of guidelines was never resolved. Much discussion, writing and research took place but the approval of guidelines was not secured.

The intent of the next chapter is to analyze the planning process. The planning tasks were influenced by many factors that were internal and external to bureaucracy: values of the planners, policy preferences of the government, political pressure, the limitations of budget, and control issues between Divisions and people. It is the intention of the writer to examine closely the external and internal factors that enhanced or inhibited the planning process as described.

Chapter 4

The Planning Process Analyzed

4.1 Introduction

The planning process as described in Chapter III outlined the complex events and influences over a six month period. The description focused mainly on the development of respite guidelines. Although, other tasks were undertaken during the practicum period, they were incidental to this assignment.

The planning process itself was unpredictable considering the constraints of bureaucracy. Values, fiscal reality, political and external factors all played a role in the planning outcome. In examining the planning process against planning theories, it seems that the process was eclectic in many respects. Some components of the planning reflected rationality while other segments reflected the planners' commitment to social work values and principles and/or approximated other planning theories.

In examining the planning process, it is important to review the key concepts of rationality. As a procedural model, rationality clearly outlines the goal of the exercise and lists the options with selection of the most suitable. As a paradigm, rationality implies objectivity, comprehensiveness, the separation of the means and the end, predictability and centralized decision-making.

It is postulated that the planners attempted to use the rational planning model in outlining the goals of the process and analyzing the alternatives. But this does not explain the whole process. The planning process when compared to the rational paradigm had the following attributes:

- it was not a solely objective process;
- it was not a total comprehensive process;
- it was not predictable; and
- it did reflect centralized decision-making.

With regard to other components of the planning process, the following attributes are listed as reflecting the planning reality:

-the planning process was incremental;
-relationships between the planner and the clients were important;
-values were an important part of the planning process;
-advocacy was an important part of the process; and
-power distribution was not a part of the planning process.

The planning process as experienced reflects some of the inherent conflicts that arise for social workers within bureaucracy, the issues of what the policies should be and who should determine policy.

It is the intention of the writer to review these issues as they pertain to the planning process. Each reflects a different aspect of rationality or other planning models.

4.2 Planning and the Practicum Experience

The planning experience reflected different aspects of both rationality and other planning models. The key aspects that characterized the process were: the importance of values; the inclusion of the key service provider; control of planning process; the unpredictable process and the limitations on program development and consequently the analysis of the problem.

The rational planning model does present a framework that assists the planner in organizing issues, priorizing problems and sifting through the events for the most important planning elements. The planners clearly outlined the goal of developing guidelines for respite in the areas of eligibility, level of service, rate structure and training and staffing by April 1, 1986. A secondary goal which was part of the over-all scrutiny of respite issues was the issue of long-term funding of C.R.S. It was implied that once the issue of guidelines was resolved, the role of C.R.S. would be determined.

The examination of respite issues involved the review of present programs in Manitoba, programs in three neighbouring provinces and a detailed review of the funded programs. The examination of other provincial respite programs was restricted due to time constraints. The examination of the funded programs involved research into the present guidelines for the provincial program as well to

the present program criteria for C.R.S.. Once detailed information was collected, common program elements were compared. This analysis formed the basis of the basic principles of service delivery that were presented in prepared submissions. Research into program utilization assisted in developing program models and allowed for confident estimates of budgetary requirements in each of the options.

The paradigm of rationality reviewed earlier in Chapter 2 has been heavily criticized. During this practicum experience, only two aspects of the planning process approximated the rational model. The procedures followed and the centralized aspect of the process emulated rationality.

As listed earlier, there were several aspects of the planning process that did not follow the rational model of planning. First, the planning process was not a solely objective experience. Although this does not mean that it was a irrational process, it means that values were very much part of the process. Throughout the process, values played a vital role in the process of planning and indeed the outcome of the process. The role of values is seen at individual levels as well as at government policy levels. How problems are formulated and how they are approached are very much influenced by values. The selection of the initial planning options reflected choices between

expediency, consumer control and a consultative approach to problem solving. At first, Option I (government controlled planning) was selected because of the short time period which included some consultation through briefs and submissions. Option II (shared planning initiatives) which was finally selected provided for consultation but narrowed the number of people with whom government was consulting (as C.R.S. was the only "advisor"). Although Option I would have rushed the process, it included more consultation with more people or agencies in the plan (e.g., Society for Manitobans with Disabilities). The third option (C.R.S. control of planning process) giving the consumer group the mandate to plan for such guidelines, was not selected for this reason.

Values played an important part in the development of options regarding respite service delivery. The most lively discussions were around principles. Perhaps because the Planning Co-ordinator and the Provincial Co-ordinator had a social relationship, the conversations were quite candid and contentious. Some of the issues discussed at the analyst level included: Who should decide "need" in regard to service delivery - the service provider or the consumer? Should there be user fees? Should a wealthy family get as much respite as a family with low income? Should the more heavy care/ multi-disabled dependent be allowed more respite than the light care/ mildly handicapped person? What should

be done with the overlap of service? Should semi-dependent adults receive respite?

In the end, the options recommended were influenced by the values of the individual analysts as well as government, budgetary restrictions as well as political impact. The options presented in Chapter 3 reveal the debate outcome between the different parties. The recommended definition of respite was to retain the status quo. The writer supported a change to include dependent adults. However, this would have deviated from the traditional definition and would have required significant budgetary increases. The other planner who strongly supported the status quo acknowledged that semi-dependent adults may require such a service but it wouldn't be called "respite". The recommended expansion of service was based on the premise that the present system was discriminatory to the physically handicapped.[8]

The recommended rate structure reflected the planner's preference to have workers paid for the skills they possessed. The option to pay per hour regardless of the number of hours was not recommended by the planners because of high expenditures although this was supported in principle. The recommended entitlement of respite would have equalized the allotment of respite per consumer

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[8] Note that respite services to persons with emotional handicaps was not included in this option.

regardless of care needs and disability. Although this would result in equal allocation of service, with the Regional Director's approval, the more "heavy care" clients or parents in crisis situations could still gain more service if required.

The debate on issues, the examination of costs, and the support of key actors were elements of the planning process. The final submissions reflect the give and take, the compromises on the different variables such as budget, values/principles and the policy priorities of government. The principles finally agreed to were equity of service, choice of service delivery, and service within the least restrictive environment. The policy decisions reflected the Rawlsian principle of improving the situation of those least well-off. The winners would be the physically handicapped, consumers with more heavy care needs and the workers of the provincial program; semi-dependent adults would be the losers.

The issue of freedom of choice, especially between the Provincial program and Community Respite Service, was debated in regard to service and program options . Some bureaucrats preferred the Province to take responsibility for respite services to the physically disabled and others preferred the community-based service to do so. No single service meets the needs of all people. Each respite program was different, offering unique features that could

benefit parents and/or the disabled consumer. For example, the provincial program not only offered respite in the home of the client but arrangements could also be made for the respite worker to have the child in her/his home. This allowed the parents a "rest" either away from home or at home with their children away. C.R.S. offered respite in the home of the client but also had an apartment which could house the respite worker and a client or two. This latter service was especially valuable for teenage clients who would appreciate the "independent" setting away from their parents.

The issue of least restrictive environment was highlighted to reinforce the preference for community-based programming that facilitated the integration of individual clients. Although both programs were community or home oriented, the principle was stated to guide the future development of any respite programming.

The issue of comprehensiveness is something every researcher or evaluator will strive for , but it is undoubtedly unattainable. Time and money are the two main factors restricting such comprehensive reviews. The research and examination of all the information and options was not achieved in this planning experience. In examining issues, the status quo was the starting point in that the currently funded programs were examined in detail. Four provinces were contacted for information in order to gain an

inter-provincial comparison. In the analysis, a six month period of service was examined and in the review of possible funding models, only those comparable in dollars or with a slight increase were seriously studied.

One of the criticism of rationality is predictability of the model. The rational planning model may be a guide in practice however, it is evident from the planning process described that the anticipated events rarely happened. In fact, much to the dismay of the planners, even the so-called predictable events of bureaucratic structure and process never materialized . The unpredictability of the planning process has been pointed out by Schon [1980:2]..

> "unanticipated consequences is the single most salient product of planning, or, solutions produce problems."

Personal intervention by decision-makers along the path upwards always guaranteed a twist to the planning. The unpredictability of planning does not imply that planners don't attempt to control some aspects of the venture. The tasks within one's control are executed in such a deliberate manner.

Centralized decision-making is perhaps the most condemned aspect of rationality. This writer strongly believes that government will attempt to control this process. Controlling funding, the development of programs and ultimately the demise of programs is in the hands of

government. This control doesn't mean government denies citizen input but it ensures that it is constrained.

In respite planning, the decision-making was influenced by the various actors within the bureaucracy. The planners shaped the submissions but their fate thereafter was very much in the hands of the Assistant Deputy Ministers and other key decision-makers. Once the submission left the Divisions, the Deputy Minister made certain it was changed to reflect his preferences. The central bodies such as Treasury Board and the Social Resources Committee of Cabinet ultimately decided on policy. This reflects the strong centralized tendency within government and illustrates how far removed the decision-makers are from service delivery or clients. In realizing this, planners have to be articulate in addressing all aspects of the plan including political, programmatic, budgetary and policy ramifications.

Next, aspects of the experience that reflect other planning theories are reviewed. Some of these issues touched on aspects of advocacy, transactive and incremental planning as well as the social work paradigm.

The planning experience was not a prototype of rationality. One aspect of the planning process that reflected another planning model was the value preference to include C.R.S. in the planning process. Instead of adhering to an arbitrary deadline and even though it might delay permanent funding, their participation was viewed as

valuable. Including C.R.S. provided input from the key funded agency. This participation illustrates transactive planning as presented by Friedmann [1973] where clients contribute values, experiences and operational details while the planners still focused discussions and provided analysis.

The planning process was also incremental. The development of submissions and the final products reflected the "give and take" among planners and Divisions. The bureaucratic structure ensured a incremental review by the different centralized authority bodies. Bureaucratic regulations and guidelines tend to restrict action to this level to small changes unless there is strong political commitment to do otherwise on an issue. There was no evidence of a strong political commitment in this area.

Advocacy, especially by the writer, played an important part of the planning process. The writer advocated strongly on two key issues: participation and values. The writer advocated for the participation of service providers, namely C.R.S. as well as representatives of the provincial program. It was suggested by one planner that the Provincial program was represented by the Residential Co-ordinator. The writer did not agree as parents and/or regional staff are more directly involved in the operation of the provincial respite program and could have added valuable information to the development of guidelines. The need for advocacy was felt

more urgently as there was usually no one else to speak to these issues from a consumer perspective. An example of this was the support of adults in semi-dependent situations to receive respite. The author defended the inclusion of semi-dependent adults in the respite program but this group was excluded in the final draft of principles.

The other issue advocated was the inclusion of certain principles; equity of service, universality and choice of service by consumers. Denial of service based on type of disability was not supported by any of the planners. The inclusion of user fees was not supported because they may deter usage and negate the goal of the service: to offer support to caregivers. Choice of service was an issue debated between the planners. The writer stressed that both programs had good aspects to them that help parents in different situations. Advocacy of particular values was not restricted only to the writer. In fact, all planners very much were advocates for their preferred options and value stances.

4.3 Bureaucratic Barriers/ Enhancements to the Planning Process

In examining the organizational influences on the planning process, this writer will first analyze the organizational relationships and the key bureaucratic

decision-makers in the process. The experience with other Branches and Divisions while in the practicum placement was mainly confined to the Division of Child and Family Services specifically Children's Special Services and Research and Planning.

Children's Special Services was a newly created branch of Government with a mandate specifically focused on children with special needs. Prior to the creation of the branch, the Division of Community Social Services was responsible for services to disabled children. When the practicum started, the responsibility for policy and program issues was with Children's Special Services but the funding had not yet been transferred from the appropriation of Community Social Services. This meant that any changes in funding would have to be agreed to by both Divisions until funding responsibility had been formally split. The writer believed the focus of Children's Special Services was decentralized and community-based services within an integrated service system. The Provincial Co-ordinator of Children's Special Services was very candid about his view of service delivery and welcomed dialogue on such program issues.

The relationship of Programs Branch with Research and Planning Branch seemed to be confused and vague. The only contact with Research and Planning was in regard to a supplementary research assignment and concerning one of the

respite submissions to Social Resources Committee. The latter contact involved some editing and altering of the submission from the Director of Research and Planning and thus the influence of the Director of this Branch. Overall, the Research and Planning Branch served the interests of the Deputy Minister but was not viewed as helpful in the work of the Divisions by the planners.

As in any organization, the issue of territoriality played an important role in the relationship between Programs Branch and Children's Special Services. The examination of respite was an issue that crossed both Divisions and therefore involved staff from each branch "protecting their interests" in the preparation of any documents. The prerogatives of the Assistant Deputy Ministers and indeed the Deputy Minister to edit, change or cancel submissions was used over and over again thus forcing interim funding arrangements on C.R.S.. This practice very much reflects the hierarchy of editing in the bureaucracy, and although frustrating is understandable. The documents are approved as they progress through the system by each succeeding manager reflecting their concurrence with the submission.

In the bureaucracy, as was pointed out in Chapter 3, the extent to which informal relationships prevail depends on several factors: interdependency among activities, degree of uncertainty, time pressure, conflict and stability of

relationships. In this practicum, the author observed the interdependency between the two Divisions as high. The fact that the program responsibility, but not the funding for Children's respite services, had been transferred necessitated collaboration and co-operation on the venture.

The second factor that influenced the degree of informal relationships was the degree of uncertainty. Uncertainty was high as there was no predictability in the planning process. Although the tasks in regard to respite were set out several months prior to the beginning of the practicum experience, the process of the planning was not specified. The initial plan developed by program staff could have been altered, changed or eliminated as the planning document was reviewed in the hierarchy. This was in fact what happened.

Time pressure was not intense initially as the deadlines were self-imposed by the Division. As time went on however, time became more of an issue. Each time a document was delayed or changed, interim funding became a problem and Treasury Board Submissions had to be prepared to extend funding to C.R.S. Finally, after several such submissions, the Division was directed to finish the guidelines for consideration. This directive (called a Treasury Board Minute) then hastened the need to complete guidelines for respite.

There was no overt conflict between Divisions but there were subtle remarks between the two Co-ordinators which implied philosophical differences between the two. The conflict seemed to stem from the perceived differences in staffing and policies. Children Special Services was viewed by the planners as more innovative and/or more supportive of community-based programming rather than maintaining institutional programming. A major difference in philosophical base would normally discourage joint planning but in this situation, other factors facilitated the process (e.g., informal relationships, funding).

The stability of relationships between the Divisions can be seen as precarious as Children's Special Services was just emerging as a separate entity. How the new Division would ultimately relate to Community Social Services was unclear. Not yet clear was how drastically different the programming would be, how different the policies would be, and how different the funding levels would be. Although this instability of the relationships would be normally seen as impeding collaborative efforts, the inter-dependency of the funding and program responsibility functions were significant enough to necessitate co-operation. The five variables influencing the extent of informal relationships is illustrated further in Table 5.

TABLE 5: FACTORS INFLUENCING THE EXTENT OF INFORMAL RELATIONSHIPS IN THE PRACTICUM PLACEMENT

VARIABLE	MINIMUM ——————————MAXIMUM
INTERDEPENDENCE AMONG ACTIVITIES	---------- X
DEGREE OF UNCERTAINTY	----------X
TIME PRESSURE	X ----------
CONFLICT	----------X
STABILITY OF RELATIONSHIPS	X ----------

4.4 Relationship Barriers/Enhancements to the Planning Process

Relationships in bureaucracy can be formal or informal in nature. Usually, the communication between staff reflect these relationships. Most of the interaction in the development stages was informal although the decision-making at higher levels and between Divisions was of a more formal nature. The respite initiative started with a formal submission to the Deputy Minister and the subsequent Divisional submissions which necessitated the formal approval of both Assistant Deputy Ministers. The exception to this formality is the relationship between the two Co-ordinators, who were past colleagues in Research and Planning and maintained a social relationship.

The writer gained a good overall knowledge of the effects of the relationships between government officials. Friendships and positive past working relationships facilitated communication and the work output. This was evident both horizontally and vertically within the bureaucracy. For example, because the Planning Co-ordinator had worked previously at Research and Planning, he had easy access to informal communication, assistance and advice on Divisional matters. This meant that informal communication was used along both informal and formal lines of authority.

While positive relationships were helpful, negative relationships stifled communication. In these circumstances, the flow of communication was impeded. Trust was lacking, in some instances, because of negative assessments of personalities and past work background. When this happened, formal communication dominated the proceedings (e.g., letters, memoranda etc.). This was especially apparent in the different relationship the Planning Co-ordinator and the Executive Director of Programs had with Children's Special Services. The Planning Co-ordinator had previously worked with the Provincial Co-ordinator of Children's Special Services so discussions between the two were candid and lively. The Executive Director of Programs had previously worked at the Manitoba Developmental Centre and was viewed as being from the "institution" and a behaviourist.

The reliance on formal relationships can also be time consuming especially in the initial stages of planning. Decisions and actions regarding respite were delayed or postponed resulting in further short-term funding arrangements for Community Respite Service.

4.5 External Barriers/Enhancements to the Planning Process

The influence of external agents in the planning process was enhanced due to the support they received from the staff at Children's Special Services, the Planning Co-ordinator and this writer. C.R.S. was also supported by the politicians, and it had made a good impression upon the Minister. This impression of the agency's influence was reinforced by the support of other influential agencies within the community such as The Association for Community Living and The Society for Manitobans with Disabilities Inc. Thus, C.R.S. was successful in obtaining bureaucratic support, getting endorsements from other external groups and lobbying politicians.

Not all consumer groups and/or agencies are deemed equal by government. The inequality lies in access to bureaucrats as well as the decision-makers (e.g., politicians) for information and funding. Groups and agencies enjoy different relationships with individual bureaucrats, the Division and the political decision makers.

For example, the Association for Community Living (A.C.L.)[9] had a good relationship with the government through the Minister as well as various bureaucrats. This positive treatment resulted in more influence in policy-making areas. For example, the Association of Community Living was one of the few external groups on the "Welcome Home" Steering Committee[10] established for guiding the initiative. Also, in district implementation committee meetings, it was made clear that A.C.L. was deemed to be the key representative for the mentally handicapped.

4.6 Professional Issues in the Planning Process

The linkage of the practicum to social work ethics and values should be examined. It is acknowledged that the role of the planner is a job that can bring dilemmas. The planner is responsible to senior government officials whose interests are their priority. The writer was torn at times because not all information can be shared with consumers and yet not disclosing all information about processes leads to

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[9] The Association for Community Living was a non-profit organization that initiated, developed and/or advocated for improved policies and services for persons with mental handicaps.

[10] Welcome Home was a four year program initiated by the Provincial government which targeted 200 persons to be transferred from the Manitoba Developmental Centre to community living arrangements and targeted 200 persons "at risk" in the community to receive enhanced services to support community living - thus preventing institutionalization. The "Steering" Committee was a small planning group comprised of government/agency representatives.

frustration of the groups who are relating to the bureaucracy. This was evident in the processing of paper through the system. At one point on the process, the writer advised the C.R.S. Chairperson that a Treasury Board Submission was deferred at Treasury Board and was expected to be dealt with the next week. The writer was subsequently warned that advising groups of the decision-making process could be troublesome because if the outcome was negative, the group could then target Treasury Board members. Basically, there is an unwritten rule that officials always say that the decision is being examined by "government". The consumer/agency is not to know who makes the specific decision in the system.

In the planning process, the writer did advocate for issues relevant to the disabled community. The writer argued for the development of principles in service delivery and the establishment of fair standards. Additionally, the author wanted more participation than what was agreed on at the time. Consultation with groups as well as clients of respite services was seen as important by this writer. Service providers can represent a constituency, but they do have a vested interest in the service as they provide it whereas "clients" can advocate from their own perspective.

Social work issues, as described in Chapter 2, highlight values, responsibilities and the issue of power distribution. The values of dignity of service, equity and

justice to clients were supported in actions by the planners. Because of a prior relationship with the writer they felt comfortable enough to comment on their thought s about the planners. Officials at C.R.S. basically trusted the planners although this feeling did not apply to all bureaucrats. Trust allowed the easy access to files, comments and opinions on ideas. Trust also ensured patience with the sometimes tedious process of bureaucracy. If anything, from a political point of view, the trustworthiness of the bureaucrats facilitated the smooth working relationship with the agency.

In the planning context, the planners advocated and worked hard for the development of guidelines but never did the actions of the planners reflect anything other than their responsibility to government. Planning was not done at the expense of the clients but the process took account of the priorities as defined by government. This was a difficult reality for the author to accept as clients were seen as the first priority. There were situations where political influences took precedence and the writer had to adhere to such restrictions. An example of this was delaying funding information to C.R.S. because of a provincial election.

An important aspect of the social work practise is to strive for social change. Systemic change and/or individual empowerment is a crucial issue for radical planners. It is

perhaps this one aspect of planning that is the most difficult and perhaps the most controversial in bureaucracy. Systemic changes must be politically motivated as the power to transform the status quo whether it be concerning child welfare or income security, has to be strong. It has been stated that the decision-making process in government can be slow, however this process can be circumvented or hastened if the politician deems it.

In respite, the development of guidelines was not a major program initiative of government and major change was not pending. The thrust for the planners was to develop guidelines within the present government's philosophy, within the reality of the existing budget and under the mandate of the Division. The empowerment if any, would be the effect on the individual client. The inclusion of "freedom of choice" in the selection of programming allowed consumers to choose the program that met their needs as they defined them.

The empowerment of people in the planning process has been debated in the literature mostly under the topic of participation [Herman and Peroff:1983; Arnstein:1969] where a continuum of token participation to actual decision-making power are discussed. In respite planning, the inclusion of C.R.S. was consultative as they provided information that the bureaucrats moulded into options of service delivery.

The author believes that government rarely relinquishes such power to much less powerful groups.

4.7 Conclusion

The planning process during the practicum was not typical of a specific planning model or paradigm but rather reflected attributes of various models. It must also be stated that no planning model was endorsed during the practicum experience. The actual planning process incorporated conditions that were beyond the planner's control such as deadlines or policy perspective. The planning also included the value perspectives of the analysts who shaped the submissions. It must be noted that the value perspective of the then current government were implicitedly incorporated into the documents. Finally, the process included those events that were not planned for or anticipated. The initial plan to complete guidelines by April 1986 was deferred pending the full participation of C.R.S.. Complicating the process were decisions by central authorities such as Treasury Board. In one instance, the direction from them was to complete the guidelines pending any further funding from government. The submissions on C.R.S. up to that point in time had mentioned the plan to develop such guidelines thus resulting in the directive to complete them.

The actual planning process followed the rational planning model as a guide to develop guidelines, to analyze different funding models and to develop policy options for government. The overall tendency for government to control the events or the outcome of the process is typical of the rational paradigm. However, other planning elements were present that emulated other models.

The overall process was incremental in nature. It did not include the elimination of one of the programs, the synthesis of them or the broader perspective that could have included other departments that fund such programs. Essentially, the changes were in relation to the status quo although some structural changes would have resulted. Another salient characteristic of the process was the importance of values, especially those of the planners and the consumer group. Values were important factors in the development of principles of service delivery. The relationship between the planners and the consumer group and indeed between the bureaucrats, was viewed as important in the overall planning process. Without trust, communication was stifled and misunderstandings resulted.

What does this mean in regard to planning theories and social work practice? It seems to suggest that planners have little control over the planning process. Unpredictable events, decision-making by other senior bureaucrats or central bodies, and external factors outside of government

invade the planning sphere. Nevertheless, when the planners did have influence, they chose to side with the key consumer group in the planning process; they chose principles endorsed by the social work code of ethics; and they advocated strongly for the permanent funding of C.R.S..

Planning practice seems to be constituted by a variety of elements that represent the rational planning model, the inclusion of value perspectives and the unpredictability of change. Planning even in the machinery of government cannot be foretold. The reality of planning most reflects the model of planning as presented by Schon including objective methods as well as the understanding of and interaction with clients. In his Model I, Schon [1983] highlighted the importance of giving and receiving valid information, securing and sharing data and reports, fostering conditions for free choice, articulating values and limitations within the planning process, and facilitating a sense of commitment to and satisfaction with the planning process.

The next chapter discusses to the issue of evaluation. The writer was involved in an evaluation process with her peers and colleagues as well as her immediate supervisor. Included in the chapter is a self-evaluation based on the learning objectives outlined in Chapter 1.

Chapter 5

Evaluation of the Practicum Experience

5.1 Introduction

The issue of evaluation was discussed during the proposal for the practicum experience. It was agreed that the writer would evaluate the practicum experience from three perspectives:

1. hierarchical evaluation;
2. peer evaluation; and
3. self-evaluation.

It was understood that this evaluation was to be done in the context of social work practice, values and ethics. The first part of this chapter will focus on the values and ethics of social work framed the questionnaire. The next sections will combine both the peer and hierarchical evaluations of the writer's performance. Finally, the last section will contain the writer's self-evaluation in relation to the learning objectives listed in the first chapter of this report.

5.2 Social Work Issues in Planning

The ultimate framework for one's practice is the values and ethics of that profession. Personal adherence to these values and ethics may vary but, for the most part, the ethics of the profession are a reminder to social workers of what their focus should be in practice. Unfortunately,

discussions about ethics are infrequent. It seems that ethical issues are discussed only when an outrageous event happens to "jar" people into thinking about them. In many cases it is because social workers like other professionals are immersed in the day-to-day activities of their jobs. This section will examine some of the crucial areas of the social work Code of Ethics in relationship to the practicum experience.

The Canadian Association of Social Workers' Code of Ethics [1983] is composed of ten declaratory statements. These were utilized in the development of the questions in the evaluation instrument (See Appendix 9 for these statements).

In examining the Code in light of the practicum experience, one of the key areas under scrutiny was the role of the professional versus the role of the consumer. As a consumer of service, the author had extensive involvement in the disabled community as well on various boards.

As an analyst, the author had to be careful in delineating personal opinions from pertinent issues as espoused by a planner of the service. The writer did however advocate for issues that were relevant both to the disabled community and in keeping with principles of service. Examples were given to clarify issues for the other program staff. It is acknowledged that the writer's experience and value base influenced her own advocacy. For

example, as a parent of a disabled child, the writer used both programs and advocated for the freedom to do so. However, the author also advocated for eliminating the overlap of service utilization so broader usage could materialize. Another example was the past experience of the writer with Community Respite Service. The author was part of the initial planning group that lobbied for a respite service available to the physically handicapped. Although the writer supported C.R.S., the writer also advocated for the inclusion of better representation from the provincial program.

Part of the Code deals with the sharing of information. The writer believes this issue is very important as professionals must share information concerning clients that allow them to make informed choices. This sharing of information holds true not only for clients but also with fellow colleagues in order ensure effective service delivery. In specific dealings with C.R.S., the writer was quite open with representatives regarding the structure and functions of government. Consumers and the general public do not readily have access to such information. Any clarification in this area can be helpful to them in understanding the role and responsibilities of bureaucracy, the decision-making process, and bureaucratic process in general. Sharing information is part of the educative role of the social worker. It enhances the power

of the consumer. But, giving information to consumers can jeopardize one's role within the bureaucracy. Detailed information about the decision-making process can lead to political pressure on top bureaucrats or ministers. Information given out can become the tool of lobbying. An employee of government has the responsibility to administer policy as directed by the politicians and to "protect" the minister. Nevertheless, the sharing of information can have several benefits. For example, more information sharing can contribute to an efficient bureaucracy.

To sum up, there were critical areas in which it was difficult to reconcile one's behaviour, whether to be a "good" bureaucrat or a "good" social worker.

5.3 Peer and Hierarchical Evaluation

Part of the evaluation process was the formal feedback from one's colleagues and clients. The interesting aspect of such an evaluation was the differences and similarities between the two sources of information. As part of the evaluation of the practicum experience, a questionnaire was devised to solicit feedback from colleagues. The questions were devised to capture some of the key components of the social work Code of Ethics (e.g., confidentiality, efficiency, responsibility to clients) in relation to the writer's performance. The questionnaire was sent to people

internal and external to government.[11] In total, nine questionnaires were sent out with six returned. Of the six returns, three people were from inside the Division of Community Social Services and three were in government but from other Branches or Divisions. In addition to the six returns, the Planning Co-ordinator completed the form however his responses are presented separately.

In analyzing the returned information, the actual questions will be presented followed by the number of responses with the average score. The scores of the Planning Co-ordinator will be listed in brackets. The following scale was used in answering the questions:

5 - always

4 - usually

3 - sometimes

2 - seldom

1 - never

1. Did the student carry out the assigned work in a competent and efficient manner?

Responses: 5/6 Average:5 (5)

2. Did the student complete assignments in the allotted time?

Response: 4/6 Average:4.75 (5)

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[11] Please refer to Appendices 10 and 11 for the letter of introduction and the questionnaire respectively.

3. Would Senior Officials regard the student's assignments as competently done?

Response: 2/6 Average:4.5 (4)

4. Did the student demonstrate a basic knowledge in the assigned work area?

Response: 6/6 Average:4.83 (5)

5. Was the student active in her attempts to learn about policy and planning issues?

Response: 6/6 Average:5 (4)

6. Did the student contribute her professional knowledge and opinion in discussions of work assignments?

Response: 6/6 Average:5 (2)

7. Did the student demonstrate professional obligation to the primary client group (ie: people with disabilities)?

Response: 6/6 Average:5 (5)

8. Did the student carry out her duties in a professional manner?

Response: 5/6 Average:4.6 (3)

9. In relationship to the primary client group, was the student's interpersonal style helpful in getting the task(s) done?

Response: 5/6 Average:4.6 (3)

10. In relationship to colleagues within the Division, was the student's interpersonal style helpful in getting the task(s) done?

Response: 6/6 Average:4.66 (3)

11. In relationship to colleagues outside the Division, was the student's interpersonal style helpful in getting the task(s) done?

Response: 1/6 Average:4 (3)

12. In relationship to superiors, was the student's interpersonal style helpful in getting the task(s) done?

Response: 2/6 Average:4.5 (3)

13. Did the student satisfactorily handle issues of confidentiality?

Response: 4/6 Average: 5 (5)

14. Did the student request feedback concerning her work?

Response: 2/6 Average:4.5 (5)

15. Did the student use received feedback to improve her work performance?

Response: 1/6 Average:4 (5)

16. Overall, did the student perform satisfactorily in the work contacts she had with you during the practicum?

Response: 6/6 Average:4.83 (5)

The general results from the questionnaires were very positive. Across all respondents, the average score for each question exceeded 4. The areas where there was the most concurrence was in efficiency of work, obligation to client group and the issue of confidentiality.

The areas where there was the most variance was in question 6 and questions 8-12. In regard to Question 6, the Planning Co-ordinator felt that the writer would often be

reluctant to offer an opinion or contribute professional knowledge in the presence of senior government officials.

In regard to questions 8-12, the main issues raised concern the sometimes aggressive approach to tasks in contrast to the reluctance to express opinions in other situations and the tendency to personalize work related events. The reluctance to speak was due to being unfamiliar with the situation and/or the roles of the various players involved. The writer did personalize work in the sense that set-backs such as the submission being pulled was viewed as a personal failure. In hindsight, it indicates that the writer did not always fully appreciate the role the analyst should play in government planning.

5.4 Evaluation of Planning Process and Outcome

The evaluation process represents a synthesis of what people know, what the person knows about her own behaviour and what they all know together. As mentioned the perceptions of the practicum experience were affected by the past experiences as well as the current circumstances of the writer. The writer came to the placement with several years of direct service experience with clients specifically in the subject area being studied. In addition, the writer had personal experience of being a consumer of the service being studied thus knowing the "client's" perception in service delivery. Finally the writer was affected by the practicum

experience itself. The role and tasks assigned as well as the personalities within the system affected the writer.

The practicum experience was perhaps the most challenging for the writer in compared to other practicum options. First, the experience highlighted the conflicts between her personal desires and commitments as a consumer versus the principles advocated for service delivery to many people. Second, the experience was challenging in that once in bureaucracy as a planner, one must not act either as a direct service person or consumer of service. The neutrality or public appearance of such neutrality is difficult to deal with as social workers usually support and encourage clients in actions that might benefit them. In bureaucracy, the encouragement of clients (or agencies) may result in increased lobbying or pressure directed at government. In fact, the encouragement of client groups can be interpreted as lobbying against your own Minister. Since bureaucrats are expected to be supportive of the Minister and the government no matter what, this stance is awkward.

In evaluating the planning process further, the writer will proceed in accordance with the specific learning objectives outlined in Chapter 1. Specific learning objectives are first listed, and then discussed.

Learning Objective 1: **to understand the relationship between the Programs Branch and other Branches/Divisions within the Department of Community Services.**

The experience with other Branches and Divisions while in the practicum placement was mainly with the Division of Child and Family Services, specifically Children's Special Services and Research and Planning.

Children's Special Services was a newly created branch of Government with a mandate specifically focused on children with special needs. Prior to the creation of the branch, services to disabled children was with the Division of Community Social Services. When the practicum started, the mandate for policy and program issues was with Children's Special Services but the budget transfer had not yet been completed. During the involvement with the branch, the writer believed their working perspective was very much focused on the decentralization of services emphasizing community-based and non-segregated service delivery models.

The relationship of Programs Branch with Research and Planning seemed to be confused and vague. The only contact with Research and Planning was in regard to a supplementary research assignment and one of the respite submissions to Social Resources Committee. The particular research pertained to a study of the Mental Retardation system in 1984. In regards to the submission to Social Resources Committee, the Director of Research and Planning met with

the Planning Co-ordinator, the writer and one policy analyst from Research and Planning. As the branch reports directly to the Deputy Minister, sometimes Research and Planning was involved in reviewing and/or coordinating submissions for him especially if they involved more than one division.

As in any organization, the issue of territoriality was important in the role of Programs Branch and Children's Special Services. The examination of respite crossed both divisions and therefore involved staff from each branch "protecting their interests" in the preparation of any documents. The prerogatives of the Assistant Deputy Ministers and indeed the Deputy to edit, change or cancel submissions was used over and over again thus forcing interim funding arrangements on C.R.S..

Learning Objective 2: **to become knowledgeable about the policies that affect the Division of Community Social Services.**

The policies of the Division were shaped by the mission statement of the Department. Policies can be defined as decisions that affect the direction of specific programs and services. Policies can be in the form of legislative measures or they can be more global in nature as reflecting a general direction in service. The Department of Community Services focuses on two basic concepts within their mandate: (1) community based services; and (2) generic services. One example of the Division's adherence to the mission statement

was the "Welcome Home" project. This was a two year project where 200 individuals were to be moved from the Manitoba Development Centre. This policy reflected the value preference for de-institutionalization and the empowerment of community-based agencies. The funding of Community Respite Service and the Provincial Respite Service reflected the community-based preference. However, the selection of options also reflected the budget reality that large increases would not be approved.

Learning Objective 3: **to become knowledgeable about the Planning Cycle and how that affects the planning and development of policies and programs.**

Involvement with the Planning Cycle was limited during the practicum placement. The author was not privy to the details of the Strategic Planning Overview. However, the importance of long term planning was very evident. It was vital to secure long term commitment of government on social policy as well the dollars to implement such strategies. The cost implications of all submissions as well as the policy impact were discussed. However, the converse does exist, it is difficult for a government to develop and maintain a commitment to a long-term plan. First, provincial governments are only in office to a maximum of four years. Whether or not the government succeeds in surviving, the "plan" could be altered or deleted. Second, although some governments have longevity, the issues vary in

importance from year to year and public pressure changes from issue to issue over time. The government may be hard pressed to commit itself to too many issues because of its fiscal ability.

Learning Objective 4: **to become aware of the relationships between government officials and how that affects the planning process.**

The writer gained a good overall knowledge of the effects of the relationships between government officials. Perhaps this, and the fifth learning objective, were most relevant to the writer. Relationships, formal and informal, affected the planning process including the options considered, the recommendations and the timing of the process. Friendships and past working relationships were discussed extensively in Chapter 4.

Learning Objective 5: **to become aware of the relationships between the Division and external groups.**

The writer came to the setting with considerable knowledge and experience about consumer groups and agencies serving the disabled. As discussed earlier, this knowledge was for the most part helpful. However, there were moments of awkwardness when past connections were viewed as impediments. Thus, the experience can be a "double edged sword".

Because of the intensive involvement and commitment to disabled issues, the author did tend to personalize the

work. The author felt that the issues were important and the success of the work was to be pivotal to the author's performance. The reality is that many people affected the decision-making process and the writer could only try to influence superiors in the bureaucracy. Once the document has left the planner, there was no control of the outcome. The commitment of the planner is to do the work effectively and to advise clearly as possible.

The organization and functions of bureaucracy are initially confusing to a new planner. Unlike the literature that alludes to it as a static entity, bureaucracy can change frequently in structure and personnel. The organization was ever changing, complex and interesting. The path to decision-making was long, tedious and stretched the length of the hierarchy. Waiting for decisions was frustrating.

The role of the planner itself was fascinating. The planner receives an assignment with very little instruction and is expected to produce a document in clear and concise format. Once submitted many changes are necessary. This experience is quite different from the writer's experience in other work environments where there may have been one or two drafts. In bureaucracy, one document can be reworked many times.

The role of the planner is elitist in many ways as information is compressed and re-organized by the planner to

sell an option or idea. The planner influences the early formulation of the paper. It doesn't mean that the paper will stay that way but the planner can present information in a preferred way.

The atmosphere of the Divisional office was very much influenced by the collective staff. As Downs [1967] documented in his book, Inside Bureaucracy, there are many work types. But he identified two main groups of people: the purely self-interested officials and officials with mixed motives [1967:69-70]. Downs identified two types of bureaucrats that are purely self-motivated:

1.climbers- motivated by power, income and prestige.
2.conservers- motivated by convenience and security.

Within the second group of officials, the following types of people were identified:

1.zealots- motivated by sacred policies.
2.advocates- motivated by broader set of functions/values.
3.statesmen- motivated by societal loyalty.

The writer could only observe the behaviour of the staff. Some staff in the Branch had been part of bureaucracy for many years; some were very experienced and knowledgeable; others were displaced "persons"- people who once had power and now were relegated to another positions. Some were angry because they were frustrated with no status or responsibility. Others were just nonchalant in the ever changing power struggles. Within the branch it was quite evident who were the "stars" and who were not. Some people

did endless amounts of work, beyond any stereotypic view of a bureaucrat while others seemingly did very little. The result was that some people experienced burn-out while the talents of others were wasted.

The final question is whether the writer's work had an impact on policy. In the writer's view, the Branch did benefit from her work. Although the work done may not have resulted in guidelines, it certainly laid the ground work for others to do so in the future. The writer believes that she did remind the staff of clients and the effect of service delivery on them. If anything, the presence of the writer was a visual reminder that policies and programs affect real people. Finally, the writer believes that within the restrictions of the placement the work done was of good quality and was done efficiently.

5.5 Conclusion

This chapter dealt with the evaluation of the practicum experience. The practicum placement was situated in a complex setting with a multitude of variables influencing the planning process. This chapter presented the evaluation of the writer from peers and a self-examination in regard to the specific learning goals and the general planning experience.

The evaluation of the writer by members of the division and persons from other branches of government was very

positive. People commented on the experience and knowledge of the writer as well as her unfamiliarity and inexperience with the bureaucracy. The experience not only revealed bureaucracy as a unique system but it showed the human side of the bureaucratic machine that many people forget. The hard work by bureaucrats is sometimes forgotten in the process of dealing with government.

Overall, the practicum experience was a valuable one in that it afforded the writer a glimpse of bureaucratic functioning at a senior level of government. Government reflects the internal and external forces influencing it. From an evaluation perspective, the feedback from peers and the supervisor were very positive.

In the section on learning objectives, it was noted that they were relatively well-achieved except for a thorough understanding of the planning cycle. The experience was challenging as it posed professional dilemmas during the planning process. The dilemmas provided opportunity to evaluate conflicts or choices in accordance to the ethics of the profession. Decision-making points are the time to evaluate stances against such values. If a planner doesn't identify these issues or recognize them, the planner can be co-opted by the system. Overall, the practicum experience was successful for future planning in the area of respite.

Chapter 6

Conclusion

6.1 Introduction

Planning within bureaucracy illustrates the multitude of factors that influence or impinge on the process. This practicum report focused on a specific planning task which was the development of respite guidelines. The practicum experience took place from November 1985 to June 1986 in Programs Branch, Community Social Services, the Province of Manitoba. The purpose of this report was to analyze the planning process from a social work perspective in relation to the major planning models or paradigms.

The practicum placement was situated in Programs Branch, Community Social Services. The direct supervisor of the writer was the Divisional Planning Co-ordinator who was responsible to the Executive Director of Programs Branch. Although numerous tasks were completed, the main planning activity was the development of respite guidelines for the two funded programs of the Division: Community Respite Service and the Provincial Respite Program.

The tasks within the practicum related specifically to the formulation of the principles of service delivery, the review of the two programs, the examination of the main issues of contention that could inhibit the development of standardized guidelines, the exploration of alternate

service models, and the development of service options for government. The discussion of the planning process included the various actors within and outside government. The description of the planning process itself focused on the events and particular points of decision-making. It was noted that although guidelines were not successfully developed during the time frame of the practicum, the effort laid the groundwork for them.

The examination of the planning models and paradigms was presented as they are helpful in understanding what actually happened in practice. Rationality as a planning model was outlined and its essence as a paradigm was reviewed. This analysis was the foundation of further exploration of other planning models. Finally, the writer identified two conflicting paradigms -social work and bureaucracy.

In analyzing the planning process, it is noted that no one model or paradigm was followed. Indeed, only two aspects of the planning process did reflect the rational model. These were the actual planning steps and the centralized decision-making authority. Other aspects of the planning process were characterized by the strong declaration of values, the inclusion of the key service provider and the valued relationship between the planners and the service provider. These are characteristics of the advocacy and transactive planning models that are

incorporated in Schon's model in the concept of obtaining and sharing valid information. A key element missing was the distribution of power. The planning strategy was incremental reflecting minor changes vis-a-vis the status quo. It was evident that a holistic or systemic approach across departments was not part of government planning at this level.

Chapter 5 dealt with evaluation. The student developed a questionnaire that was distributed to colleagues within and outside the Branch. The ratings of the questions were presented along with individual comments made by the Planning Co-ordinator. Overall, the evaluation was positive; however, lack of experience and knowledge of the system led to the identification of some weaknesses (e.g., personalizing the outcomes of tasks, aggressive behaviour). The self-evaluation was structured in accordance with the specific learning objectives as outlined in Chapter 1. In general, the practicum was viewed as successful given the narrow scope of the planning task. The complexity of the tasks , the relationships between bureaucrats and the restraints within government were the most revealing aspects of the experience.

6.2 Practicum Relevance to Government Planning

The respite planning process was constructive in that basic principles and options of service delivery were

developed for future consideration. The guidelines did not materialize. This fact illustrates the ultimate restraint upon bureaucracy which is the power to choose priorities. This power irrevocably rests with the politician. If respite had a higher profile in the eyes of the public and/or the government, the papers would have been pushed through and the guidelines would be developed. This fact reinforces the need to secure approval in principle to proceed on major policy changes. This sanction to proceed lessens the risk of disappointing consumers or service providers who may be expecting results.

The inclusion of relevant service providers or vested interests is viewed as important. The initial plan in Option I to circulate the guidelines was a broadly based approach. This, and including representatives from the provincial program and Community Respite Service, would have provided much feedback. Including many players also had it's risks. The perceived power would have been dispersed among the participants and Community Respite Service may not have been considered important enough to have so much influence. Nevertheless, the exclusion of other interests did reflect a selection process of the planners.

The importance of sharing the responsibility for the planning task may have been enhanced by more consultation with the Residential Co-ordinator. Although the Residential Co-ordinator was involved initially in planning meetings and

was consulted during the process, a closer liaison may have improved the proposed implementation of the guidelines and standards. This suggestion integrates the policy\program functions in such assignments. The program staff have experience in the actual implementation of the service and including the Residential Co-ordinator may have avoided some set-backs that occurred (e.g., knowing the billing/payment system). The second reason for such a suggestion is that implementing policy is the hard task. Unrealistic policy will not become a reality. Involving program staff at least makes it more likely that possible problems or barriers to making policy work will be identified.

The recommendations to Programs Branch regarding planning tasks are:

1. Prior to proceeding, secure approval in principle of the overall planning objectives and proposed process.

2. Involve the key service providers and vested interests in any planning process that involves change in or an introduction of a new policy. This includes the client perspectives.

3. Include program staff from the relevant area in the planning process to ensure the understanding of policy and to highlight any obstacles to fulfilling that policy.

6.3 Practicum Relevance to Social Work

The administration stream of social work focuses on general topics such as evaluation, social policy,

supervision and social administration. This particular practicum incorporated the course focus of the administration stream but also forced the writer to examine other subject areas as well.

It would be helpful if students were better prepared for the challenge of bureaucracy. The power structure and the cumbersome decision-making process are mainly outside of the voluntary sector experience. As social workers are recruited as part of the bureaucratic system, it is important that they are familiar with that system. This writer thinks social workers are an important addition to bureaucracy and recommends that more instruction in **public administration** be offered.

The examination of planning models is not emphasized in social work. References to the planning process are mainly at a community or individual level. Although, some of these issues are discussed in social policy, the writer thinks the topic merits its own consideration. There are two reasons for such a recommendation. First, planning as pointed out can reflect a philosophical approach or paradigm. It is useful to understand this as the social work planner must recognize his/her own approach and should be able to justify planning actions. Second, understanding other planning paradigms or planning models helps the analysis of the process which can be very complex.

The final area for discussion is the area of

ethics/values. This issue is a topic discussed in general terms, especially in courses related to direct service delivery. Administration and indeed planning is an area that requires such evaluation. As suggested in the introduction, it is probably even more important because of the broad impact of such activity on clients and service systems. Ethics/values may be viewed as boring but the issues around ends and means, mission statements of government, and the implementation of policies are topics to be debated. Social work can be proud of its espoused values and should use them as benchmarks in the evaluation of social policy and implementation.

In summary, the recommendations to the School of Social Work are to increase content and/or courses in the social administration stream to include:

1. Public Administration
2. Planning Models/Paradigms
3. Ethics/Values of Social Work

6.4 Summation

This practicum experience in planning was a challenging one. The setting - bureaucracy - offered a new learning experience on some issues of familiarity. The experience highlighted the conflicts of the social worker within bureaucracy but also illustrated the ways planners can influence or try to effect change. Overall, bureaucracy is a hard place to maneuver in for there is little room for

systemic change and creativity. Nevertheless, one is challenged to not only learn the system but to put into practice the espoused values of the social work profession.

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APPENDIX 1: PROVINCIAL COMPARISON OF RERSPITE POLICIES

COMPONENT	ALBERTA	SAKATCHEWAN	ONTARIO
SERVICE MODELS	-community residences -in-home support programs -host families	-resource home program -outreach	-host families -in-home programs -on site programs -combined service models
ELIGIBILITY	-mentally or physically handicapped	-mentally or multiply handicapped or crisis situations	-physical, mental, multiple, dependent elderly, high risk persons.
ALLOCATION	-30 days in community residence -$245 -$385 per family in-home program -24 days for host families	-up to 2 months	-unknown
AUSPICES	-government -private	-up to 2 months	-unknown (varies)
USER FEES	-NO	-YES	-YES

APPENDIX 2:CHART OF PLANNING EVENTS

DATE	EVENT
NOVEMBER 1985	-Practicum BEGAN
DECEMBER 1985	-ORIENTATION TO BRANCH -PRELIMINARY DISCUSSIONS ON RESPITE -LETTER SENT BY DIRECTOR OF PROGRAMS TO INVITE PARTICIPATION BY CHILDREN'S SPECIAL SERVICES
JANUARY 9,1986	-MEETING WITH PROGRAM STAFF AND REPRESENTATIVE FROM CHILDREN'S SPECIAL SERVICES OPTION II SELECTED
JANUARY 20,1986	-MEETING WITH PLANNING CO-ORDINATOR AND PROVINCIAL CO-ORDINATOR OF CHILDREN'S SPECIAL SERVICES -MEMO FROM DIRECTOR OF CHILDREN'S SPECIAL SERVICES CONFIRMING THE DESIGNATION OF THE PLANNING CO-ORDINATOR AND THE PROVINCIAL CO-ORDINATOR TO CO-ORDINATE RESPITE PLANNING.
FEBRUARY 10,1986	-COLLECTION OF STATISTICS AT COMMUNITY RESPITE SERVICES
FEBRUARY 15, 1986	-MEETING WITH PLANNING CO-ORDINATOR AND PROVINCIAL CO-ORDINATOR OF CHILDREN'S SPECIAL SERVICES. -COLLECTION OF STATISTICS AT COMMUNITY RESPITE SERVICES
FEBRUARY 25,1986	-MEETING WITH PLANNING CO-ORDINATOR AND PROVINCIAL CO-ORDINATOR OF CHILDREN'S SPECIAL SERVICES.

DATE	EVENT
MARCH 4, 1986	-COMPLETED AND SUBMITTED SUBMISSION TO EXECUTIVE MANAGEMNET COMMITTEE.
MARCH 1986	-SUBMISSION PULLED BY ASSISTANT DEPUTY MINISTER OF COMMUNITY SOCIAL SERVICES
MARCH 17 & 24, 1986	-COLLECTION OF DATA AT REGIONAL OFFICE.
APRIL, 1986	-DEVELOPED FUNDING MODELS FOR RESPITE
MAY 1986	-ANALYZED COST OF EACH FUNDING MODEL AND EXAMINED PAY SCALES FOR WORKERS. -EXPLORED TRAINING OPTIONS.
MAY 1986	-SUBMITTED PAPER FOR SOCIAL RESOURCES COMMITTEE
MAY 16, 1986	-SOCIAL RESOURCES COMMITTEE PAPER PULLED BY DEPUTY
JUNE 11, 1986	-MET WITH RESEARCH AND PLANNING REPRESENTATIVES REGARDING SOCIAL RESOURCES COMMITTEE SUBMISSION -COMPLETED TREASURY BOARD FOR COMMUNITY RESPITE SERVICES
JUNE 19, 1986	-MET WITH PROVINCIAL CO-ORDINATOR AND PLANNING CO-ORDINATOR REGARDING SUBMISSION FOR SOCIAL RESOURCES COMMITTEE OF CABINET.

APPENDIX 3: CURRENT BLOCK COSTS AND NEW BLOCK CALCULATIONS

THE BASE RATE FOR 12 HOURS WAS CALCULATED AS FOLLOWS:

8 HOURS TIMES $4.30=	$34.40
4 HOURS AT $6.45 (TIME AND HALF)=	$25.80
TOTAL	$60.20

+ THE BASE RATE FOR 24 HOURS WAS CALCULATED AS FOLLOWS:

8 HOURS TIMES $4.30=	$34.40
8 HOURS AT $6.45=	$51.60
8 HOURS (SLEEP)	$00.00
TOTAL	$86.00

CALCULATIONS FOR BLOCK DIFFERENTIALS:

Utilizing $6.60 as the mean wage in the current hourly rate structure, the following standardized reductions were estimated:

$6.60 times 12 hours=	$79.20
block payments for 12 hours=	$60.20
$79.20 - $60.20=	$19.00 or a 23.9% reduction
$6.60 times 24 hours=	$158.40
block payment for 24 hours=	$ 86.00
$158.40 - $86.00=	$ 72.40 or a 45.7% reduction

EXAMPLE:
The average hourly wage was calculated for each worker category. In the Attendant I level, the average hourly wage was $6.87.

$6.87 times 12 hours =	$82.44
23.9% of $82.44=	- $19.70
Block payment for 12 hours=	$62.74
$6.87 times 24 hours =	$164.88
45.7% of $164.88=	- $ 75.35
Block payment for 24 hours=	$ 89.53

APPENDIX 4: NEW (BASE) DIFFERENTIAL BLOCK RATE**

HOURLY RATE	12 HOUR BLOCK RATE	24 HOUR BLOCK RATE
NO TRAINING A.LESS THAN 18 YRS.-$3.85 B.OVER 18 YRS. $4.30	$60.20 $60.20	$86.00 $86.00
HOME SUPPORT WORKER I: A.$5.78 PER HOUR B.$5.99 PER HOUR	$60.20 $60.20	$86.00 $86.00
HOME SUPPORT WORKER II: A.$6.14 PER HOUR B.$6.28 PER HOUR C.$6.45 PER HOUR D.$6.60 PER HOUR	$60.20	$86.00
ATTENDANT I: A.$6.61 PER HOUR B.$6.78 PER HOUR C.$6.95 PER HOUR D.$7.13 PER HOUR	$62.74	$89.53
ATTENDANT II: A.$7.92 PER HOUR B.$8.12 PER HOUR C.$8.32 PER HOUR D.$8.53 PER HOUR	$75.07	$107.12

** "grandfathers" the current block funding levels until increased.

APPENDIX 5: NEW DIFFERENTIAL BLOCK RATE

HOURLY RATE	12 HOUR BLOCK RATE	24 HOUR BLOCK RATE
NO TRAINING A.LESS THAN 18 YRS. -$3.85 B.OVER 18 YRS. $4.30	$35.16 $39.27	$50.17 $56.04
HOME SUPPORT WORKER I: A.$5.78 PER HOUR B.$5.99 PER HOUR	$53.79 $53.79	$76.76 $76.76
HOME SUPPORT WORKER II: A.$6.14 PER HOUR B.$6.28 PER HOUR C.$6.45 PER HOUR D.$6.60 PER HOUR	$58.17	$83.01
ATTENDANT I: A.$6.61 PER HOUR B.$6.78 PER HOUR C.$6.95 PER HOUR D.$7.13 PER HOUR	$62.74	$89.53
ATTENDANT II: A.$7.92 PER HOUR B.$8.12 PER HOUR C.$8.32 PER HOUR D.$8.53 PER HOUR	$75.07	$107.12

APPENDIX 6: PROVINCIAL RESPITE SERVICE AND COMMUNITY RESPITE SERVICE: DISTRIBUTION OF EACH SERVICE ACROSS MANITOBA

REGION	PERCENTAGE OF CLIENT SERVED		PERCENTAGE OF TOTAL HOURS	
	PROV.	C.R.S	PROV.	C.R.
CENTRAL	7.2%	0.0%	5.8%	0.0%
EASTMAN	8.0	3.5	16.2	4.5
INTERLAKE	7.4	4.7	4.5	4.5
PARKLANDS	3.5	0.0	5.2	0.0
NORMAN	2.9	6.5	4.4	8.2
THOMPSON	5.1	4.7	10.4	5.4
WESTMAN	12.3	18.8	12.0	13.5
WINNIPEG	53.6	61.8	38.0	63.5
TOTAL	100.0%	100.0%	100.0%	100.0%

APPENDIX 7: CLIENT UTILIZATION OF BOTH COMMUNITY RESPITE SERVICE AND THE PROVINCIAL RESPITE PROGRAM

REGION	NUMBER OF CLIENTS	PERCENTAGE OF REGIONAL TOTAL	PERCENTAGE OF REGIONAL TOTAL
WINNIPEG	181	8.95%	17%
WESTMAN	18	39.1	56
NORMAN	5	45.0	45
THOMPSON	4	21.0	50
INTERLAKE	4	14.3	50

*THOSE NUMBER OF CLIENTS THAT USE BOTH SERVICES IN DESIGNATED REGIONS

PERCENTAGE OF CLIENTS IN PROV. PROGRAM USING C.R.S.= 16.0%

PERCENTAGE OF CLIENTS IN C.R.S. USING PROV. PROGRAM= 29.8%

APPENDIX 8: COMMUNITY RESPITE SERVICE CLIENTELE BY DISABILITY GROUP

REGION	PHYSICAL HANDICAP	MENTAL HANDICAP	MULTIPLE HANDICAP	UNKNOWN HANDICAP
WINNIPEG	54	21	30	-
WESTMAN	6	12	14	-
INTERLAKE	4	1	3	-
NORMAN	3	5	3	-
THOMPSON	4	1	3	1
EASTMAN	5	2	1	-
TOTAL	**76**	**42**	**54**	**2**
PERCENTAGE OF TOTAL CLIENTS	43%	24.1%	31.1%	1%

APPENDIX 9: SOCIAL WORK CODE OF ETHICS (1983)

1. I will regard the well-being of the persons I serve as my primary professional obligation.

2. I will fulfil my obligations and responsibilities with integrity.

3. I will be competent in the performance of the services and functions I undertake on behalf of the persons I serve.

4. I will act in a conscientious , diligent, and efficient manner.

5. I will respect the intrinsic worth of persons I serve in my professional relationships with them.

6. I will protect the confidentiality of all professionally acquired information. I will disclose such information only when properly authorized or when obligated legally or professionally to do so.

7. I will ensure that my outside interests do not jeopardize my professional judgement, independence or competence.

8. I will work for the creation and maintenance of workplace conditions and policies consistent with the standard set by this code.

9. I will act to promote excellence in the social work profession.

10. I will act to effect social change for the overall benefit of humanity.

APPENDIX 10: LETTER OF INTRODUCTION

JUNE 1986

DEAR ;

ATTACHED IS A QUESTIONNAIRE TO HELP ME EVALUATE MY PRACTICUM EXPERIENCE AT PROGRAMS BRANCH. I'D APPRECIATE YOU FILLING THOSE QUESTIONS THAT YOU FEEL APPLY TO OUR INTERACTION. PLEASE FORWARD THE COMPLETED QUESTIONNAIRE TO:

DR. JOE RYANT
SCHOOL OF SOCIAL WORK
UNIVERSITY OF MANITOBA
WINNIPEG, MANITOBA

THANK-YOU....

SINCERELY;

JANET WIKSTROM

APPENDIX 11:EVALUATION INSTRUMENT

Utilizing the following scale, please rate accordingly and add comments and examples as deemed necessary. Please mark N/A if the question doesn't apply to your involvement.

Evaluation Scale

Always	Usually	Sometimes	Seldom	Never
[5]	[4]	[3]	[2]	[1]
X.....X	X	X	X	X

1. DID THE STUDENT CARRY OUT THE ASSIGNED WORK IN A COMPETENT AND EFFICIENT MANNER? [ ]

2. DID THE STUDENT COMPLETE ASSIGNMENTS IN THE ALLOTTED TIME? [ ]

3. WOULD SENIOR OFFICIALS REGARD THE STUDENT'S ASSIGNMENTS AS COMPETENTLY DONE? [ ]

4. DID THE STUDENT DEMONSTRATE A BASIC LEVEL OF KNOWLEDGE IN THE ASSIGNED WORK AREA? [ ]

5. WAS THE STUDENT ACTIVE IN HER ATTEMPTS TO LEARN ABOUT POLICY AND PLANNING ISSUES? [ ]

6. DID THE STUDENT CONTRIBUTE HER PROFESSIONAL KNOWLEDGE AND OPINION IN DISCUSSIONS OF WORK ASSIGNMENTS? [ ]

7. DID THE STUDENT DEMONSTRATE PROFESSIONAL OBLIGATION TO THE PRIMARY CLIENT GROUP (IE: PEOPLE WITH DISABILITIES)? [ ]

8. DID THE STUDENT CARRY OUT HER DUTIES IN A PROFESSIONAL MANNER? [ ]

9. IN RELATIONSHIP TO THE PRIMARY CLIENT GROUP, WAS THE STUDENT'S INTERPERSONAL STYLE HELPFUL IN GETTING THE TASK(S) DONE? [ ]

10. IN RELATIONSHIP TO COLLEAGUES WITHIN THE DIVISION, WAS THE STUDENT'S INTERPERSONAL STYLE HELPFUL IN GETTING THE TASK(S) DONE? [ ]

11. IN RELATIONSHIP TO COLLATERALS OUTSIDE THE DIVISION, WAS THE STUDENT'S INTERPERSONAL STYLE HELPFUL IN GETTING THE TASK(S) DONE? [ ]

12. IN RELATIONSHIP TO SUPERIORS, WAS THE STUDENT'S INTERPERSONAL STYLE HELPFUL IN GETTING THE TASK(S) DONE? [ ]

13. DID THE STUDENT SATISFACTORILY HANDLE ISSUES OF CONFIDENTIALITY? [ ]

14. DID THE STUDENT REQUEST FEEDBACK CONCERNING HER WORK PERFORMANCE? [ ]

15. DID THE STUDENT USE RECEIVED FEEDBACK TO IMPROVE HER WORK PERFORMANCE? [ ]

16. OVERALL, DID THE STUDENT PERFORM SATISFACTORILY IN THE WORK CONTACTS SHE HAD WITH YOU DURING THE PRACTICUM? [ ]

ADDITIONAL COMMENTS OR OBSERVATIONS.

TO ASSIST IN THE EVALUATION PROCESS, PLEASE INDICATE ONE OF THE FOLLOWING:

1. I WORK WITHIN THE DIVISION OF COMMUNITY SOCIAL SERVICES [ ]

2. I WORK OUTSIDE THE DIVISION OF COMMUNITY SOCIAL SERVICES [ ]

THANK YOU FOR YOUR TIME!