

A DESCRIPTIVE STUDY OF FEDERAL-PROVINCIAL SOCIAL
POLICY ANALYSIS AS IT RELATES TO
MANITOBA'S VOCATIONAL REHABILITATION SYSTEM

BY

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Report of a Practicum
Presented to the Faculty of Graduate Studies
in Partial Fulfillment of the Requirements
for the Degree of

MASTER OF SOCIAL WORK

Faculty of Social Work
University of Manitoba
Winnipeg, Manitoba

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CHAPTER 1. INTRODUCTION: OBJECTIVES AND SETTING OF PRACTICUM PLACEMENT

Social service consumers, advocates, agencies and professionals seldom have an appreciation or understanding of the various federal-provincial arrangements which shape our social service system. As Mendelson (1986, November) indicates, this is understandable since federal-provincial relations are often conducted behind closed doors and shielded from public scrutiny. Nevertheless, federal-provincial relations have far reaching implications for the manner in which health, education and welfare services are funded and delivered across Canada, particularly in relation to vocational rehabilitation services.

I have chosen to focus my practicum experience on vocational rehabilitation policy making. My undergraduate studies and direct social work experience, as a vocational rehabilitation counsellor, have equipped me with an understanding of current vocational rehabilitation policies and practices within the Province of Manitoba. This practical experience has given me a sense of how federal-provincial policies and legislation influence the manner in which vocational rehabilitation is practiced in this province. Concurrently, I recognize that any changes to federal-provincial funding mechanisms for vocational rehabilitation could have a decisive impact on the manner in which vocational rehabilitation services are delivered.

This report describes a practicum which involved social policy analysis in a federal-provincial context in relation to vocational rehabilitation services. The report outlines and analyzes the process of developing the knowledge and skills required to conduct social policy analysis. The actual vehicle for the social policy analysis involved a "Working Group" of a "Continuing Committee" of senior bureaucratic officials reporting to federal, provincial and territorial Deputy Ministers of government social service departments. Entrance into this policy making structure was through the Research and Planning Branch of Manitoba's Department of Community Services.

The first chapter of this report presents the objectives and expected educational benefits of the practicum and briefly describes the provincial and federal-provincial settings in which the practicum was conducted. The second chapter presents a review of pertinent literature and background information as it relates to the vocational rehabilitation system and social policy analysis in a federal-provincial context.

Chapters 3 and 4 present the substance of the practicum learning experience. In chapter 3, the practicum experience is described and analyzed utilizing a "contingency" approach to identifying the stages of policy analysis and a process approach to identifying the significant factors of vocational rehabilitation policy analysis. Chapter 4 examines my role as a social policy analyst and summarizes

the principles for federal-provincial policy analysis. These principles have been formulated from the literature and from the experience of the practicum.

The fifth chapter summarizes the criteria and methodology used for evaluating this practicum learning experience. The results of this evaluation and the implications of these results for further learning will be highlighted.

1:1 Objectives and Expected Educational Benefits of Practicum Placement

The practicum involved working in the role of social policy analyst within the provincial government department responsible for vocational rehabilitation services - Manitoba Community Services. A minor focus of my involvement was to participate in a number of general analytic activities relating to vocational rehabilitation policies and practices. However, the majority of my work was dedicated to participating in a Working Group of senior government officials in the preparation of a detailed report concerning vocational rehabilitation practices and legislative issues for Federal, Provincial and Territorial Deputy Ministers of Social Services. The purpose of the report was to enable the negotiation of a new Vocational Rehabilitation of Disabled Persons (VRDP) Agreement for 1986-1988.

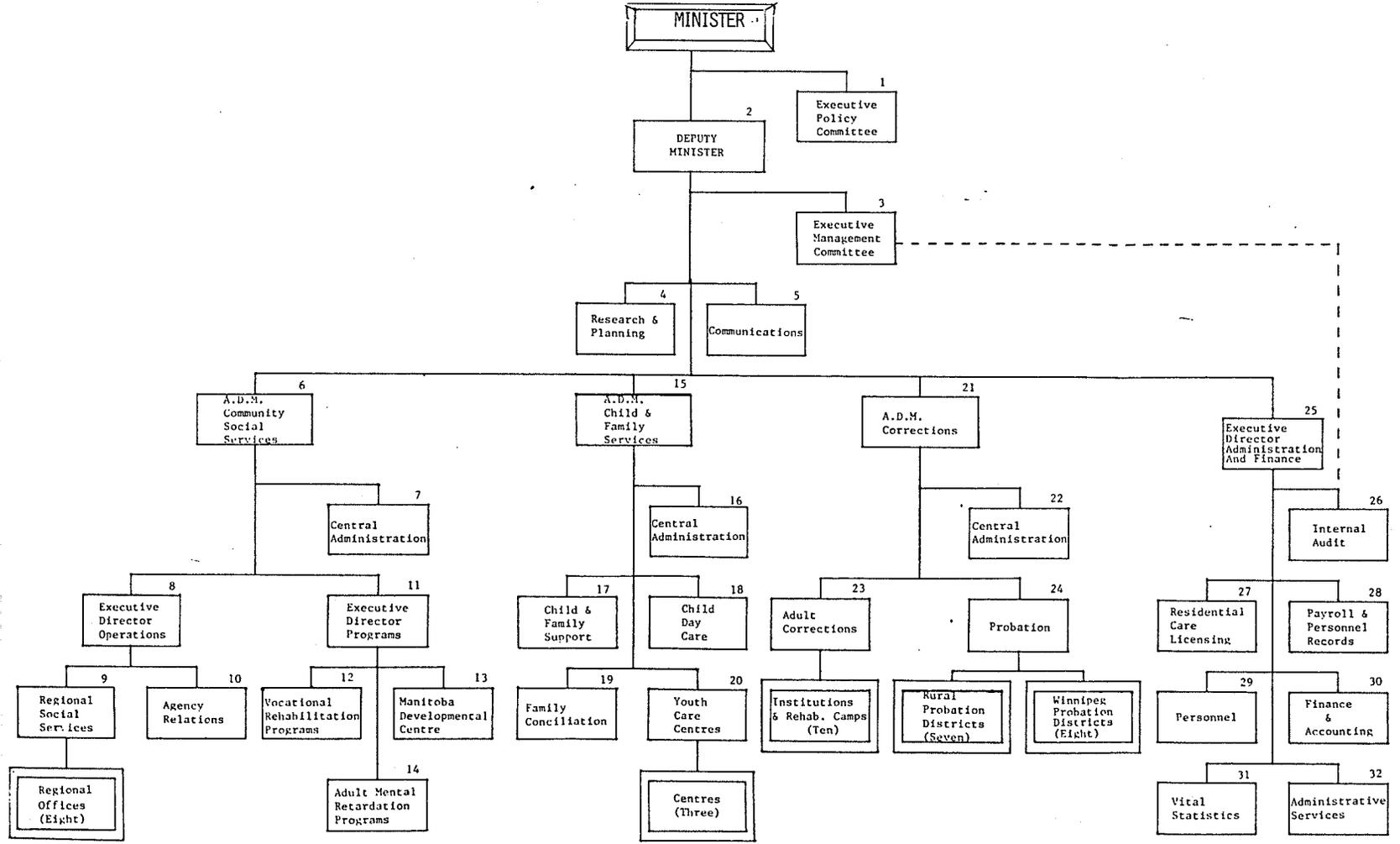
The expected educational benefits of the practicum were two fold. The first was to develop and enhance the capacity to work in the role of social policy analyst with a provincial government department. I was expected to understand the federal and provincial legislative and bureaucratic structures and processes which shape social policy development. Similarly, I was expected to understand the political and economic influences on social policy analysis as they relate to vocational rehabilitation legislation and services. Skill development was expected to reflect a demonstrated ability to do the work of a social policy analyst.

The second expected educational benefit was to extrapolate from the practicum experience and from the review of relevant literature, a series of principles pertinent to social policy analysis in a federal-provincial context. It was hoped that the knowledge and skills developed through the practicum would enable me to become a more effective social work policy analyst and to understand the constraints and complexities involved in policy making.

1:2 The Practicum Placement Described

The practicum took place at the Research and Planning Branch of the provincial government's Community Services Department. Figure 1 illustrates where the Branch was situated in the Department's organizational structure. The

Figure 1. THE DEPARTMENTAL ORGANIZATION CHART FOR MANITOBA COMMUNITY SERVICES, AUGUST 1, 1984.



mandate of this Branch was to operate as an adjunct to the office of the Deputy Minister and the Department's Executive Management Committee (EMC). In so doing, the Branch had three primary functions: 1) to support departmental planning, 2) to provide policy analysis and coordinate policy research, and 3) to promote liaison with other government systems.

By outlining and monitoring government planning processes, the Branch assisted the Department to develop plans and coordinated and monitored the Department's multi-year and budget-year planning cycles and other special planning processes. In providing policy analysis and coordinating policy research, the Branch provided and organized activities to assist the Department to "identify critical or emerging policy issues, formulate and implement policies and prepare relevant documents" (Manitoba Community Service, 1985, February). Finally, in promoting liaison with other government agencies, the Branch coordinated Cabinet Committee agenda items, dealt with other planning branches of the provincial government, "ensured consistent, orderly federal-provincial relations" (ibid., 1985, February) and represented the Department on a variety of

federal-provincial and inter-provincial committees of officials¹.

At the time of the practicum, the Branch consisted of 12 staff: an Acting Director, two senior analysts, one Special Projects Officer (on secondment to another department), five policy analysts, one legislative services clerk, and two clerical staff. The work of the Branch was organized into two teams; the first team was responsible for the work related to the Child and Family Services and Youth Corrections divisions of the Department, while the second team was responsible for the work related to the Administration and Finance, Community Social Services and Adult Corrections divisions. Each team was headed by a senior analyst and had at least two policy analysts and one clerical staff. Within this practicum setting, I was assigned to the latter team of analysts. Although I was primarily involved in the tasks of the federal-provincial Working Group, I was initially involved in generic analytical assignments relating to the Community Social Services division which included the following programs: Vocational Rehabilitation (VR) Program, Mental Retardation (MR) Services, Manitoba Developmental Center (an institution

¹ The federal-provincial relations referred to here pertain exclusively to department-specific cost-shared programs (through the CAP and VRDP Acts) and national conferences and related committees of Deputy Ministers of Ministers of Social Services.

for the mentally handicapped), and External Agency Relations.

At the time of this practicum placement, the Branch was afforded considerable status within the senior managerial hierarchy of the department. This was a result of: its mandate; its close proximity and contact with the Deputy Minister and Minister; the perceived expertise of the Branch staff; and the staff's diplomatic and interpersonal skills in influencing the departmental decision-making process. Given the Ministerial mandate to both coordinate and advise senior departmental officials on government planning and policy making, the Branch was very influential in the department's decision-making processes. The manner in which the Branch's influence affected the federal-provincial social policy analysis process will be described and analyzed in chapter 3. The manner in which this setting affected the practicum learning experience will be analyzed in chapter 5.

1:3 The Federal-Provincial Setting Described

Once designated as the primary focus of the practicum placement, the majority of my work as a social policy analyst occurred in a federal-provincial setting. This setting involved a "Working Group" of senior government officials from the "Continuing Committee of Officials Reporting to the Federal, Provincial and Territorial Deputy

Ministers of Social Services" (hereafter referred to as the Continuing Committee). This Continuing Committee was established in 1982 upon the recommendation of the Murphy and Junk (1981) Report of the Federal-Provincial Task Force Report to Review the Canada Assistance Plan (CAP) and the Vocational Rehabilitation of Disabled Persons (VRDP) Act. According to Continuing Committee documentation (1982, April), the Committee's initial Terms of Reference, drafted in February 1982 and approved by the Deputy Ministers in April 1982 was as follows:

1. To respond to assignments made by the Deputies;
2. To operate with a co-chairmanship, federal-provincial, with a rotating provincial chair;
3. To record the full range of opinions expressed on a topic under examination by the Continuing Committee, and not permit minority reports;
4. To report to the Deputies re: the assignment, its content (findings), within the deadline, the administration of the program or service, the operation of the program, the options for implementation (solutions), and the implications of each option for both the federal and provincial governments;
5. To monitor and report on the implementation of changes mandated by the Deputy Ministers.

The Continuing Committee was comprised of senior federal, provincial and territorial officials as assigned by their respective Deputy Ministers. As indicated in Figure 2, each jurisdiction differed as to the extent to which program and/or federal-provincial officials were appointed. For example, of the twelve provinces/territories, only

Figure 2. CONTINUING COMMITTEE REPRESENTATION

FEDERAL Co-chair	Acting Director, General CAP Directorate Health and Welfare Canada
PROVINCIAL Co-chair	Manager, B.C. Federal-Provincial Agreements Section Strategic Planning Branch Ministry of Human Resources
PRINCE EDWARD ISLAND	Director Special Services Division Department of Health and Social Services
NEW BRUNSWICK	Director Affirmative Action Department of Social Services
NOVA SCOTIA	1) Director Policy Planning and Research Division Department of Social Services 2) Officer Policy Planning and Research Division Department of Social Services
SASKATCHEWAN	Director Federal-Provincial Arrangements Branch Department of Social Services
ALBERTA	Director Federal-Provincial Coordinator Department of Social Services and Community Health
YUKON	Director Policy Planning and Evaluation Department of Human Resources

Figure 2: CONTINUING COMMITTEE REPRESENTATION -
(continued)

NORTH WEST TERRITORIES	Assistant Deputy Minister Department of Social Services Government of North West Territories
MANITOBA	1) Acting Director Research and Planning Manitoba Community Services
	2) Acting Director Research and Planning Manitoba Employment Services and Economic Security
NEWFOUNDLAND	Director Planning and Research Division Department of Social Services
QUEBEC	Director des ententes federales -provinciales Ministere des Affaires Sociales

Prince Edward Island and New Brunswick had Committee representatives from program related fields.²

Since 1982, the Continuing Committee has met on an ad hoc basis in response to work generated by Deputy Ministers. During this time, the Committee established three separate "Working Groups" to deal with issues related to:

1. Harmonization of Federal Guaranteed Income Supplement (GIS) with Provincial Programs of Benefit to the Aged;
2. Canada Assistance Plan/Young Offenders Act (CAP/YOA) interface;
3. Vocational Rehabilitation of Disabled Person (VRDP).

It was the task of the VRDP Working Group which constituted the focus of this practicum experience. Therefore, the structure and mandate of the Working Group will be discussed in this chapter, whereas the specific work involved will be discussed and analyzed in chapter 3.

The Continuing Committee received its formal mandate in September 1984 to "define, qualify and develop options related to major VRDP issues for consideration by Federal/Provincial/Territorial Deputy Ministers of Social Services ... [to] provide information in preparation for drafting a new VRDP Agreement effective April 1, 1986" (CICS, 1984, October 1, p. 4). In preparing its report, the Working Group was instructed to review all relevant

² To ensure consistency with the imposed information confidentiality restrictions, the actual names of the Continuing Committee representatives have not been included in this report.

documents--including the September 1984 report of the Provincial Coordinators/Directors of VR Services (1984, September) and Murphy and Junk (1981) reports--and report to the Continuing Committee by January 15, 1985. A full report was to be prepared for Deputy Ministers by February 15, 1985.

At its October, 1984 meeting, the Continuing Committee formed a Working Group comprised of the provincial officials from Nova Scotia, Ontario, Manitoba and Alberta and two federal officials from the CAP Directorate, Health and Welfare Canada. With the exception of Nova Scotia, the provinces also designated the Provincial Coordinator/Director of VR Services. Also, as illustrated in Figure 3, in the case of Alberta and Manitoba, additional program-related officials were included in the Working Group. The federal CAP Directorate assigned its regular Continuing Committee member and its Director of the Assistance and VR Services program. Manitoba assumed the lead role of the Working Group.

This description of the practicum setting is provided to illustrate the context in which the federal-provincial policy analysis occurred. The manner in which the Research and Planning Branch, Continuing Committee and Working Group affected the social policy analysis process will be analyzed in chapter 3. Again, the manner in which these settings affected the practicum learning experience will be analyzed in chapter 5.

Figure 3. VRDP WORKING GROUP REPRESENTATION

<u>Province</u>	<u>Continuing Committee Representative</u>	<u>Other Support Representatives</u>
ONTARIO	Coordinator of Inter-governmental Policy, Policy and Developmental Division Ministry of Community and Social Services	Provincial Coordinator VR Services, Ministry of Community and Social Services
NOVA SCOTIA	Officer, Policy, Planning and Research Division Department of Social Services	
ALBERTA	Director Federal-Provincial Coordination Department of Social Services and Community Health	1) Manager of Cost Sharing Federal-Provincial Coordination Department of Social Services & Community Health 2) Director Rehab Services Policy and Program Development
MANITOBA	Acting Director Research and Planning Manitoba Community Services and Corrections	1) Executive Director (VR Programs) Community Social Services Division 2) Chief Program Consultant (VR Programs) Community Social Services Division 3) Senior Analyst Research & Planning 4) MSW Practicum Student
HEALTH AND WELFARE CANADA	1) Director Program and Policy Coordination CAP Directorate 2) Director Assistance and VR Services CAP Directorate	

CHAPTER 2. THE PROBLEM DEFINED AND A LITERATURE REVIEW

This chapter summarizes a review of literature and relevant documentation pertinent to the vocational rehabilitation system and social policy analysis in a federal-provincial context. The first section summarizes the Vocational Rehabilitation of Disabled Persons (VRDP) Act and Agreement. The purpose of this summary is to provide a context for describing some of the problems with the vocational rehabilitation policy making system. The second section of this chapter relates to the theory and practice of social policy analysis and formulation. In addition to presenting a framework for conducting social policy analysis, a brief review of pertinent literature will identify the factors involved in federal-provincial policy making.

2:1 The Vocational Rehabilitation of Disabled Persons (VRDP) Act and Agreements³

Consistent with the principles and provisions of the British North America Act of 1867, it is unanimously recognized by the federal and provincial/territorial governments that the delivery of social services, including vocational rehabilitation services, is the responsibility of

³ It should be noted that this section of the report does not constitute a literature review in the traditional sense. Since virtually no literature exists on this subject, this section is derived from a review of relevant documentation, correspondence and discussions with federal and provincial officials during the course of the practicum.

the provinces.⁴ However, as the costs associated with these health and public welfare services exceed the fiscal capacities allocated to the provinces in the BNA Act, the federal government has assumed a partial financial responsibility to cost-share in the provision of provincial vocational rehabilitation services. The Vocational Rehabilitation of Disabled Persons (VRDP) Act, passed in 1960, is an Act of the Parliament of Canada under which Canada cost-shares certain provincial services to assist persons with disabilities in attaining employment. The Canada Assistance Plan (CAP) Act, passed in 1966, provides cost-sharing for a wide range of provincial services. Although primarily designed to cost-share provincial public assistance and social services, CAP also provides cost-sharing for certain vocational workshops and activity center costs.⁵ Together the VRDP and CAP Acts are the legislative base through which the Federal government (through its National Health and Welfare Department) is empowered to share the costs

⁴ From this point on, the terms "province" and "provincial" include the Territories unless otherwise specified.

⁵ The CAP Act was created to replace the federal-provincial Old Age Assistance, Blind Persons Allowances, Disabled Persons Allowances and Unemployment Assistance programs. At the time, CAP was seen as progressive legislation based on the premise of assistance to all persons in need regardless of the cause of this need.

associated with provincial vocational rehabilitation services.⁶

While the CAP and VRDP Acts are authorized by the Parliament of Canada, their implementation is based on bilateral federal-provincial agreements with the provinces which in turn, design and operate the programs that qualify for federal cost-sharing.⁷ Under the VRDP Act, the federal government contributes fifty percent (50%) of the provinces' eligible costs for providing a comprehensive program for the vocational rehabilitation of disabled persons, including:

- . assessment and counselling
- . vocational training
- . staff training and development
- . staff salaries, benefits and travel costs
- . administrative costs
- . restorative processes and services
- . employment placement
- . vocational rehabilitation research

To qualify for federal cost-sharing, provincial vocational rehabilitation programs must be designed to assist physically and mentally disabled persons prepare for a "substantially gainful occupation" (Canada, 1960-61, VRDP

⁶ In understanding CAP and VRDP, an important distinction must be made. Contrary to the perception of many service providers, there is no such thing as "CAP" or "VRDP" services. There are only provincial or municipal social services, part of the cost of which may be paid for by the federal government through the CAP or VRDP cost-sharing provisions. "No services of any kind are authorized under either Act. Only provincial laws can provide for the delivery of social services" (Mendelson, 1986, November, p. 2).

⁷ All provinces, with the exception of Quebec, have entered into a VRDP Agreement and provide a similar range of services under the auspices of the Agreement. Quebec has chosen to cost-share its vocational rehabilitation services under the CAP Act.

Act, Section 2). In order to receive these cost-shared recoveries, provinces must ensure that the people receiving the services and the services being provided conform to eligibility criteria specified in the VRDP or CAP Acts. Provincial vocational rehabilitation programs for disabled persons who qualify for services provided under the Veterans Rehabilitation Act or any provincial worker's compensation law would not be eligible for cost-sharing under the VRDP Act. Unlike the CAP Act, the VRDP Act does not require the provinces to implement a client income or needs test prior to providing vocational rehabilitation services. Although the VRDP Act (Canada, 1960-61, Section 3.1) authorizes the federal government to enter into an Agreement with the provinces for a period not exceeding six years, the VRDP Agreements prior to 1981 were renewed on an annual basis. These Agreements were then administered through a system of:

- a) federal letters to each province in response to provincial requests for cost-sharing approvals;
- b) federal letters to all provinces regarding general policy;
- and c) federal-provincial meetings of the Provincial Coordinators/Directors of VR Services and the federal Department of Health and Welfare Canada (CAP Directorate).

However, between 1981 and 1983, the federal government unilaterally changed both the VRDP cost-sharing eligibility provisions and the process for renegotiating the VRDP Agreement. The problem this created is described in the next section.

2:2 The Problem Defined

Very few could challenge the inherent worth of a vocational rehabilitation system which endeavors to address the significant unemployment and underemployment of disabled Canadians. However, while the success stories are many, so too are the limitations of the vocational rehabilitation system. Historically, "legislative bodies, public officials and paid staff in their development of policy, creation of programs and delivery of services have often displayed a shocking lack of sensitivity to the problems, priorities and realities faced by disadvantaged community members" (Kahn, 1979, p. 186). The major consumers of public assistance, medical and rehabilitation services often find themselves offered programs that are in no way attuned to their needs (Kahn, 1979). Canada's vocational rehabilitation system has been characterized by uncoordinated planning; a lack of enforceable service standards, development and monitoring; unclear policy direction; conflicting program goals; service gaps; and an absence of progressive legislation and accountability guidelines (Heisler, 1977; Kahn, 1979; Marris & Rein, 1973; Williams & Anderson, 1975). Although, it can be argued that these problems occur to varying degrees in all service systems, the vocational rehabilitation service system has recently been subject to critical scrutiny by consumers, practitioners and planners at the municipal, provincial and federal levels. For example, refer to: the

federal 1978 Social Security Review referenced in Murphy & Junk (1981); the 1981 federal task force report (Murphy & Junk, 1981); the 1981 Obstacles report (Canada, 1981); the 1983 Surmounting Obstacles report (Canada, 1983); and the 1984 provincial reviews by Provincial VR Coordinators/ Directors of VR Services (1984, September) and the Alcoholism Foundation of Manitoba (1984, November). These reports identify a number of problems with the vocational rehabilitation system in relation to the legislative provisions of the VRDP Act and the revised process required to change the VRDP Agreement. These problems warrant further discussion.

2:2:1 Problems with the Legislative Provisions of the VRDP Act

Although not disputing the role that the CAP and VRDP cost-shared mechanisms have played in stimulating provincial development of vocational rehabilitation services over the past 20-25 years, it is becoming obvious that both of these Acts are badly out-of-date. Not only has society's view of the role of disabled persons changed, but so too have our models of progressive rehabilitation services. Changing values, technologies and ideologies and the role of the disabled consumer and advocacy movements have challenged society's view of persons with disabilities. These changing values, technologies and ideologies are reflected in the work of Bellamy & O'Conner, 1979; Braunstein, 1977; Canada,

1980; Collins, 1980; Derkson, 1980; Flannagan, 1974; Flexer, 1983; Fraser, 1978; Galvin, 1977; Garrett & Levine, 1973; Health and Welfare Canada, 1989, January; Lewin, 1966; Obsermann, 1968; Phillips, 1980; Rothschild, 1970; Sablowsky, 1975; Vandergoot & Worrell, 1979; Vash, 1981, 1982; Verville, 1979; Wehman, 1981; Wolfensburger, 1975; and Wright, 1981. The practice of rehabilitation must now change to incorporate the beliefs that a disabled person is a capable and responsible individual and not an incapacitated individual in need of protection and/or the assistance of professionals. Rehabilitation must change its institutional and professional "doing for" approaches and ensure that the disabled person exercises his/her right to participate equally and meaningfully in the community and to choose and manage the services necessary to achieve self-selected integration (Health and Welfare Canada, 1989, January).

Unfortunately, the VRDP Act and subsequent Agreements have not been revised to reflect these changes. Vocational rehabilitation legislation has not responded to the changing role of the disabled person in controlling his/her vocational future, nor to the changing vocational needs of the disabled consumer, or the rapidly changing vocational and work place technologies. At the present time, no formalized accountability measures exist which would ensure consumer participation in the vocational rehabilitation delivery process. Although the VRDP Agreement requires each

province to establish a Training and Selection Committee to review all VRDP funding applications, no formal mechanism exists for consumers to present their own vocational plans.⁸ Decisions which can profoundly affect an individual's life are made by third or fourth parties in closed door meetings (SMD, 1985, September). Furthermore, at no point in the application process is there a mandated, clearly defined appeal mechanism. In most instances, it is at the sole discretion of the Training and Selection Committee that applications for program funding are approved or denied. In the event that a client's application is denied, there does not seem to be any redress for either the client or the vocational rehabilitation program with which she/he is associated.

Similarly, the VRDP Act has not been changed to reflect the changing vocational needs of the disabled consumer nor to the rapidly changing vocational and work place technologies (Health and Welfare Canada, 1988, January; Murphy & Junk, 1981; Provincial Coordinators/Directors, 1984, September; SMD, 1985, September. For example, VRDP cost-sharing provisions do not enable the provinces to

⁸ In Manitoba, funding for an individual consumer's vocational rehabilitation program is administered by a committee of public officials representing: the provincial Department of Education, Red River Community College, the federal Canada Employment and Immigration Commission, and a provincial chairperson representing Manitoba Community Services. Senior officials from the provincial and private vocational rehabilitation programs submit client-specific applications for vocational funding to the committee on a monthly basis.

recover the cost of providing service for disabled individuals to retain or advance in employment. Consequently, as is the case in Manitoba, the provinces often chose to either deny service to employed disabled persons, or require the disabled individual to quit his/her job prior to receiving service. Those persons affected by this limitation in VRDP legislative provisions include:

- (i) those individuals with a deteriorating physical condition whose physical functioning deteriorates to the point that they require special equipment to continue in their job and therefore require funds to assist with the purchases;
- (ii) those individuals whose employers decide to relocate to a non-accessible work site and are unable/unwilling to pay for the structural changes required to achieve accessibility; and
- (iii) those individuals whose jobs become obsolete in the face of rapid technological changes in the work site and who require retraining to prevent the loss of employment.

Other limitations of the VRDP cost-sharing provisions are experienced first hand by those disabled individuals who, because of the extent and changeable nature of their disabilities, require on-the-job training in excess of VRDP one year training-on-the-job provisions. For these individuals the result is either inadequate training, unemployment, or underemployment. Furthermore, VRDP does not provide for cost-sharing in relation to capital costs associated with vocational rehabilitation service delivery. This could limit the province's ability to expand its vocational training facilities and/or to respond to the

rapid technological changes in the work place by introducing the appropriate technology for the vocational assessment training processes (e.g., computers, automated machinery, simulated work environments, and so on). Finally, the VRDP cost-sharing provisions do not include costs incurred for promotional or early intervention programs delivered in the province, such as: employer recruitment; early intervention through vocational guidance and counselling for disabled adolescents; and affirmative action and employee assistance programs. In addition to problems with the provisions of the VRDP Act there are a number of problems associated with the process required to change this act.

2:2:2 Problems with the Process of Changing the VRDP Act and Agreement

Prior to 1981, VRDP Agreements were renewed on an annual basis. The intent of this annual renewal process was to ensure the "full consultation and cooperative development of revisions between the Federal and Provincial/Territorial Governments" (Health and Welfare Canada, 1984, May, VRDP Agreement Section 3.1). This review process occurred between the Provincial Coordinators/ Directors of VR Services and the federal CAP Directorate of Health and Welfare Canada. However, between 1981 and 1983, the federal government unilaterally changed this process. To understand the problems this has created, one must understand why these changes were implemented.

With the incentive of a fifty percent cost-sharing recovery mechanism of the VRDP and CAP, provincial programs for the disabled expanded during the sixties and seventies. By the early 1970s, provinces were "experimenting with programs clearly outside the boundaries of these authorities and cost-shared programs were under active scrutiny by both levels of government" (Murphy & Junk, 1981, p. 4). By the mid-1970s, a number of reviews of federal-provincial social policy and programs were underway; most notably the federal-provincial Social Security Review⁹ and the task force Report of the Federal-Provincial Task Force to Review the Canada Assistance Plan (CAP) and the Vocational Rehabilitation of Disabled Persons Act.¹⁰ The recommendations of these reviews formed the basis for the federal-provincial process of renegotiating the VRDP Agreement. This process resulted in the drafting of a set of "VRDP Guidelines" which, for the

⁹ The purpose of the Social Security Review was to create a more comprehensive mechanism for financing social service programs. The Social Security Review resulted in a number of recommendations for a new Social Services Financing (SSF) Act to replace the cost-sharing of welfare services under CAP and VRDP. The SSF Act would have increased the range of provincial services to which the federal government would have contributed. However, this cost-sharing proposal was never passed by Parliament (Murphy & Junk, 1981).

¹⁰ This Task Force was created in December 1980 by federal and provincial Ministers of Social Services. The mandate of the Task Force was to review those aspects of CAP and VRDP that created problems "with the objective of identifying changes that would provide additional flexibility to provinces and territories in designing and operating their programs, while bearing in mind the fiscal resources available to the governments concerned" (Murphy & Junk, 1981, p. 1).

first time, documented eligibility considerations and administrative procedures agreed to by the federal and provincial Ministers of Social Services in 1980. However, before federal-provincial consensus was finalized, the federal government unilaterally forwarded a new VRDP Agreement for the April 1, 1983 to March 31, 1986 period.

This new VRDP Agreement created a fervor of federal-provincial debate. According to provincial interpretations, the new Agreement was a departure from established protocol as it did not reflect previous federal-provincial discussions and contained items which had not been discussed with the provinces at all. In November, 1983, again without consulting the provinces, another set of draft "VRDP Guidelines" were distributed which the provinces regarded as containing interpretive changes which would threaten concurrent cost-sharing recoveries. Several attempts were made by the provinces, either collectively or individually, to reverse these unilateral decisions. For the next ten months, the provinces implemented a concerted process of inter-provincial dialogue and collaboration from the Ministerial to the program level. This included meetings of the Provincial Coordinators/Directors of VR Services and representatives from Health and Welfare, inter-provincial Ministerial correspondence and federal-provincial Ministerial correspondence. It was the unanimous opinion of the provinces that Health and Welfare Canada was attempting to narrow the interpretations and in effect, alter the VRDP

Agreement through restrictive guidelines. Advance consultation among the provinces was being recommended as was a federal-provincial discussion process prior to considering a revised agreement to be effective April 1, 1986. At the same time, it was suggested that the Continuing Committee of Officials Reporting to Federal, Provincial and Territorial Deputy Ministers of Social Services be the forum for the VRDP Agreement renegotiation process. Following the September, 1984 conference of Deputy Ministers of Social Services, a letter was drafted (by British Columbia's Deputy Minister) to the federal Deputy Minister of Health and Welfare Canada outlining the provinces' recommended course of action. Although it was originally suggested that a Working Group be comprised of federal government representatives and Provincial Coordinators/Directors of VR Services, the Deputy Ministers elected to allow each Deputy Minister to appoint his/her representative to the Working Group through the mandate of the Continuing Committee. Subsequent to the receipt of this October, 1984 correspondence, the Associate Deputy Minister of Health and Welfare Canada, on behalf of her Deputy Minister, wrote directly to the British Columbia Deputy Minister (copying other provincial Deputy Ministers of Social Services) supporting their proposed course of action and suggested time frame.

At the same time that this assignment process was occurring, the Provincial Coordinators/Directors of VR

Services, along with relevant federal representatives from the Assistance and VR Services program (Administration Division, Health and Welfare Canada), were conducting their annual national meeting. The purpose of this meeting was to develop a "Discussion Schedule" which outlined the process of renegotiating/revising the post-1986 VRDP Agreement to be undertaken by the Provincial Coordinators/Directors. Upon learning of the Deputy Ministers' intention to assign this task to the Continuing Committee, two Provincial VR Coordinators wrote on behalf of their colleagues to the federal Director, Assistance and VR Services. At that time, the Provincial VR Coordinators/Directors indicated that they did not view the process of discussions undertaken by the Continuing Committee as supplementing the role of the federal CAP Directorate with respect to the VRDP Agreement. The federal government was called upon to honor its 1983 commitment to review provincial concerns through normal VRDP channels - the Provincial Coordinator/Directors of VR Services - and NOT the Continuing Committee. Nevertheless, the decision was made by the Deputy Ministers of Social Services to give the Continuing Committee the mandate to review and report on the relevant VRDP issues. The manner in which this process affected the Working Group's policy making process will be discussed in chapter 3.

2:3 Social Policy Analysis in a Federal-Provincial Context

Given that vocational rehabilitation services are funded through a system of bilateral federal and provincial agreements, any changes to the VRDP Agreement must occur within the federal-provincial policy making environment. Therefore, the importance of having a good understanding of the nature of social policy analysis and the federal-provincial arrangements which shape our vocational rehabilitation service system becomes obvious.

To identify the theoretical orientations and practical advice relating to social policy analysis in a federal-provincial context, a review of pertinent literature was conducted. This literature review focused on identifying the factors involved in social policy analysis, understanding the federal-provincial context in which vocational rehabilitation social policy analysis occurs, and choosing a framework for conducting social policy analysis.

2:3:1 Identifying the Factors Involved in Social Policy Analysis

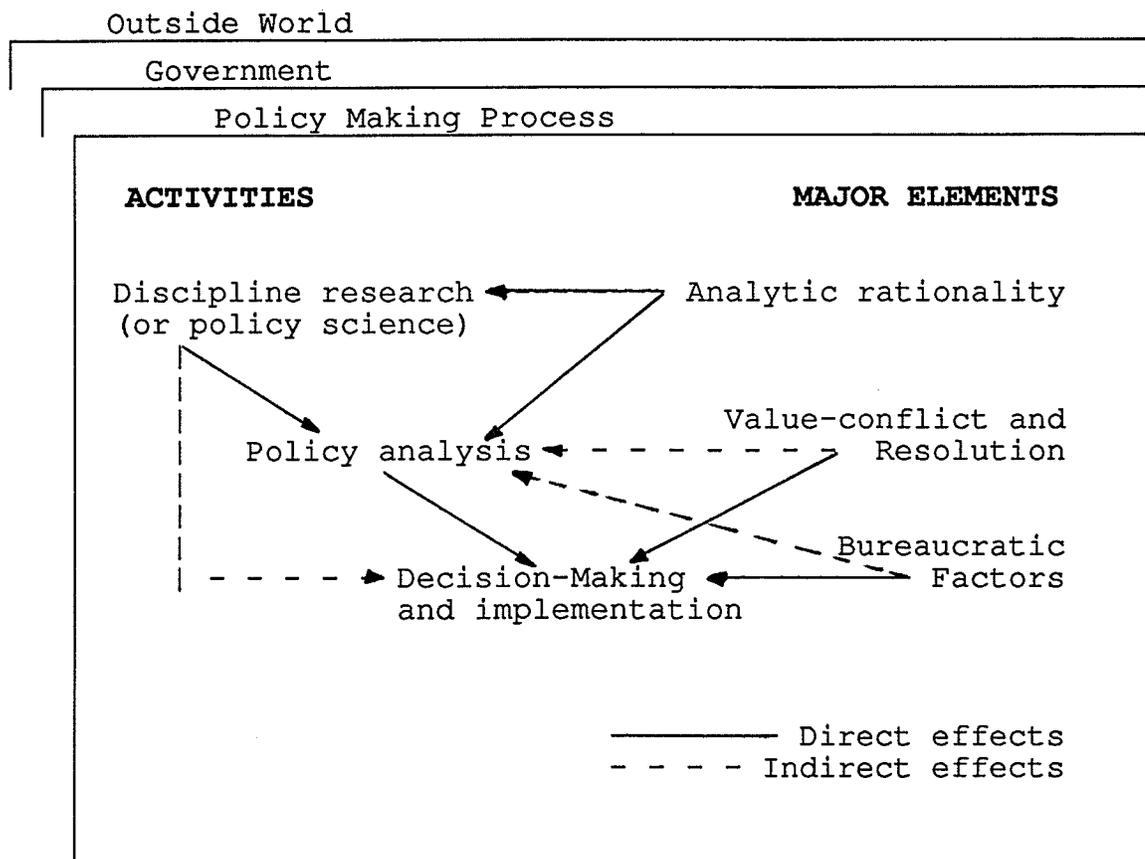
Prior to choosing an appropriate framework for analysis, consideration was given first to defining social policy analysis and then to identifying different categories of social policy analysis.

The literature offers numerous perspectives in defining social policy analysis (e.g., Aucoin, 1971; Carley, 1980;

Dror, 1964, 1968, 1971; French, 1984; Heisler, 1977; Hogwood and Gunn, 1984; Kahn, 1979; Pitfield, 1977; Stewart, 1977; Szablowski, 1977; VanLoon, 1984; Wildavsky, 1962, 1971, 1975, 1980). As illustrated in Figure 4, Carley (1980) describes policy making as a process involving four distinct activities- policy science, policy analysis, decision-making and implementation- and three factors- value conflict and resolution, bureaucratic maintenance, and analytic rationality. As a prerequisite to defining social policy analysis, a distinction between policy analysis and policy making is necessary. First of all, policy making is about politics, the power struggle for dominance, control, influence and position. "Politics is also deciding the context of policy, the promotion of values, and choosing among alternatives in an attempt to solve problems and improve human life" (Carley, 1980, p. 21). Furthermore, it is equally important to distinguish policy analysis from policy science in that policy analysis usually involves working directly or indirectly for public or private institutions for the purpose of influencing the decision-making process.¹¹ Therefore, policy analysis has a number of important characteristics which distinguish it from

¹¹ On the other hand, policy science is discipline research: "an academic endeavor pursued by an independent investigator who is free to choose the set of values which will be applicable in the research and who is usually divorced from the decision-making process" (Carley, 1980, p. 25).

Figure 4. **ACTIVITIES AND ELEMENTS IN POLICY MAKING**



Taken from: Rational Techniques in Policy Analysis. (p. 22)
 by M. Carley, 1980, London: Heinemann Educational Books.

policy science:

- 1) Social policy analysis takes place in a political arena and must incorporate divergent and conflicting values and opinions;
- 2) Social policy analysis often occurs within complicated bureaucratic hierarchies;
- 3) Social policy analysis must rely on partial information available at the time an action is required, as opposed to complete information available after the time frame for decision-making; and
- 4) Social policy analysis focuses not on contributing to existing empirical knowledge and literature, but rather to generating correct predictions or results consistent with social reality.

In defining social policy analysis, Carley (1980) also examines the scale of policy problems and the range of activities which are termed "policy analysis". He identifies four categories of analysis: specific issue analysis, program analysis, multi-program analysis, and strategic analysis. Issue specific analysis has been defined as specific short-term decision-making characterized by day-to-day management decisions. Program analysis focuses on the design or evaluation of a specific program area (e.g., day care), whereas multi-program analysis focuses on resource allocation between competing programs within a particular program area (e.g., between institutional and community-based mental health services). Strategic analysis deals with large scale policy decisions and broad resource allocations between large scale program areas such as health and social services. Carley (1980)

illustrates that these categories of policy analysis are distinguished by:

- (i) increasingly complex policy questions; (ii) increasingly imprecise policy making environment;
- (iii) a wider range of possible alternatives; (iv) increasingly broad criteria; and (v) increasing lead time to do policy analysis. (Carley, 1980, p. 28)

Finally, in defining social policy analysis, it is important to "distinguish between analysis done for the purpose of enlightening or influencing policies and analysis of existing policy content or its constructive process".

(Carley, 1980, p. 28) Carley (1980) identifies five categories or types of policy analysis:¹²

- (1) "policy advocacy"- direct advocacy of a particular policy identified and valued as important by the researchers;
- (2) "information for policy"- providing decision-makers with information and possibly advice;
- (3) "policy monitoring and evaluation"- assessment of existing policies, programs, and practices;
- (4) "analysis of policy determination"- study of the factors and processes involved in developing a policy; and
- (5) "analysis of policy content"- study of the purpose, focus and operation of a specific policy.

¹² Carley's (1980) distinction here is similar to Hogwood and Gunn's (1984) "descriptive" and "prescriptive" policy analysis; or the difference between how policies are made and how policies should be made, respectively.

The first three types of policy analysis constitute analysis for policy making, whereas the latter two types of policy analysis constitute analysis of policy making (Lasswell, 1970).

In understanding the nature of social policy analysis, attention was also given to identifying the value conflict and resolution, bureaucratic maintenance and analytic rationality factors involved in policy making. Carley (1980) identifies the "value conflictive" factor as a societal process whereby some form of resolution is achieved between value-laden groups as a means of allocating resources. The process is focussed on "who gets what" as opposed to how to provide the "what" in the most efficient manner. It is an issue of "distributional equity rather than allocative efficiency" (Carley, 1980, p. 23). The second factor of policy making, "bureaucratic factors", includes the routinized activities and standardized procedures and criteria involved in the decision-making process. It is within the bureaucratic process that the implementation of policy decisions occurs. The final factor of policy making, "analytic rationality" or rational analysis, is based on logical problem solving systems and research practices and incorporates the techniques of

economics and science.¹³ Analytic rationality is defined in the literature as "a systematic, orderly approach to the study of policy problems" (Carley, 1980, p. 32). Put simply, it usually involves deciding there is a problem requiring resolution; deciding to do something about it; deciding among all feasible options; deciding the manner to proceed; and so on. The resulting policy is therefore designed to be a consequence of the interactions of many consciously related decisions. Given that the value conflict and resolution and bureaucratic maintenance factors are particularly relevant to vocational rehabilitation social policy analysis, further discussion of the federal-provincial context of social policy analysis is necessary.

2:3:2 Identifying the Federal-Provincial Factors of Social Policy Analysis

In order to understand the value conflict, resolution and bureaucratic maintenance factors involved in vocational rehabilitation social policy analysis, we must first understand the fiscal and structural relations that exist between Canada's two orders of government.

Our Canadian federal system was created with the British North America Act of 1867. This Act divided the

¹³ For additional discussion of: a) rational-comprehensive models, refer to the work of Simon (1970) and Wildavsky (1973); b) corporate models refer to Caldwell (1975), Heymann & Brown (1980), Tregol & Zimmerman (1979); and c) market and strategic planning models refer to the work of DeMello (1984), Hodgson (1973), Solo (1974).

powers of government between the founding provinces (or colonies) and the new national (or federal) government. Put quite simply, the federal government was given power over matters of national concern, while the power of the provinces was to be confined to local provincial matters. At the time, "a financing structure was set out to serve the contemporary fiscal obligations of the provinces and the federal government, as it stood in the middle of the 19th century" (Tudiver, 1987, p. 27). It is obvious that the fiscal provisions set out by the Fathers of Confederation did not envision the eventual growth in health and social welfare programs which would sorely stretch the provincial treasuries beyond their means.¹⁴ Undoubtedly, the Fathers were not thinking of medicare, social allowance or vocational rehabilitation services when they left the provinces with only a fraction of their provincial treasuries and limited their means of generating revenue to the power of direct taxation only. Consequently, the provinces "continue to confront the mismatch between their service responsibilities and their fiscal authority" (Tudiver, 1987, p. 27). This "services responsibility-fiscal authority" mismatch has been the underlying,

¹⁴ For a detailed discussion of the social, political, and economic factors underlying the creation of the BNA Act, refer to the work of Creighton, 1939, 1965; Graham, 1965; MacKintosh, 1964; Rowell-Sirois Report, 1964.

fundamental catalyst in the tensions between the federal and provincial orders of government.¹⁵

This conflict has, in turn, led to "sophisticated systems of [federal] revenue transfer through such devices as equalization grants, tax-sharing agreements, cost-sharing agreements and conditional grant programs " (Ryant, 1984, p. 41). By virtue of its superior "spending power" in these revenue transfer programs, the federal government is able to become very influential in areas of exclusive provincial jurisdiction (Woolstencroft, 1982; Mendelson, 1986, November). Both the CAP and VRDP Acts are examples of the federal spending power in the delivery of social services.

Some authors refer to this spending power as the federal government's obligation to ameliorate the inequitable and inadequate financial provisions of the BNA Act of 1867 (Beck, 1971; May, 1969; Smiley, 1980b; Stilborn, 1986). Those associated with some provincial governments refer to this spending power as federal intrusion into purely provincial matters (Mendelson, 1986, November; Simeon, 1979; Woolstencroft, 1982). At the same time, these latter authors recognize the importance of this federal

¹⁵ The nature of these federal-provincial relations has evolved from a process of collaboration (Van Loon and Whittington, 1971), to a process of negotiation (Smiley, 1980a, 1980b), to a process of bargaining (Van Loon and Whittington, 1971), to a process of diplomacy, and to a process of conflict (Simeon, 1979). Ryant (1984) draws on an interesting application of interest group theory to analyze the relationships between Canada's orders of government.

spending power for stimulating provincial development of social services, particularly during the 1960s. Most provinces, with the exception of Quebec, attracted by the generous financial benefits readily participated in these types of cost-sharing arrangements (Woolstencroft, 1982). "For the rich [provinces], shared-cost programs amounted to a subsidy for certain responsibilities thereby leaving funds free for other projects" (Woolstencroft, 1982, p. 169). At the same time, these cost-shared arrangements enabled the poor provinces (such as Manitoba), to expand and provide the same programs and services as their wealthy provincial neighbors. Therefore, one must recognize that the fiscal aspects of federal-provincial relations are significant because they set the context for the value conflict-resolution factors involved in the vocational rehabilitation policy making. Any change to the fiscal provisions of the VRDP Agreement will require the resolution of the federal stance to reduce expenditures and the provincial stance to increase revenues.

In addition to this federal-provincial value conflict-resolution factor, vocational rehabilitation social policy analysis must incorporate the bureaucratic maintenance factors involved. Therefore, it is important to understand the current structure of VR federal-provincial relations.

During the era of "cooperative federalism" of the 1950-1960s, program specialists were the primary players in federal-provincial or inter-provincial relations (Leslie,

1984; Van Loon and Whittington, 1971; Woolstencroft, 1982). These program specialists had similar backgrounds, professional values and norms and were responsible for creating a number of cost-sharing programs, including CAP and VRDP. By the 1960s and 1970s "political" or "executive" federalism had become the modus operandi of federal-provincial relations.¹⁶ The emergence of this "new genus of bureaucrat" was a result: a) of the "political concern about internal inconsistencies and contradictions in federal-provincial relations [among program specialists, and b) of the] broader effort by governments to implement a comprehensive-rational model of decision-making which would displace the incremental character of policy making" (Woolstencroft, 1982, p. 14-15).

The growth of elite inter-governmental relations has been accompanied by governments' desire to organize and centralize the management of these relations. While most governments made similar moves to control the proliferation of federal-provincial relations, they have chosen different mechanisms to achieve their similar objectives.¹⁷

¹⁶ Refer to the work of Simeon (1979); Woolstencroft (1982) for a more detailed description and assessment of the impact of this emergence of "executive federalism"; or class of administrative specialists who are responsible exclusively for inter-governmental relations and not for the functional-programmatic aspects of government activity.

¹⁷ For a detailed discussion of the historical developments of the structure of inter-governmental relations for the federal and provincial governments in Canada, refer to the work of Woolstencroft (1982).

Governments have created either a) a full department, or ministry responsible for organizing and monitoring federal-provincial relations, as in Quebec, Alberta, Saskatchewan and Ontario; b) a separate secretariat housed in the Executive Council and responsible for overseeing federal-provincial relations, as in the federal government, Newfoundland and Nova Scotia; c) a cabinet secretariat responsible for general policy and federal-provincial coordination, as in New Brunswick, Prince Edward Island and British Columbia; and d) those with an advisory group located in the Premier's office, as in Manitoba.

Manitoba's "macro" federal-provincial relations are coordinated by a small advisory group within the Executive Council attached to the Premier's office. The purpose of this group of senior bureaucratic officials is to "provide policy advice, to oversee the government's broad policy thrusts, to mediate inter-governmental disputes, to coordinate the preparation of First Minister's Conferences, Premier's Conferences and Western Premier's Conferences and to manage inter-provincial and federal-provincial relations" (Woolstencroft, 1982, p. 33). Manitoba's "micro" federal-provincial relations with respect to the CAP and VRDP cost-shared agreements are coordinated by Manitoba Community Services staff at both the program and inter-governmental specialists level. Within the department, the Research and Planning Branch, the Administrative Services Branch and the (VR) Programs Branch are responsible for the day-to-day

federal-provincial relations with respect to vocational rehabilitation services. The inter-governmental specialists of the Research and Planning Branch are responsible for participating in department-specific federal-provincial policy making and for enhancing cost-sharing recoveries. The program accounting specialists of the Administrative Services Branch are responsible for processing all VRDP and CAP claims for cost-sharing. And, finally, the service program specialists of the (VR) Programs Branch are responsible for the implementation of a wide range of social programs designed to promote the personal and vocational integration of mentally and physically disabled persons, most of which are eligible for VRDP and/or CAP cost-sharing.

The Research and Planning inter-governmental specialists are involved in federal-provincial vocational rehabilitation policy making through the Continuing Committee of Officials Reporting to Federal/Provincial/Territorial Deputy Ministers of Social Services. The VR Program specialists are involved in federal-provincial vocational rehabilitation policy making through the national conferences and informal contacts with their provincial colleagues (VR Coordinators/Directors) and their federal collaterals from a) the Employment Directorate, Canada Employment and Immigration Commission (CEIC), and b) the CAP Directorate, Health and Welfare Canada. Officials within each of these Branches approach these federal-provincial

relations from different professional backgrounds, values, norms and interests.

Manitoba's federal-provincial officials at the macro and micro levels rarely relate to one another except if the latter's departmental issues reach the political agenda of the First Ministers or Premier's conferences. Therefore, the province experiences less control over the proliferation of federal-provincial relations than other provinces such as Quebec, Alberta and Newfoundland, which have both the legislation and the strong inter-governmental coordinating agencies to ensure consistency and control of federal-provincial relations at the macro and micro levels. Similarly, the department experiences less control over the conflicting stances of the inter-governmental and program specialists. The impact and interaction of these conflicting federal-provincial "stances" will be discussed and analyzed in more detail in chapters 3 and 4.¹⁸

This emergence of executive federalism has become a prominent feature in the manner in which social service policies are developed; particularly those connected with cost-shared programs such as CAP and VRDP. It is within these federal-provincial structures that the resolution of VRDP policies and problems occurs; rather than through the

¹⁸ As this practicum experience did not afford an opportunity to interact with the Administrative Services Branch, I will not be in a position to describe and analyze their involvement with federal-provincial relations; nor to compare their "stance" with either the Research and Planning or VR Program federal-provincial participants.

political parties and legislatures as expected in our democratic society (Simeon, 1979). At the same time, although perhaps not "constitutionally kosher", the structures and processes involved in vocational rehabilitation federal-provincial relations are the only vehicle through which change to the federal-provincial VR cost-sharing system will be negotiated.

2:3:3 Choosing a Framework for Social Policy Analysis

In choosing a framework for social policy analysis, the analyst can select from a continuum of decision-making models. At one end of the dichotomy is Simon's (1960) ideal "rational-comprehensive" approach to policy making, at the other end is Lindbloom's (1959) "science of muddling-through" approach. Simon's work forms the basis for the science of management approaches and for Dror's (1964, 1968, 1971) "economically rational analysis". Lindbloom's model forms the basis for strategic and corporate planning models and the pluralist or incremental approach developed by Wildavsky (1969, 1971, 1975, 1980). Etzioni (1967) offers a middle-ground approach with his "mixed scanning" model of analysis. Given the fact that the practicum involved both analysis of and for the vocational rehabilitation policy making process, attention was given to choosing a framework that was applicable to both types of analysis.

Similarly, an attempt was made to select a "mixed" model of policy analysis; one which does not conform to either of the stereotypical extremes of Simon's (1960) synoptic rational-comprehensive model or Lindbloom's (1959) incremental muddling-through approach. Therefore, the Hogwood and Gunn's (1984) "contingency approach" to social policy analysis was chosen. This framework incorporates the following interrelated phases of analysis:

1. Issue search;
2. Issue filtration;
3. Issue definition;
4. Forecasting;
5. Setting objectives and priorities;
6. Option analysis;
7. Policy implementation, monitoring and control;
8. Evaluation and review;
9. Policy maintenance, succession or termination.

According to Hogwood and Gunn (1984), the issue search or agenda setting phase involves the "identification and anticipation of problems or opportunities which suggest the need for consider action" (p. 7). Issue search involves exploring how certain issues get on political "agendas" for discussion and action. Once a problem or opportunity has been identified and a decision is thought necessary, the question arises of how the decision should be made. This issue filtration phase usually entails "making a conscious choice on the basis of explicit criteria of which issues should be handled by the scarce analytical capacity available to an organization" (Hogwood & Gunn, 1984, p. 8). Once a problem or policy issue has been identified, it normally requires some further definition. The issue

definition phase is crucial in shaping the remaining stages of the policy process.

The next phase of analysis, forecasting, usually involves speculating on how a situation will develop. Forecasting requires an appreciation of the theoretical and practical implications of the problem area under consideration in order to assess the possible impact of a policy. During the setting objectives and priorities phase, it is necessary to identify the important constraints and limiting factors faced by an organization. The magnitude of the policy issue is placed in the context of the relative priorities of the various objectives competing for limited resources. The options analysis phase occurs within the context of an organization's objectives and priorities. The range of options identified for each policy varies, as does the methods for appraising and comparing options.

When a "preferred" or recommended policy option is identified, it is necessary to "formulate and communicate the resulting policy and to engage in more detailed design of associated programmes" (Hogwood & Gunn, 1984, p. 9). This policy implementation, monitoring and control phase involves measuring the desired outputs of a policy. For effective policy implementation, Hogwood and Gunn (1984) stress that potential problems should be considered in advance of implementation and that remedial measures be built into the process. Once a policy and its associated programs are underway, efforts should be made to monitor its

progress. Subsequently, at certain times during the policy implementation process, more fundamental evaluations and reviews may be made of a policy's outcomes to determine if the policy is working as intended. The final phase of analytic activity, policy maintenance, succession and termination, draws on the results of the evaluation and review phase to decide whether to continue, modify, or terminate the policy.

The overall emphasis of the Hogwood and Gunn (1984) analytic framework leans more towards the "rational" analytic approaches of Simon (1960) than the "muddling through" approaches of Lindbloom (1959). The advantage of the Hogwood and Gunn (1984) analytic framework is that it views policy analysis as an iterative (rather than linear) process. For example, a certain degree of issue definition is often necessary before conducting the initial issue search; more in depth issue definition may precipitate further issue search; issue search and issue definition often involve forecasting and so on. Hogwood and Gunn (1984) stress the importance of analyzing the implications of each phase of the analytic process before actually carrying it out. Furthermore, this framework recognizes that the appropriate method of analysis and decision-making will vary according to the issue and the issue context. It is therefore a contingent approach because it "emphasizes the political nature of the policy process, the subjectivity of much analysis and the need for the analyst to concern

himself with the consumption as well as the production of policy advice" (Hogwood & Gunn, 1984, p. 62). Given the fact that vocational rehabilitation policy making occurs within the highly political and bureaucratic federal-provincial context, this framework is particularly relevant.

Therefore, in selecting the appropriate framework for social policy analysis, consideration was given to selecting an approach "which recognizes both the resource limitations which preclude in-depth analysis of all issues, and the political factors which sometimes makes attempts at [rational] analysis irrelevant" (Hogwood & Gunn, 1984, p. 5). The proposed framework for analysis is concerned with both the application of rational analytic techniques and with the political processes in which they are employed. It recognizes that the political and bureaucratic settings help to determine the appropriateness of certain techniques or procedures and how the results of the analysis will be utilized and interpreted by the decision-makers. As we shall see, difficulties arise when inappropriate techniques are used for the scale or magnitude of the particular policy problem. The framework also recognizes that the use of techniques in policy analysis is rarely value free and that some processes are actually value laden. In fact, the process of defining an issue for study is often a highly political activity and not merely a technical activity, and will correspondingly shape all subsequent stages of the policy analysis process.

I have chosen to incorporate the Hogwood and Gunn (1984) "contingency" approach with the Carley (1980) process approach to organize my understanding of the practicum experience. The Hogwood and Gunn (1984) framework will be used to identify the analytic phases of the Working Group process, while the Carley (1980) framework will be used to identify the factors involved in vocational rehabilitation social policy making. It has been argued in the literature that there exists no "right" method of analysis. In fact, the methods for conducting analysis are as varied as the actors themselves. The framework chosen for this report is therefore not intended to offer a "right way" to conduct or evaluate social policy analysis; nor is it intended to address the substantive content or quality of the policy decisions involved. It is hoped, however, that it will provide a structured opportunity to describe and analyze the content of the practicum experience.

**CHAPTER 3. DESCRIPTION AND ANALYSIS OF THE PRACTICUM:
APPLICATION OF A CONTINGENCY/PROCESS APPROACH TO
POLICY ANALYSIS**

This chapter describes and analyzes the substance of the practicum by applying the Hogwood and Gunn (1984) contingency framework to analyzing the social policy analysis process and the Carley (1980) process approach to discuss the factors involved in federal-provincial policy analysis. The first section describes the specific analytic activities of the practicum and the VR policy making process. The second section will present the analysis conducted both for the practicum and of the practicum's vocational rehabilitation policy making process.

3:1 Description of the Practicum Intervention

The practicum involved working in the role of social policy analyst within the Research and Planning Branch of Manitoba Community Services. To facilitate the description of the practicum experience, a distinction will be made between describing a) the specific analytic activities conducted for the Research and Planning Branch and for the Working Group, and b) describing the Working Group's policy making process.

3:1:1 Description of General Analytic Activities

Prior to identifying the Working Group activities as the focus of the practicum, I was involved in the general

work of the Branch including its planning, policy analysis, research and liaison functions. More specifically, I was responsible for: a) preparing two Ministerial briefing notes in relation to Manitoba's mental retardation target population and a federal-provincial Task Force report concerning deaf-blind persons and related service needs; and b) conducting a review and critique of a Treasury Board submission concerning a training course for workshop personnel involved in mental retardation services and a Mental Retardation Program Development Plan. I was also expected to participate in a number of departmental planning sessions involving the Deputy Minister and his three Assistant Deputy Ministers. In addition to attending biweekly staff meetings, I also represented the Branch at a meeting of the Provincial Steering Committee (PSC) responsible for the Department's "Welcome Home" program.

These general analytic activities provided an excellent orientation to the department's policy making environment. It provided an opportunity to develop my analytic skills and familiarize myself with: various data sources and data collection techniques; bureaucratic decision-making structures and processes; the Minister's and Deputy Minister's preferences and politics; and a number of inter-departmental issues. I was able to apply this knowledge and skills to the Working Group experience. This orientation process will be discussed in chapter 5 as it relates to the impact of my practicum learning experience.

3:1:2 Description of Working Group Analytic Activities

The majority of my work was devoted to participating in the specific analytic activities related to the Working Group of senior government officials reporting to Federal, Provincial and Territorial Deputy Ministers of Social Services. To reiterate, the mandate of this Working Group was to identify, define and quantify pertinent issues relating to the Vocational Rehabilitation of Disabled Persons (VRDP) Act and Agreement, develop options for resolution, and prepare a detailed report for the federal and provincial Ministers of Social Services for their negotiations of a new VRDP Agreement for 1986.

Once assigned the task of identifying, defining and quantifying VRDP issues, the Working Group process began. This process spanned a period of five months and involved: five meetings of Working Group officials and other provincial delegates; two meetings of departmental and inter-departmental officials; and extensive collaboration between inter-provincial Continuing Committee Working Group and vocational rehabilitation program officials. This Working Group's social policy process culminated in the preparation of a Continuing Committee report for Deputy Ministers concerning thirteen issues related to the vocational rehabilitation of disabled persons. In describing the Working Group process and product, I will

identify my specific analytic tasks in relation to the overall Working Group social policy process.

I was involved in the Working Group activities right from the beginning of its assignment. Since Manitoba was the designated lead province of the Working Group, the Acting Director of the Research and Planning Branch (as the Continuing Committee official) assumed the responsibility of organizing the first meeting. In preparation for this meeting, I was requested to prepare a "Discussion Paper" which would identify the pertinent issues relating to the VRDP Act and Agreement. This "Discussion Paper" was to form the basis for discussion at the first meeting of the Working Group. To facilitate completion of this analytic task, it was suggested that I summarize the findings and recommendations of the eight "Background Papers" prepared by the Provincial Coordinators/ Directors of VR Services (1984, September), and the Murphy and Junk report (1981) entitled Report of the Federal-Provincial Task Force to Review the Canada Assistance Plan (CAP) and the Vocational Rehabilitation of Disabled Persons (VRDP) Act. This first draft of the discussion paper took three working days to complete and was submitted to the Acting Director for review and editing prior to the established deadline.

After preparing this draft Discussion Paper, I was requested to participate in a meeting of relevant inter-departmental program officials from: the department's VR Program, the Alcoholism Foundation of Manitoba (AFM), and

the Research and Planning Branches of Manitoba Health and Manitoba Employment Services and Economic Security. The meeting was attended by the VR Program's Special Projects Officer,¹⁹ the Director of the Research and Planning Branch for Manitoba Education, the Acting Director, and myself. The Provincial Coordinator of VR Services did not attend. The purpose of the meeting was to: a) provide an update concerning the proposed VRDP Agreement renegotiation process; b) summarize the draft Discussion Paper and solicit feedback; and c) assess the paper's relevance to Manitoba's VR service system. After editing the paper to incorporate the few technical clarifications, concerning cost-sharing of Occupational Activity Centers and Red River Community College training, I once again submitted it for review and editing by the team leader and Acting Director. Aside from making significant stylistic and editorial changes, the essence of the draft Discussion Paper remained the same. I then ensured that the final Discussion Paper was revised and copied in preparation for the October, 1984 Working Group meeting.

As scheduled, I participated in the first meeting of the Working Group of the Continuing Committee was held in Winnipeg at the Research and Planning Branch office on

¹⁹ This Special Projects Officer (of the Community Social Services Division) was a former provincial Coordinator of VR Services and was apparently very knowledgeable concerning vocational rehabilitation services and historical federal-provincial developments.

October 29 and 30, 1984. This first Working Group meeting was attended by all seven Continuing Committee representatives and by additional provincial designates (refer to Figure 3). The purpose of the two day meeting was to a) clarify the mandate and Terms of Reference of the Working Group, b) review the Discussion Paper of VRDP issues, and c) decide on the techniques and processes to complete the assignment. Consistent with my designated role as student, I was requested by the Acting Director to keep the minutes of the meeting. However, given that I was responsible for preparing the Discussion Paper, I was called upon to assume an active role in the discussions by clarifying and elaborating the content of the paper.

At the end of this two day federal-provincial meeting, the Discussion Paper was modified and restructured to reflect thirteen separate VRDP issues assessed to be worthy of further analysis:

- 1) alcohol/drug programs;
- 2) mental health programs;
- 3) sheltered workshops;
- 4) sheltered employment;
- 5) maintenance and advancement in employment;
- 6) operating costs;
- 7) capital costs;
- 8) training-on-the-job;
- 9) aids to independent living programs for the disabled;
- 10) prevention and promotion;
- 11) research;
- 12) administration;
- 13) Established Programs Financing (EPF)/VRDP interface.

Each Working Group representative was given the responsibility for drafting an "Issue Paper" according to

the Continuing Committee format for studying issues (as outlined in Figure 5). In dividing the analytic tasks of the Working Group, Alberta chose to complete three of the issue papers, while Ontario and Nova Scotia each chose two issues. The federal representative chose the "EPF/VRDP interface" issue. The "administration" issue was left to the next meeting to be completed by the Working Group as a whole. The Acting Director committed Manitoba to completing four of the thirteen issue papers. It was also agreed that each provincial Working Group official would collaborate with the other provinces/territories to ensure that all jurisdictions were represented in the process of defining these VRDP issues. Alberta was responsible for collaborating with British Columbia officials; Ontario with Quebec;²² Nova Scotia with New Brunswick, Newfoundland and Prince Edward Island; and Manitoba with Saskatchewan and the Yukon and North West Territories.

Following the Working Group meeting, I was requested to draft a letter for the Acting Director's signature to all Continuing Committee officials summarizing the thirteen VRDP issue papers and the proposed process for defining and quantifying these issues. A copy of this letter was to be forwarded to all Provincial Coordinators/Directors of VR Services for their information. I was also requested to

²² It should be noted that Quebec's participation and involvement in this process was negligible since this province has chosen to access cost-sharing for VR programs under the CAP plan rather than the VRDP Act.

Figure 5. CONTINUING COMMITTEE OF OFFICIALS - SUGGESTED
FORMAT FOR STUDYING ISSUES

A. Statement of Issue

What is the problem/issue?

B. Background

1. To what specific part of CAP/VRDP Authorities or Administration does it pertain? (Acts, Regulations, Agreements, Guidelines, notes, policy statements, correspondence).
2. Has this matter previously been considered, and if so, what was the result?
3. What constraints exist in solving the problem?
4. Are there any pertinent statistics or information including comparison with other provinces that could help clarify the issue?

C) Options for Resolving Issue

1. For each option suggested, how would the resolution affect the CAP/VRDP Authorities? (Acts, Regulations, Agreements, Guidelines, notes, policy statements, correspondence)/
2. What are the advantages or disadvantages of each option suggested? These may include:
 - impact on other parts of CAP/VRDP
 - impact on other legislation and programs
 - impact on program development
 - likely time to implement
 - some estimate of relative costs

NB It was agreed that detailed cost implications of possible options would be added at a later date, after the preparation of the initial position papers.

prepare the minutes of the two day Working Group meeting and to brief the members of my team. Furthermore, I was given the task of completing the four issue papers assigned to Manitoba and for collaborating with appropriate provincial/territorial vocational rehabilitation officials from Manitoba, Saskatchewan, Yukon and North West Territories concerning all thirteen VRDP issues.²¹ I was then given the responsibility of forwarding the provincial information and comments to the Working Group members responsible for drafting the other issue papers. These analytic activities required nine working days (over a one month period of time) to complete according to established deadlines.

In preparation for the second formal meeting of the Working Group held in Winnipeg on November 27 and 28, 1984, I was requested to prepare a draft agenda in an attempt to structure the discussion (as opposed to October's open-ended meeting). The attendance was significantly reduced from the first Working Group meeting in October. In fact, the only representatives who attended the meeting were the Continuing Committee officials who were designated to prepare the issue papers. The purpose of this meeting was to review the issue papers, jointly prepare the paper on "VRDP Administration",

²¹ I was given the responsibility for completing these activities as a result of changing Branch priorities. The Acting Director was required to postpone all other assignments and coordinate the Department's 1985-86 "X-Budget" (reduction) exercise as directed by the Deputy Minister (according to time frames dictated by the Treasury Board).

and discuss the process and time frames involved in the next phase of the Working Group assignment.

At the end of this two day meeting, a work plan was developed. As there was insufficient time to revise all thirteen issue papers, it was agreed that each Working Group official would complete the revisions and forward the revised issue paper(s) to the Acting Director within five working days. The plan was to incorporate the revised issue papers into a final report to be reviewed by the Continuing Committee prior to submitting it to the Federal, Provincial and Territorial Deputy Ministers of Social Services. In addition to the thirteen issues papers, the final report was to include pertinent background information and an indication of the federal and provincial costs associated with each issue. The Working Group subsequently agreed to establish a small subcommittee to coordinate the revision process and the detailed costing exercise for all thirteen issues. This small subcommittee consisted of five Working Group members; one provincial representative from Manitoba, Ontario, Nova Scotia, Alberta and one federal representative. With the exception of Ontario's representative (who was the Provincial VR Coordinator), all subcommittee members were formal Continuing Committee officials.

Following the November meeting, I was given eight working days to coordinate the receipt, typing and packaging of all revised issue papers and for the subsequent dissemination to all Continuing Committee officials for

comments and revisions. In addition to revising the four issue papers assigned to Manitoba, I was also required to review and edit the nine other issue papers to ensure consistent presentation according to the established reporting format. As a number of issue papers were slow in coming, I was required to verbally contact the representatives in question and reinforce the time constraints. Once received, all thirteen issue papers were retyped by Branch support staff to achieve a consistent style of presentation. The entire package had to be couriered to the subcommittee Working Group meeting in Toronto to conform to the prescribed deadline.

While this process was occurring, the Acting Director was in Toronto attending the third Working Group subcommittee meeting. The purpose of this meeting was to: a) organize the final report by consolidating the thirteen revised issue papers into four or five broad categories or themes; and b) devise a method to identify the provincial and federal financial implications of each issue. Following this subcommittee meeting, I was once again requested to collaborate with the appropriate provincial officials from Manitoba, Saskatchewan and the Yukon and North West Territories to ensure they a) received the thirteen revised issue papers and costing format, and b) reviewed the former and completed the latter. In the Acting Director's absence, I was requested to develop a strategy for coordinating Manitoba's detailed costing exercise with representatives

from the Department's VR Program, the provincial Departments of Health, Education, and Employment Services and Economic Security, and the external vocational rehabilitation agencies. Another team analyst, with a background in economics, was assigned to assist with this particular costing exercise.

I, therefore, attempted to convene a meeting with the Department's Coordinator of VR Services and/or relevant program officials to delineate the data collection responsibilities. As this meeting did not occur, the responsibility for collecting the data from the Department's VR Program was assigned to the other team analyst in conjunction with program officials. I was responsible for collecting the data from the other provincial departments and the external vocational rehabilitation agencies. Once collected, the data was forwarded to the other team analyst who was responsible for incorporating this provincial data into the Working Group's costing format.

While this costing exercise was underway, the fourth Working Group meeting was held in Toronto on January 10 and 11, 1985. (As I was not in attendance at this meeting, I was not privy to its proceedings.) Given the difficulties experienced by the provinces in completing the costing exercise, the Working Group's sub-committee revised the information requested and extended the deadline.

Once Manitoba's costing exercise was completed, I was responsible for sending this information to the Nova Scotia

official by the revised deadline. I was also responsible to ensure that the completed costing exercises for Saskatchewan, and the Yukon and North West Territories were submitted according to established formats and deadlines. The Nova Scotia official was responsible for compiling this information into the final report for distribution at the national Continuing Committee meeting. The final report consisted of: 1) an executive summary; 2) an introduction, including a brief history on VRDP Act and Agreement, and the mandate of the Continuing Committee assignment; 3) the thirteen issue papers grouped into four broad categories, including a) issues having a direct impact on individuals, b) issues related to early intervention and promotion, c) research issues, and d) administrative issues; and 4) the summarized cost estimate tables related to each of the thirteen VRDP issues.

As requested by the Acting Director of the Research and Planning Branch, I was able to attend the three day meeting of the Continuing Committee of federal-provincial officials in Ottawa from January 23-25, 1985. This three day Continuing Committee meeting was primarily devoted to the presentation of the Working Group report on VRDP issues. Consistent with the first Working Group meeting, the Acting Director originally recommended that I confine my role to that of observer and secretary. However, as before, I was requested to assume a more active role in the Committee discussions. Along with the other Working Group

representatives, I was called upon to present two of the four issue papers that I had previously prepared. The Acting Director elected to present the latter two issue papers which I had prepared concerning early intervention and promotion and research issues. During the second day of the meeting, I restricted my participation to observing the Continuing Committee's process of revising the Working Group report. The third, and final, day of the three day meeting was devoted to general "housekeeping" issues. I was exempted from this part of the meeting by the Acting Director since she felt it was not relevant to the task of the Working Group.

Immediately following the January Continuing Committee meeting, the five Working Group subcommittee members met with the two cochairs of the Continuing Committee (British Columbia and the federal officials from the CAP Directorate) to revise the Working Group report. The resulting report included: a) an executive summary which provided a one page synopsis of each of the 13 issues; b) the original January 1985 "full" report prepared by the Working Group; and c) two appendices - one containing the July 1984 correspondence which formed the basis of the Working Group's assignment, and the other outlining the preliminary cost estimates for the options associated with each of the thirteen issues where appropriate.

After attending this Continuing Committee meeting, my involvement with the Working Group ceased as the Acting

Director chose to assume the full responsibility of this task. However, I was requested to initiate the process of developing a Manitoba strategy for the renegotiation of the 1986-1988 VRDP Agreement. With the Acting Director's approval, I convened a meeting of relevant provincial officials from the Departments of Health, Education, Employment Services and Economic Security, and Community Services. Manitoba Health was represented by the Executive Director of the Alcoholism Foundation of Manitoba; Manitoba Education by the Manager, Financial Assistance; Manitoba Employment Services and Economic Security by the Executive Director, Research and Planning Branch; and Manitoba Community Services by the Provincial Coordinator of VR Services. The Provincial VR Coordinator was actively involved in this inter-departmental meeting. Subsequent to this meeting, an inter-departmental Working Group was established with the aforementioned departmental officials. The Provincial VR Coordinator assumed the lead role in this Working Group and agreed to prepare a joint report to the Social Resources Committee of Cabinet. This report was intended to outline a process for departments and community groups to participate in the process of renegotiating the 1986 VRDP Agreement.

This inter-departmental meeting was the last formal analytic activity relating to the Working Group exercise. It was not until March 15, 1985 (after that practicum had been terminated) that the Continuing Committee submitted its

revised Working Group report to the Federal, Provincial and Territorial Deputy Ministers of Social Services. Similarly, it was not until June 27, 1985 that the joint inter-departmental "Memorandum to the Social Resources Committee of Cabinet" was submitted requesting approval for the "Proposed 1986 VRDP Agreement Negotiating Position".

3:2 Analysis of The Practicum Intervention

Prior to analyzing the specific activities of the practicum experience, a distinction must be made concerning the type of policy analysis involved in this practicum. Again, drawing on the work of Carley (1980), it can be determined that the practicum experience involved analysis done both for the purpose of enlightening or influencing vocational rehabilitation policies and for the purpose of analyzing the vocational rehabilitation policy determination process. The general Branch and specific Working Group activities involved analysis to provide policy makers with information and advice for future policy directions in vocational rehabilitation. On the other hand, the preparation of the practicum report also required an analysis of the vocational rehabilitation policy determination process and the value conflict-resolution, bureaucratic maintenance, and analytic rationality factors involved. Therefore, the Hogwood and Gunn (1984) contingency framework will be used to analyze the analytic activities conducted for the practicum. At the same time, this contingency framework

will be used along with the Carley (1980) process framework to conduct the analysis of the Working Group's federal-provincial policy making process.

3:2:1 Analysis Conducted for the General Branch Analytic Activities

To reiterate, the general analytic activities of the practicum involved: a) preparing two Ministerial briefing notes in relation to Manitoba's mental retardation target population and a federal Task Force report concerning deaf-blind persons and related service needs; and b) a review and critique of a Treasury Board submission concerning a training course for workshop personnel in mental retardation services and a Mental Retardation Program Development Plan.

Employing the Hogwood and Gunn (1984) contingency framework of social policy analysis, it can be determined that these four general analytic activities involved either: a) the issue definition, forecasting, and options analysis phases; or b) the evaluation and review phase of policy analysis. For example, the preparation of both Ministerial briefing notes required issue definition, forecasting and options analysis, whereas the review and critique of the Treasury Board submission and the Mental Retardation Program Development Plan required the evaluation and review phase of analysis.

Consistent with the scale of the policy problems being studied, the preparation of the two Ministerial briefing

notes required program analysis. Therefore, "objective" rational analytic techniques were utilized to identify and quantify the target population and the existing service response. An effort was made to identify the size of the target population, its regional distribution, and gender and age breakdowns. Comparisons were then made between Manitoba's population and the rest of Canada. During this issue definition phase of analysis, an attempt was made to identify that a problem exists, to explain how it has occurred, and the past and present solutions to the problem. For example, in preparing the deaf-blind briefing note, I was required to present an analysis of the needs of deaf-blind persons and the past, present and future service responses. Data used to complete these briefing notes was collected from a number of sources. For the mental retardation briefing note, relevant population demographics were obtained by reviewing departmental planning documents, budget information, recent Cabinet documents, and Ministerial reports. Furthermore, I contacted departmental program officials to obtain relevant departmental statistics; the Manitoba Association for Community Living (ACL) for relevant provincial statistics; and Statistics Canada, the National Institute of Mental Deficiencies (NIMD), and the Canadian Association for Community Living (CACL) to obtain relevant national statistics. For the deaf-blind briefing note, national and provincial demographic data included in the federal Task Force report

entitled Blind-Deaf Services in Canada was supplemented by obtaining Manitoba-specific data concerning the number of deaf-blind clients being served by the system and the types of services provided. This provincial data was collected through a process of personal interviews with officials from the key service providers for this target population - the Society for Manitobans with Disabilities (SMD) and the Canadian National Institute for the Blind (CNIB).

The data collection process for these two briefing notes differed in complexity and time frame. Although relatively simple to obtain mental retardation client-specific data through departmental program officials, the process of obtaining the same data on a national scale did not likely generate reliable estimates. Neither Statistics Canada, the NIMD, nor the CACL had the requested demographic statistics. The two national mental retardation organizations were only able to provide an estimation of the size of the mental retardation populations in Manitoba and Canada, and were unable to provide the gender or age-specific data. On the other hand, the data collection process for the deaf-blind briefing note generated more reliable statistics given that the data concerning this target population was readily available. Since the nature of this unique disability necessitated professional service input, almost without exception, every deaf-blind person in Manitoba was registered with either the SMD or the CNIB. Therefore, the data collection process was expedited since only two

agencies were responsible for service provision and I had first-hand knowledge of the agencies' data collection procedures and data sources.

Once the issue definition process was completed, preparation of these two briefing notes required the forecasting stage of analysis. At the Minister's request, an attempt was made to speculate on the possible service responses necessary to address the identified problems. For example, for the mental retardation briefing note, I discussed how the changing target population demographics (aging mental retardation population) could necessitate change to the current method and types of service delivery. For the deaf-blind briefing note, I analyzed the expected impact of both the target population demographics and the Task Force recommendations on Manitoba's current ability to service this target population.

Although not applicable to the mental retardation briefing note, the deaf-blind briefing note also required options analysis. During this phase of analysis, the service response options identified usually included: a) maintaining the status quo and addressing increased service needs through existing services; or b) introducing a new program initiative (and hence budget allocations) either through new or existing service agencies. In identifying a recommended option for Ministerial approval, consideration was given to the prominent national profile of the federal Task Force's recommendations, the needs of the deaf-blind

target population, and the Minister's special interest in deaf-blind issues. At the same time, recognition was given to the fact that no new financial resources would be identified for the 1984-85 fiscal year. Once completed, this briefing note (unlike the mental retardation briefing note) was submitted to the Minister. Upon concurring with the recommended option, the Assistant Deputy Minister of Community Social Services division was given the responsibility of implementing the Minister's recommendations.

As will be discussed in chapter 5, my limited experience in the role of social policy analyst limited my ability to conduct the forecasting and options analysis phases. Therefore, for the deaf-blind briefing note, I required the assistance of another team analyst. The nature of these two assignments also limited my opportunity to conduct the full range of activities involved in analyzing a policy issue. For example, I was not requested to conduct the setting of objectives/priorities, the policy implementation/monitoring/control, nor the policy maintenance/succession/termination phases of the analytic process. The purpose of the Ministerial briefing notes was simply to provide information. At the time, I was not aware of how the mental retardation policy issue reached the Minister's agenda for discussion and review (issue search phase) nor how the decision was made to deal with the policy issues (issue filtration phase).

These two phases can be critical to an analyst's work since they can set the tone and direction of the subsequent phases of analysis; particularly the manner in which the policy issue is defined and how the options for resolution are presented. Failure to incorporate these two phases can limit the quality of the analysis and the utility of the analytic product. For example, the actual intent of the mental retardation briefing note was to provide the Minister with a rough estimation of the changing population demographics to use as an example to support the Department's major policy initiative to deinstitutionalize mental retardation services-- The Welcome Home Initiative. The assignment's deadline was to correspond with a Ministerial planning session. Unfortunately, I incorrectly attempted to locate complete demographic data rather than rely on partial data available through departmental sources. I was therefore unable to complete the analysis during the time frame for decision-making. Similarly, the analysis was too general and not specific to Manitoba's mental retardation client population. Consequently, the mental retardation briefing note did not facilitate Ministerial decision-making and was not forwarded for Ministerial review as planned. Rather, the raw data collected for the assignment was extracted and incorporated into a more consumable format for a Cabinet submission concerning the Welcome Home policy initiative.

Finally, I was not involved in the policy implementation phase of the deaf-blind briefing note as the program division was assigned this task. Given that the role of the Research and Planning Branch was restricted to simply generating the policy recommendations, I have no knowledge of how this policy was implemented. Since there were no accountability measures established to evaluate the policy implementation process, there is no way to know whether the program officials implemented the Minister's recommendation as requested. In my discussions with numerous bureaucratic officials, this policy implementation process appears to be the modus operandi. Inter-governmental policy analysts are often responsible for generating the policy for Cabinet approval, whereas program specialists are subsequently responsible for implementing the policies by translating them into practice. The difficulties this poses for the policy analyst and for the policy making process will be presented in chapter 4.

Unlike the sequential process of analysis required for the two briefing notes, the review and critique of the Treasury Board submission concerning a training course for workshop personnel in mental retardation services and the Mental Retardation Program Development Plan required the discrete evaluation and review phase of analysis. In conducting these reviews and critiques, I approached the analysis from my own direct service work perspective. It was difficult to effectively analyze the merits of these two

proposals because they failed to clearly specify the anticipated outcomes in measurable terms. I therefore incorporated my social work ideological and vocational rehabilitation practice orientation and analyzed the proposals' systematic relevance, its uniqueness, and perceived impact on the mental retardation client system. Using this analytic framework, I was very critical of the two proposals. I asserted that they simply perpetuated existing practices and did little to promote the changing societal views of disabled persons and rehabilitation practices. Since these two analytic activities were generated by another team analyst, I do not know whether my critiques were incorporated into the decision-making process.

Overall, the impact and utility of these general analytic activities is difficult to assess. However, with the exception of the deaf-blind briefing note, it is likely that none of these tasks generated analysis that was either consumable or useful for the policy making process. At the same time, these activities provided an excellent opportunity to develop the basic analytic skills required for the different phases of social policy analysis. Subsequently, this general analytic experience facilitated more effective involvement in the Working Group policy making process.

3:2:2 Analysis Conducted for the Working Group's Analytic Activities

To reiterate, the specific Working Group analytic activities involved: preparing a draft Discussion Paper; preparing four (of the thirteen) VRDP issue papers; and collecting external vocational rehabilitation agency data for the costing exercise. Again, employing the Hogwood and Gunn contingency framework of social policy analysis, it can be determined that these specific analytic tasks involved the issue search, issue definition, forecasting and options analysis phases of activity. As summarized in Figure 6, preparing the Discussion Paper required issue search and issue definition, whereas preparing the VRDP issue papers required all four phases of analytic activity. On the other hand, the costing exercise exclusively involved the forecasting phase of analysis. And, with the exception of the costing exercise, each of these tasks was initially conducted independently.

First of all, the preparation of the Discussion Paper involved the issue search and issue definition phases of analysis. Beginning with the issue search phase, I used the review of relevant documentation and discussions with senior Branch staff to identify how the VRDP issues reached the

Figure 6. PHASES OF ANALYSIS INVOLVED IN THE WORKING GROUP SOCIAL POLICY ANALYSIS PROCESS

<u>Analytic Process</u>	<u>Phases of Analysis</u>
1. Preparation of Draft Discussion Paper*	issue search issue definition
2. Meeting of Departmental Program Officials (October 10, 1984)	issue definition forecasting
3. First Working Group Meeting (October 29-30, 1984)	issue search setting priorities policy implementation issue filtration issue definition setting priorities policy implementation
4. Preparing First Draft of VRDP Issue Papers*	issue definition forecasting options analysis
5. Second Working Group Meeting (November 27-28, 1984)	issue definition setting priorities policy implementation options analysis policy implementation
6. Third Working Group (subcommittee) Meeting (December 6-7, 1984)**	issue definition forecasting options analysis
7. Phase 1- Costing Exercise*	forecasting
8. Fourth Working Group Meeting (January 8-9, 1985)**	policy implementation issue definition
9. Phase 2- Costing Exercise*	forecasting
10. National Continuing Committee Meeting (January 23-25, 1985)	issue definition issue search issue filtration setting priorities policy implementation issue definition

Figure 6. PHASES OF ANALYSIS INVOLVED IN THE WORKING GROUP SOCIAL POLICY ANALYSIS PROCESS - (continued)

- | | |
|--|---|
| 11. Provincial Strategy Meeting
re: VRDP Agreement Renegotiation Process (January 29, 1985) | policy implementation |
| 12. Fifth Working Group Meeting
(February , 1985)** | issue definition
policy implementation |

LEGEND:

- * These activities constitute my specific analytic tasks conducted for the Working Group.
- ** I was not directly involved in these analytic activities

Ministerial decision-making agenda.²² I summarized this information into the "Introduction" section of the Discussion Paper. I then began the process of identifying and defining the pertinent VRDP issues using the Murphy and Junk (1981) and Provincial Coordinators/Directors (1984, September) reports. Although both reports identified similar issues, they differed substantially in their scope of analysis and the format and presentation of their findings. For example, the 1984 Provincial Coordinators/Directors report was organized into eight separate background papers which focused on: the definition of disabled persons and the vocational rehabilitation process; alcohol/drug programs; mental health programs; simplifying administrative issues; capital costs; prevention and promotion; course costs; and research. On the other hand, the Murphy and Junk (1981) report organized its identified issues and options for resolution according to: a) seven administrative issues; b) eight issues with a direct impact on the disabled; and c) eight other CAP programmatic issues. The Murphy and Junk (1981) report was much more comprehensive and analytical. In addition to providing a historical perspective of the CAP and VRDP Acts, their report also

²² This issue search phase of analytic activity has been incorporated into chapter 2 of this practicum report. This issue search process enabled me to identify a) the problems with the VRDP administration process, and b) the value conflict-resolution and bureaucratic maintenance factors involved in the vocational rehabilitation policy making process. These factors will be discussed in the subsequent section (3:2:4) of this chapter.

included a summary of "Proposed Ministerial Action on Suggested Options" and detailed cost estimates by option and by province. Figure 7 presents the "Table of Contents" from this report.

At the time of preparing the Discussion Paper, I was not fully aware of federal-provincial disputes nor the bureaucratic maintenance factors involved in this assignment. Consequently, I approached the task of preparing the Discussion Paper from a different definition of the problem. Rather than define the problem as the federal government's unilateral decision to restrict the cost-sharing provisions of the VRDP Agreement, I defined the problem as the VRDP Act and Agreement being badly-out-of-date and not reflecting current definitions of disabled persons or vocational rehabilitation service. Using my vocational rehabilitation practice knowledge and experience, I supported my definition of the problem with relevant information from the Murphy and Junk (1981) and Provincial Coordinators/Directors (1984, September) reports. My conceptualization of the problem resulted in a unique framework for defining the pertinent VRDP issues. Unlike the re-definition process that followed, this framework did not incorporate the value conflict or bureaucratic maintenance factors involved. Rather, it was conducted from the perspective of objective and rational analysis. Rather than discuss specific VRDP issues or simply identify that a problem existed, I attempted to identify the "symptoms" and

Figure 7. TABLE OF CONTENTS: REPORT OF THE FEDERAL-
PROVINCIAL TASK FORCE TO REVIEW THE CANADA
ASSISTANCE PLACE (CAP) AND THE VOCATIONAL
REHABILITATION OF DISABLED PERSONS ACT (VRDP)

- *A. Mandate and Terms of Reference of Review
- *B. General Observations on the Review
- *C. Historical Perspective - CAP and VRDP
- D. Issues and Options Identified by the Task Force
 - I. Administrative Issues
 - *1. Cumbersome Information/Reporting Systems for VRDP
 - 2. Evaluation and Approval Process for Work Activity Projects (Part III, CAP)
 - 3. Claims Settlement
 - 4. Audit of CAP Expenditures
 - 5. Expenditure Limits for Items of Special Need under CAP
 - *6. Distribution and Revision of Guidelines, Notes and Administrative Manuals
 - *7. Term of the VRDP Agreement
 - II. Issues with Direct Impact on the Disabled
 - *8. Maintenance of Disabled Persons in Employment
 - *9. Expanded Sport for Employed Disabled
 - 9.1 Wage Subsidization to Employers of Disabled
 - 9.2 Training on the Job
 - *10. Limitation on Sharing Operating Costs
 - *11. Eligibility Criteria for Work Activity Projects
 - *12. Cost-Sharing for Sheltered Industry
 - *13. Clarification of Definition of Disabled Person under VRDP
 - *14. Definition of Supportive Living Environment
 - *15. Aids to Independent Living Programs for the Disabled

* These sections of the report were directly relevant to the Working Group's process of defining the VRDP issues.

Figure 7. TABLE OF CONTENTS: REPORT OF THE FEDERAL-
PROVINCIAL TASK FORCE TO REVIEW THE CANADA
ASSISTANCE PLACE (CAP) AND THE VOCATIONAL
REHABILITATION OF DISABLED PERSONS ACT (VRDP) -
(continued)

III. Other CAP Program Issues

16. Earnings Exemption Guidelines
17. Formal Needs Testing of Certain Clientele in
Emergency and Short Term Situations
18. Income Testing Financial Benefit Programs
19. Likelihood of Need Criterion for Welfare
Services
 - 19.1 Establishing Client Eligibility for
Services
 - 19.2 Restrictive Fee Schedule Guidelines
20. Restrictions on Shareable costs of Welfare
Services
21. Cost-Sharing Restrictions for Commercial
Agencies
22. Determination of Eligibility of Welfare Services
23. Continuity of Government Funding for All Phases
of Community Development

E. Conclusion

- Appendix A -List of Participants
Federal-Provincial Task Force to Review
CAP/VRDP
- *Appendix B -Recommendations of the Report of the Special
Committee on the Disabled and Handicapped
(Smith Report) with Relevance to Issues in this
Report
- *Appendix C -Summary of Proposed Ministerial Action on
Suggestions Options
- *Appendix D -Detailed Cost Estimates by Options and by
Province

* These sections of the report were directly relevant to the
Working Group's process of defining the VRDP issues.

causes of the specific problems or issues identified in the other two reports.

I therefore aggregated the range of VRDP issued into two problem areas pertaining to: a) the provisions of the VRDP Act and Agreement; and b) the administration of the VRDP Act, Agreement and Guidelines. I then organized the Discussion Paper to further define these two problem areas by summarizing the specific issues identified in the other two reports. All eight of the Provincial Coordinators/Directors (1984, September) issues were incorporated into the Discussion Paper, whereas only the VRDP issues (and not CAP issues) were included from the Murphy and Junk (1981) report. The manner in which the various issues were organized into the Discussion Paper has been outlined in Figure 8. Although the Discussion Paper did not present any specific options for resolution, the tone of the paper cast the federal government in a negative light. The paper stated that the VRDP legislation was out-of-date and did not reflect current vocational rehabilitation practices and philosophies. The paper further stated that the federal government's VRDP Guidelines reflected restrictive cost-sharing provisions and were contrary to the intent of the VRDP Act and the established federal-provincial Agreement negotiation process.

Like the task of preparing the Discussion Paper, preparation of the four VRDP issue papers also involved a sequential and rational process of analysis. However, the

Figure 8. OUTLINE OF OCTOBER 1984 WORKING GROUP DISCUSSION PAPER

A. INTRODUCTION

B. ISSUES PERTAINING TO THE PROVISIONS OF THE VRDP ACT AND AGREEMENTS

I. Clarification of the Definition of:

- Disabled Person
- Substantially Gainful Occupation
- Vocational Rehabilitation

II. Cost-Sharing Arrangements:

1. Capital Costs and Operating Expenses
2. CEIC Programming
3. Aids and Devices
4. Limited Sharing of Operating Costs of Sheltered Workshops
5. Sheltered Industry
6. Maintenance of Disabled Person in Employment

C. ISSUES PERTAINING TO THE APPLICATION OF THE VRDP ACT AND AGREEMENTS

I. Cost-Sharing of Vocational Rehabilitation Services:

1. "Not a Vocational Rehabilitation Service"
2. Prevention and Promotion
3. Expanded Support for Employed Disabled
 - (a) wage subsidy to employers of disabled persons
 - (b) training-on-the-job
4. Course Costs

II. Research

III. Administration

phases of analytic activity differed slightly to include issue definition, forecasting, and options analysis. In conducting my analysis, I was instructed by the Acting Director to modify the standard Continuing Committee format for preparing the issue papers (Figure 5) and present the analysis according to the framework summarized in Figure 9. Regardless of the manner in which the analysis was presented, preparation of the VRDP issue papers still required that I begin the analytic process with the issue definition phase, follow with the forecasting phase, and end with the options analysis phase.

I was therefore required to prepare a brief statement defining the issue using the Discussion Paper and the discussions of the Working Group meetings. The issue was further defined by summarizing the relevant section of the VRDP Act or Agreement and pertinent reviews and studies conducted in relation to the issue. And finally, an attempt was made to summarize the past and present solutions to the issue using the Discussion Paper, the Murphy and Junk (1981) and Provincial Coordinators/Directors (1984, September) reports. The task of preparing the four issue papers was relatively simple since the majority of the work had already been completed. For example, in defining each issue, I simply condensed the relevant information from the Discussion Paper and the other two reports and incorporated the relevant changes from the Working Group discussions.

Figure 9. MANITOBA'S FRAMEWORK FOR PREPARING WORKING PAPERS

ISSUE STATEMENT

REFERENCE

PREVIOUS CONSIDERATION

BACKGROUND INFORMATION

OPTIONS FOR RESOLUTION

1. _____

Factors:

- * implementation timeframe
- * amendment to Act or Agreement required ?
- * other

Advantages

- * political
- * economic
- * social

Disadvantages

- * political
- * economic
- * social

Following this issue definition phase, I then attempted to forecast the future implications of each issue and some of the constraints that exist in solving the problems. I again used my vocational rehabilitation knowledge and experience, and the aforementioned reports, to facilitate this process. However, given the limited time frame for analysis, the forecasting phase of analysis was not intended to involve extensive environmental scanning techniques. Rather, the anticipated impact of each issue was limited to providing a synopsis of how the problems (with VRDP administration and/or cost-sharing provisions) could affect the vocational rehabilitation clientele and provincial vocational rehabilitation service systems.

Finally, I used this information to identify one or two options for resolution and the relative advantages and disadvantages associated with each option (including political, economic and social). In conducting the options analysis phase, I was instructed to limit the identification of options for resolution to include a) maintaining the status quo, and b) expanding cost-sharing provisions. More independent analysis, incorporating broader systemic and legislative changes, did not have the sanction of the Working Group or Acting Director of Research and Planning Branch. Similarly, in analyzing each option, I had to present the political, economic and social implications using three or four word phrases. Of particular importance, was the inclusion of the federal and provincial financial

implications for each option. In the actual presentation of the implications, the political and economic factors were to take precedence over the program/service related factors. This method of presenting the analysis did little to illuminate the complexity of some issues and challenged the written skills of this "neophyte" analyst. In appraising and comparing the options, the emphasis was usually on implicitly advocating for expanded VRDP cost-sharing provisions. At the same time, no recommended option was to be identified given the mandate of the Continuing Committee to provide information for policy advice and not to direct the policy making process.

Since all three phases of analysis involved in preparing the issue papers required inter-provincial data and information, I collaborated with relevant departmental, inter-departmental and inter-provincial officials and incorporated their perspectives into the analysis. In addition to the logistical difficulties in simply connecting with these individuals, I was required to develop some sort of consensual position from their various jurisdictional positions. Fortunately, all of the provincial officials engaged in the process concurred with the relevance of the VRDP issues and the manner in which the issues were defined. The only differences were in relation to the service and financial implications of the issues for each of the provinces. For example, all of the Atlantic provinces and both of the Territories have a very small client base and

therefore small vocational rehabilitation service systems and expenditures. The reverse is true for the provinces of Ontario, Alberta and British Columbia. Because all four of the issue papers involved new vocational rehabilitation program initiatives, none of the provinces were able to provide the statistical or financial data as requested. Therefore, like my Working Group colleagues, I was unable to effectively forecast the applicable cost implications for each option. Given the perceived importance of providing these inter-provincial costings, the Working Group subsequently initiated a detailed costing exercise.

It was this detailed costing exercise which constituted my final analytic activity for the second Working Group meeting. This costing exercise exclusively required the forecasting phase of analysis and involved collecting inter-provincial data for the detailed costing of each option for all thirteen issues. Consistent with the Working Group's division of labour, I was called upon to assist inter-departmental officials, inter-provincial collaterals, departmental program and external agency staff in forecasting the financial implications of each option. For example, with respect to the "maintenance and advancement in employment" issue, I was required to assess the data sources to estimate: a) the number of clients who could benefit from this expanded service (if provided); b) the length of time they would require the service; c) the resources required to

implement the service; and d) the estimated cost for the service.

This phase of forecasting was very rational and linear. Unfortunately, the quality of the data generated for this costing exercise was significantly limited given: a) the insufficient time available for thorough data collection and analysis; b) the limited analytic resources available to complete this exercise (particularly at the program level where the majority of the data was generated); c) the inconsistent inter-provincial and inter-agency terminology and data collection practices; and d) the inconsistent methods of delivering vocational rehabilitation services throughout the country. As most of the VRDP issues involved new program initiatives for the provinces, the projected financial implications were difficult to estimate. Those provinces which were providing vocational rehabilitation services beyond current cost-shared VRDP recoveries seemed to be in a better position to forecast and, hence, estimate the costs associated with each issue. For example, Ontario and Alberta include sheltered workshops in their continuum of vocational rehabilitation services (for which they do not receive cost-shared recoveries). Therefore, unlike Manitoba, they were able to effectively identify the costs associated with this proposed "new" initiative. Given these difficulties, the data required for this costing exercise did not materialize by the original deadline. Consequently, the Working Group extended the deadline and developed a

standardized format to facilitate the data collection process and to introduce a certain degree of reliability to the process. Unlike the previous two analytic assignments, I was not solely responsible for this phase of analytic activity. Rather, given my limited experience in preparing financial projections, the team analyst with the economics degree was given the lead responsibility for this phase of activity. Also, my practicum schedule (and availability) did not always correspond with the time frames necessary for data collection. Therefore, my level of analysis was limited to simply collecting and collating the data from Manitoba's external vocational rehabilitation agencies and submitting it to the other analyst to incorporate into the costing framework.

3:2:3 Analysis of the Working Group's Policy Making Process

The Hogwood and Gunn (1984) contingency framework for social policy analysis is applicable to both the analysis for social policy making and for the analysis of the social policy making process. Therefore, this framework will be used again to analyze the Working Group's overall vocational rehabilitation policy making process.

To broaden my understanding of the practicum experience and to enable a more effective analysis of the learning process, I had an opportunity, at the completion of the practicum, to interview a number of key departmental,

provincial, and inter-provincial officials. I used a personal interview questionnaire designed for this purpose. This questionnaire addressed issues relation to: a) the development, mandate and composition of the Continuing Committee; b) the federal, provincial and bureaucratic interpretations of this mandate; c) the impact of direct service issues, data, the work of the Continuing Committee, and the effect of federal-provincial relations on the decision-making process; d) the impact of the recent change of federal government on federal-provincial relations; e) the differing views between federal and provincial bureaucrats concerning the nature of federal-provincial relations; and f) the impact of federal-provincial relations on vocational rehabilitation programs and services. I was fortunate to interview a number of senior department and provincial officials including the former Deputy Minister of Manitoba Community Services and the Cabinet's Deputy Secretary for Federal-Provincial Relations. In addition to interviewing a number of departmental and inter-departmental officials responsible for vocational rehabilitation services, I was able to interview a number of Continuing Committee officials. Unfortunately, I was unable to formally interview any of the federal vocational rehabilitation program or Continuing Committee officials. Appendix A provides a listing of the persons interviewed and a copy of the questionnaire. The information generated from these

formal interviews has been incorporated with the literature review to analyze the practicum experience.

Consistent with its mandate to identify and define VRDP issues and develop options for resolution, the Working Group's vocational rehabilitation policy making process primarily consisted of issue definition and options analysis. Furthermore, given the federal-provincial environment in which the vocational rehabilitation policy analysis occurred, the policy implementation phase was also a predominant feature in the Working Group's analytic process. At the same time, a number of other analytic activities were required to facilitate these two phases. Therefore, using the Hogwood and Gunn (1984) contingency framework, it can be determined that the Working Group's analytic process involved the following sequence of analysis:

- 1) issue search;
- 2) issue filtration;
- 3) issue definition;
- 4) forecasting;
- 5) setting objectives and priorities;
- 6) options analysis; and
- 7) policy implementation.

This Working Group analytic process did not involve the evaluation and review nor the policy maintenance/succession/termination phases. Unlike any of the analysis conducted for the practicum, the Working Group's analytic process did not conform to a linear or rational sequence of analysis. As indicated by Hogwood and Gunn (1984), these seven phases of analysis were not completely self-contained, but rather

involved a series of loops between each stage of analytic activity. This analytic process has been delineated in Figure 6. For example, the analytic process of forecasting, setting priorities and objectives, and policy implementation resulted in the subsequent redefinition of the VRDP issues. This ultimately required revisions to the identified options for resolution. In order to analyze the Working Group's policy making process, each of the seven phases of activity warrants further analysis.

In order to analyze the actual work of the practicum experience, it is important to commence with the issue search phase of analysis and attempt to determine how VRDP and the Working Group assignment reached the Deputy Ministers' agenda. To facilitate this process, I was able to review relevant documentation and federal and provincial correspondence, and engage in a series of interviews with departmental, provincial and inter-provincial officials. This issue search phase of analysis was initially conducted during the course of preparing the Discussion Paper. However, it was not until the preparation of this practicum report that I developed an understanding and appreciation for the importance of this phase of the analysis. In fact, it was the issue search phase (in conjunction with the issue filtration phase) which actually set the tone or context for the Working Group's policy making process and product. As summarized in chapter 2 of this report, the Working Group's assignment occurred at a time when the federal government

had chosen to unilaterally introduce a new VRDP Agreement. This new Agreement created a fervor of federal-provincial conflict and debate which was perpetuated throughout the entire Working Group process. According to the provinces, this new Agreement included interpretative changes which would threaten current cost-sharing provisions, and was a departure from established federal-provincial administrative protocols. On the other hand, the federal government maintained that the changes in the new Agreement "would provide additional flexibility to [the] provinces...in designing and operating their programs, while bearing in mind the fiscal resources available to the governments concerned" (Murphy & Junk, 1981, p. 1).

Once this problem was identified, the provincial Deputy Ministers' solution was to renegotiate the VRDP Agreement and restore the previous cost-shared provisions. Given that this renegotiation process required federal-provincial Ministerial approval, the provincial Deputy Ministers decided to assign this task to the federal-provincial bureaucrats of the Continuing Committee. This decision to renegotiate the VRDP Agreement through the Continuing Committee, rather than the Provincial Coordinators/Directors of VR Services, effectively bypassed the normal VRDP administrative process. Consequently, this decision further intensified the inherent conflict between these two bureaucratic constituencies. This issue filtration process not only established the framework for the eventual issue

definition process, but also served to establish the value conflict and bureaucratic maintenance factors involved in the Working Group's policy making process. These factors will be further analyzed in the latter sections of this chapter.

The issue search and issue filtration phases had a profound impact on the analytic process of issue definition. Given the Continuing Committee's mandate to identify and define the VRDP issues and options for resolution, the issue definition phase constituted the majority of the analysis of the Working Group. In fact, as illustrated in Figure 6, with the exception of the costing exercise and Manitoba's February, 1985 strategy meeting, every Working Group activity involved the issue definition phase of analysis. When the Continuing Committee was originally given its mandate, the Deputy Ministers instructed the committee to incorporate the findings and recommendations of the Murphy and Junk (1981) and the Provincial Coordinators/Directors of VR services (1984, September) reports. This decision effectively limited the Working Group's environmental scanning scope since the issues were to be defined according to the findings of these two reports. According to a number of officials, given the credibility of these two reports and the stringent time lines of the Working Group assignment, a more comprehensive process of public consultation was not considered.

The aforementioned task of preparing the Discussion Paper represented the Working Group's first attempt to define the VRDP issues. Although this Discussion Paper served to form the basis for the discussions and analysis of the Working Group, the paper's original thematic presentation was eventually changed to present the thirteen VRDP issues as unique, "stand alone" items. (The inappropriateness of this approach given the scale of the policy problem being studied will be discussed in the last section of this chapter.) It was not until the January, 1985 Continuing Committee meeting that an attempt was made to reintroduce my method of conceptualizing the issues according to broad policy questions.

The Working Group's issue definition spanned a period of five months and a number of provincial and federal-provincial meetings. Each meeting resulted in the re-definition or reclarification of the issues in question. First of all, the October, 1984 meeting with Manitoba's departmental vocational rehabilitation program officials was an extension of the issue definition process which commenced with the drafting of the Discussion Paper. With the exception of a few technical clarifications, the policy issues identified in the paper remained the same. Perhaps because of the paper's program-specific orientation, implied new initiatives, and increased cost-sharing potential, the provincial program officials appeared to concur with the manner in which the problem was defined. (As supported in

the process of interviewing program officials, the fact that no changes were made was likely a reflection of the program's lack of endorsement or commitment to the Continuing Committee's assignment. These bureaucratic maintenance factors will be discussed in the next section of this chapter.)

Like the aforementioned provincial meeting, the first two Working Group meetings were predominantly devoted to defining the VRDP policy issues. Unfortunately, the Working Group's process of defining the issues was circuitous, convoluted and frustrating to most of the participants. Although partly a reflection of the nature of the assignment, the Working Group's analytic process was limited because of the lack of structure in the meetings and because of the different and often conflicting professional, ideological, and jurisdictional orientations of the various participants. Due to the absence of an agenda and open-ended leadership style of the Working Group's chairperson, the first two meetings vacillated between analytic activities involving issue definition, setting priorities and objectives (both for the Working Group and for its task), issue filtration and policy implementation. Although the purpose of the meetings were to finalize the issue definition process, it was impossible to achieve consensus on the manner in which to define the issues until consensus was achieved concerning the Working Group's and Continuing Committee's Terms of Reference. The subsequent analytic

phases of issue search and issue filtration, objective and priority setting, forecasting, and policy implementation resulted in a redefinition of the various VRDP issues and subsequent reorganization into thirteen unique VRDP issue papers.

During the Working Group's issue search phase of the analytic process, numerous interpretations were given concerning the manner in which the Continuing Committee received its assignment as a means of clarifying the Working Group's mandate. Similarly, the Working Group's process of issue filtration generated considerable debate. The process of choosing both the specific issues for analysis and the manner in which they were to be presented was complicated by the Working Group's inability (or reluctance) to make explicit the implicit criteria and values underlying the process. Again, the value conflict-resolution and bureaucratic maintenance factors played a significant role in this phase of the Working Group process. For example, Ontario's VR Coordinator reiterated the opinion of her colleagues that the appropriate vehicle for renegotiating the VRDP Agreement should be through the normal VRDP administration forum-- the Provincial Coordinators/Directors and not the Continuing Committee.

Consistent with the province's traditional federal-provincial stance, Manitoba's Continuing Committee official stressed that the Working Group assignment offered an excellent opportunity to promote cooperative federal-

provincial relations. Given that they had the most to gain by ensuring the inclusion of the proposed enhanced cost-shared recoveries, Ontario and Alberta's Continuing Committee officials maintained that the Working Group should prepare a draft of the new VRDP Agreement in order to expedite the Ministerial renegotiation process.

Finally, consistent with the implicit jurisdictional stance to restrict the cost-shared provisions of the VRDP Agreement, the federal Continuing Committee officials continually stressed that the mandate of the Continuing Committee was to provide policy information and not to direct the policy making process. Similarly, the federal officials implied that wholesale change to the VRDP Agreement was unlikely given the current fiscal resources of the federal government. At the same time, these federal officials implied that the "maintenance and advancement in employment" and "training-on-the-job" issues could receive federal approval for inclusion into the new VRDP Agreement. These implied jurisdictional positions of the federal officials, not only restricted the scope of the Working Group's analytic process, but also served to change the manner in which the issues were defined and presented in the report. For example, the committee decided not to prepare a draft of the new VRDP Agreement, but rather to restrict the Working Group report to identifying and defining the current VRDP issues and options for resolution. The committee also decided to restrict the number of issues identified because

of: the limited time frame for analysis; the scarce analytic capacity to effectively forecast the impact of the proposed new initiatives; and the belief that only a limited number of issues would "take" in the Ministerial decision-making process. As advocated by Hogwood and Gunn (1984), a decision was made to be economically rational and only include those issues which were likely to be accepted by the Ministerial decision-making process.

During the course of this issue filtration phase, consideration was also given to discussing and analyzing the policy implementation considerations. In fact, throughout the entire Working Group process, careful consideration was given to identifying the potential problems of implementation in advance of submitting the report to the Deputy Ministers. For example, given the substantial financial implications associated with the identified issues, it was unlikely that all thirteen issues would be incorporated into a new VRDP Agreement. The Working Group therefore decided to present the issues as "stand alone" policy issues and options for resolution. The rationale for this strategy was to enable the decision-makers (Ministers of Social Services) to choose between specific policy issues rather than accept/reject the entire package. Furthermore, in order to ensure that the Ministers fully appreciated the impact of these issues on the vocational rehabilitation clientele, the Working Group decided to "personalize" a number of the VRDP issues in terms of their direct impact on the disabled

person. Rather than discuss alcohol/drug programs, the issue was redefined to address "programs for alcohol and drug dependant persons".

Also during this policy implementation phase, a great deal of debate occurred concerning whether the VRDP policy issues identified required a change to: a) the VRDP legislation; b) the federal interpretation of the current VRDP cost-sharing provisions; and/or c) the provinces' decision to implement the proposed policy issues independent of federal cost-shared recoveries. Potential problems of each of these options were identified and discussed. For example, there were differing opinions as to whether change to the VRDP Act or Agreement was either necessary or feasible. Similarly, the poorer provinces (Nova Scotia and Manitoba) indicated that new initiatives (outside the current VRDP cost-shared recoveries) were unlikely given that these provinces were unable to assume the full costs of these new initiatives, and were historically dependent on federal-provincial cost-sharing to develop their social service systems. Furthermore, the VRDP renegotiation process did not carry the same political or financial prominence as the proposed renegotiation of the CAP Plan. At the time of the practicum, a number of officials were of the opinion that VRDP would be terminated and incorporated into the revised provisions of the CAP Plan. At the same time, the Working Group members were cognizant of the vocal and active role that the disabled consumer and advocacy

groups were playing in ensuring that provincial and federal Ministers maintained their commitment to respond to the changing role of disabled persons and their service needs. Consequently, these policy implementation considerations affected the Working Group's process of identifying and analyzing the options for resolution. For example, "rolling" the VRDP provisions into the CAP Plan or establishing block-funding mechanisms were not considered viable options given that consumer and advocacy groups would likely view this action as withdrawing services for disabled persons.

The manner in which the thirteen issue papers were ultimately presented in the final report was also a result of the Working Group's process of setting objectives. During the course of defining the VRDP issues, each Working Group participant had an opportunity to articulate and discuss the objectives and priorities of their particular federal, provincial and programmatic jurisdictions. Given the different provincial program and policy priorities, it was difficult to achieve inter-provincial consensus on the priority ranking of all thirteen VRDP issues. Consequently, very little effort was spent in prioritizing the identified issues. In fact, at the first Working Group meeting a conscious decision was made not to rank the thirteen issue papers. However, at its later meetings, the Working Group did attempt to organize the various issues according to common themes. The explicit ranking of the issues was

avoided (or rather "fudged") in favour of reorganizing the issues according to four themes: 1) issues having a direct impact on individuals; 2) issues related to early intervention and promotion activities; 3) research issues; and 4) administration issues. Although the specific ranking of the issues did not occur within these four categories, the categories themselves were implicitly ranked. For example, the issues having a direct impact on individuals were given precedence over the issues concerning prevention and promotion, research, and administration, respectively. Furthermore, in organizing the issues, consideration was again given to the policy implementation problems. Given the limited ability of either order of government to assume the costs of all thirteen issues, the Continuing Committee chose to highlight the two issues which seemed to generate the most consensus- "maintenance in employment" and "training-on-the-job".

During the Working Group's process of forecasting, each province and territory was consulted in order to assess the impact of each of the VRDP issues on the delivery of the provinces'/territories' vocational rehabilitation service system. Similarly, each province was requested to forecast the financial implications of the options associated with all thirteen VRDP issues. For example, during the October, 1984 meeting with vocational rehabilitation program officials, it became apparent that the Province's vocational rehabilitation system lacked either the data (or ability to

develop it) and the resources to effectively forecast. According to the information presented, it became apparent that Manitoba only provides vocational rehabilitation services/programs that fall within current VRDP cost-sharing provisions. Therefore, Manitoba's vocational rehabilitation services system does not incorporate the changing societal views of disabled persons nor the changing models of vocational rehabilitation practice. Furthermore, it became obvious that the program officials had only a limited understanding of the vocational rehabilitation practices of the external agencies. For example, in discussing the "maintenance and advancement in employment" issue, the program officials indicated that Manitoba did not provide this type of vocational service. These officials were not aware that a number of external agencies had been providing this service as part of their standard vocational rehabilitation service continuum for a number of years.

This difficulty in forecasting limited the province's ability to generate accurate costings of the new VRDP initiatives. Like Manitoba, most provinces had significant difficulties with this phase of the analytic process. Furthermore, the quality of the data generated for this costing exercise was significantly limited given: a) the insufficient time available for thorough data collection and analysis; b) the limited analytic resources available to complete this exercise (particularly at the program level where the majority of the data was generated); c) the

inconsistent inter-provincial and inter-agency terminology and data collection practices; and d) the inconsistent methods of delivering vocational rehabilitation services throughout the country. As most of the VRDP issues involved new program initiatives for the provinces, the projected financial implications were difficult to estimate. As discussed previously, those provinces who were providing vocational rehabilitation services beyond current cost-sharing VRDP recoveries (e.g., Ontario and Alberta) seemed to be in a better position to forecast and, hence, estimate the costs associated with each issue. However, for the most part, the provinces were unable to effectively identify the costs associated with these proposed new VRDP initiatives. Given these difficulties, the data required for this costing exercise did not materialize by the original deadline. Even though the Working Group extended the deadline and developed a standardized format to facilitate the data collection process, the validity and reliability of data generated was still suspect. Regardless of the amount of time and energy devoted to the costing exercise, the Continuing Committee decided not to incorporate the costing data in the body of the report. Given the poor quality of the cost estimates generated, the committee decided to replace the dollar estimations with a statement indicating whether the issue had "substantial", "moderate", or "unsubstantial" financial implications.

Finally, consistent with its mandate (and its inability to achieve consensus), the Committee decided not to make any recommendations concerning the options identified to respond to each issue. Failure to present a recommended course of action limited the "rational comprehensiveness" of the Working Group's analytic process and minimized the utility of the final report for directing the policy making process. At the same time, many Continuing Committee officials were reluctant to be perceived as either challenging the committee's mandate or intruding in the legislative affairs of either the Provincial Coordinators/Directors or the Ministers. Nevertheless, by the fourth Working Group meeting, it was becoming apparent that the proposed Working Group's report was not going to facilitate the VRDP re-negotiation process to a large extent. Given that the Working Group was unable to prepare a draft of a new VRDP Agreement, the Continuing Committee decided to replace the lower priority "administration" and "EPF/VRDP interface" issues with two recommendations to establish a mechanism to implement the VRDP renegotiation process initiated (but not completed) by the Working Group. Subsequent to the national Continuing Committee meeting, it was therefore recommended at the last Working Group meeting that "a joint federal/provincial/territorial mechanism [be established] for negotiation of the terms and conditions, and renewal process for VRDP Agreements" (Continuing Committee, 1985, March, p. 17). It was further recommended that "the Coordinators of

VRDP together with federal VRDP officials should meet on a regular basis to discuss and review guidelines and related VRDP administrative procedures. Outstanding issues [were to be] referred to the CAP/VRDP Continuing Committee of Officials" (ibid., 1985, March, p. 18).

In conclusion, the Working Group's policy making process included the circuitous process of issue definition, issue search, issue filtration, forecasting, setting objectives and priorities, options analysis and policy implementation. Although the process primarily involved the issue definition phase of analysis, the subsequent analytic phases each had a decisive impact on the final definition of the VRDP issues. Even though the format for presenting the issues was eventually modified, the central premise of the original Discussion Paper was never overtly challenged. Consequently, the subsequent analytic phases of the Working Group focused on preparing a report which defined the VRDP issues in a way which promoted the expansion of VRDP cost-sharing provisions as the preferred solution. The final analytic outcome of the Continuing Committee was a report which identified eleven direct service, program enhancement, and administration issues to be incorporated into a new VRDP Agreement and two recommendations to establish the appropriate federal-provincial mechanism to renegotiate and prepare this new Agreement. As continually referenced in the previous discussion, the Working Group's entire process was influenced by the value conflict-resolution and

bureaucratic factors inherent in social policy making. The impact of these factors on the Working Group's policy making process will be analyzed in the next section of this chapter.

3:2:4 Analysis of the Factors Involved in the Practicum's Social Policy Analysis Process

In this section, I will apply the Carley (1980) process approach to analyze the bureaucratic maintenance, value conflict and resolution, and analytic rationality factors involved in the analytic phases of the Working Group's vocational rehabilitation policy making process. To reiterate, bureaucratic maintenance includes the routinized activities and standardized procedures and criteria for the purpose of simplifying the decision-making process. It is within the bureaucratic process that the implementation of decisions occurs. Value conflict and resolution is a societal process whereby some form of resolution is achieved between value-laden groups as a means of allocating resources. Analytic rationality is the application of logical problem solving techniques to the study of policy problems. The following three sections will discuss how these three factors affected the Working Group's vocational rehabilitation policy making process.

3:2:4:1 Analysis of Bureaucratic Maintenance Factors

Vocational rehabilitation policy making occurs at the federal-provincial level and is premised on the VRDP Act and federal-provincial Agreements. Therefore, any analysis of the bureaucratic maintenance factors involved in this policy making process must consider both the relevant provincial and federal bureaucratic structures and the relationship between the two. Vocational rehabilitation policy making occurs within a structure of three federal-provincial bureaucratic "constituencies". These include (in descending order of authority): the Federal, Provincial and Territorial Deputy Ministers of Social Services; the Continuing Committee of Officials Reporting to Federal, Provincial and Territorial Deputy Ministers of Social Services; and the Provincial Coordinators/Directors of VR Services. Each of these "constituencies" have different lines of authority, mandates, Terms of Reference, accountability procedures and processes.

First of all, the committee of Federal, Provincial and Territorial Deputy Ministers of Social Services consists of the federal Deputy Minister and Associate Deputy Minister of Health and Welfare Canada and the provincial/territorial Deputy Ministers of their respective social services Departments. This committee in turn reports to the Federal, Provincial and Territorial Ministers of Social Services. Within their respective orders of government, the status of

these federal and provincial Deputy Ministers varies in accordance with the manner in which they are appointed to their position. For example, federal Deputy Ministers are appointed by and responsible to the Clerk of the Privy Council and have only a secondary alliance to their respective Minister. On the other hand, provincial Deputy Ministers are appointed by and are directly responsible to their departmental Minister.

Secondly, the Continuing Committee was comprised of senior bureaucratic officials appointed by their respective Deputy Ministers. Each province varied as to the actual level of representation on the Committee and the extent to which program and/or federal-provincial officials were appointed. The majority of the provincial Continuing Committee officials were directors or senior officers responsible for federal-provincial relations within their respective social services departments. On the other hand, the federal officials on the Continuing Committee were responsible for administering cost-shared programs through the CAP Directorate, Health and Welfare Canada.

Finally, the committee of Provincial Coordinators/Directors of VR Services consisted of senior program staff directly responsible for the administration of provincial vocational rehabilitation programs. Although the majority were Coordinators/Directors of a vocational rehabilitation program, a number of committee representatives were responsible for federal-provincial policy relations and

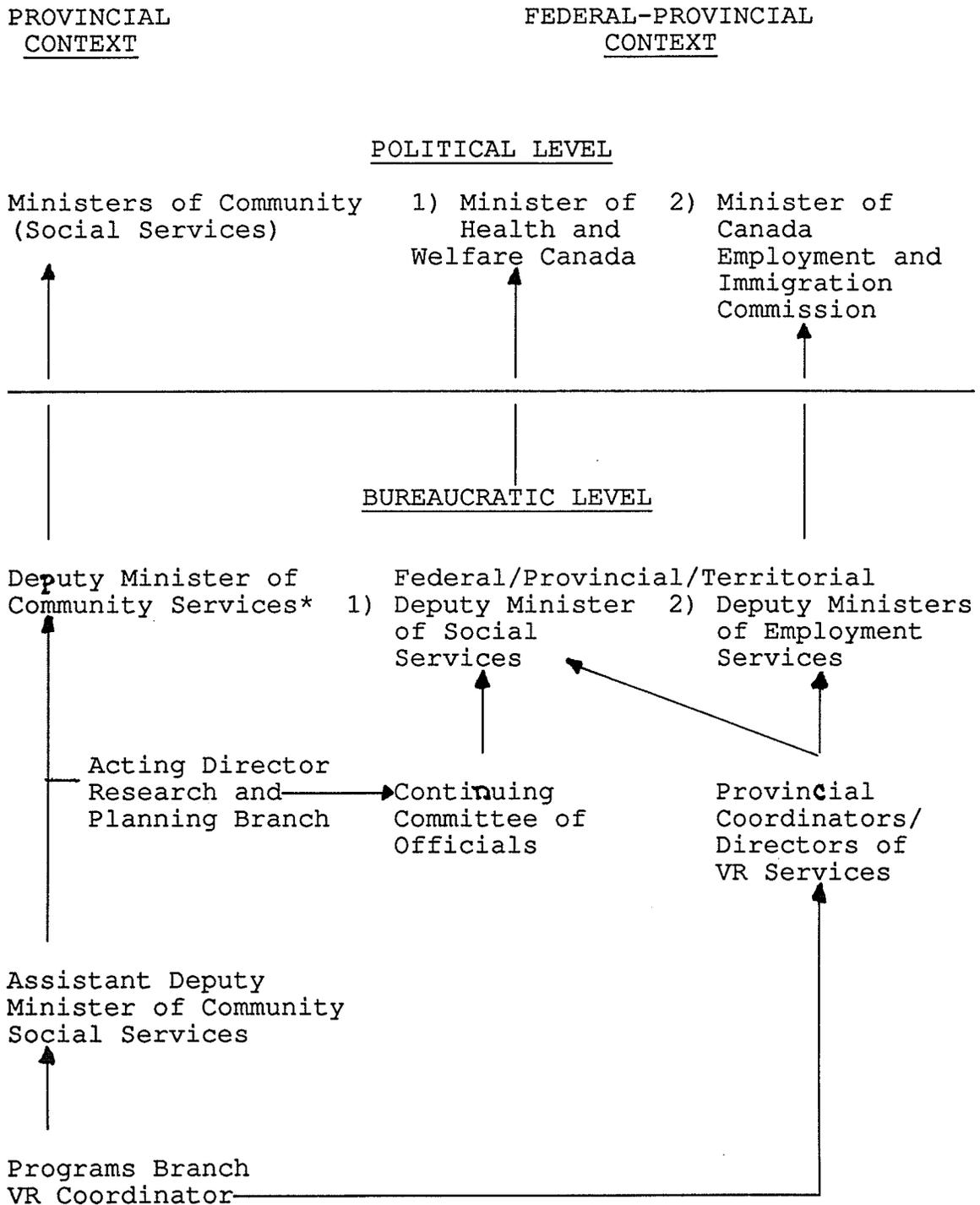
cost-shared programs. In fact, a number of these federal-provincial specialists were also officials of both the Continuing Committee and its Working Group. Unlike the other two committees, the membership of this eighteen person committee was disproportionately composed of officials from the provinces of Ontario and Alberta (each of which assigned four officials to the committee). Although the majority of the Provincial Coordinators/Directors were situated within a social service department, a number of these officials (excluding Manitoba) operated within an employment services department. Similarly, the federal officials on this committee represented the Canada Employment and Immigration Commission (CEIC); but not Health and Welfare Canada.

These three bureaucratic committees related to each other at the federal-provincial and provincial levels through a hierarchical structure which varied in each provincial and federal bureaucracy. Generally, at the federal-provincial level, there was no formal mechanism to link the Continuing Committee and the Provincial Coordinators/Directors of VR Services. At the federal level, each of these bureaucratic constituencies reported to a Deputy Minister from different departments (Health and Welfare Canada and CEIC, respectively). At the provincial level, there was also no formal mechanism to link these committee representatives. For example, in Manitoba, both the Continuing Committee official and VR Coordinator reported to the same Deputy Minister. However, each of

these officials has a different route of access to this Deputy Minister by virtue of their position in the Department's hierarchy. As indicated in Figure 10, the Continuing Committee official had direct access to the Deputy Minister through the Research and Planning Branch, whereas the VR Coordinator reported through the Assistant Deputy Minister of the Community Social Services Division. Unless required for a specific analytic task the Continuing Committee official and VR Coordinator rarely had cause to connect.

According to a number of provincial and inter-provincial officials interviewed, the federal-provincial Continuing Committee was the designated "work horse" of the deputy ministers. Given its mandate and close proximity to the deputy ministers, the Continuing Committee is generally afforded a higher profile in the policy making environment than the Provincial Coordinators/Directors. Any vocational rehabilitation policy making that occurs at the Provincial Coordinators/Directors level had to be processed through established provincial hierarchies. Thus the process of accessing the Deputy Ministerial decision-making environment was often onerous and time consuming. At the same time, it should be noted that the provincial Continuing Committee officials were generally afforded greater hierarchical status than their federal colleagues. This is largely a reflection of their differential access to their respective deputy ministers. According to Manitoba's Deputy Secretary

Figure 10. HIERARCHICAL RELATIONSHIPS BETWEEN THE THREE BUREAUCRATIC VRDP POLICY MAKING CONSTITUENCIES



* Manitoba's structure has been depicted here as the other 11 provinces/territories organize themselves differently.

to Cabinet for Federal-Provincial Relations, the federal bureaucracy rarely has direct contact with their deputy minister; let alone their minister. The reverse is true for provincial bureaucracies. For example, at the time of the practicum, Manitoba's Department of Community Services allowed for more staff participants in the policy making process; albeit senior officials at the executive management level. In contrast, the significant policy decisions of the federal government were usually left to the Ministers and federal Cabinet committees.

Although the Continuing Committee was afforded considerable status, its role in vocational rehabilitation policy making process also had its limitations. For example, the Continuing Committee's ability to influence the policy making process was limited by: a) the Committee's restricted mandate to provide policy advice rather than structuring the policy making process; b) the bureaucracy's inclination to sustain its own self-interests; and c) the internal conflict between the federal and provincial bureaucracies and between the Continuing Committee and the Coordinators/Directors.

First of all, given that it received its policy assignments from the Deputy Ministers, the Continuing Committee was placed in a reactive, as opposed to a proactive, policy making posture. Therefore, this advisory mandate placed the Continuing Committee in a weak position vis-a-vis the Provincial Coordinators/Directors. Unlike,

the federal-provincial program specialists, the Continuing Committee's inter-governmental specialists did not operate programs nor control expenditures. Since the Continuing Committee depended on the political support for their mandate, its role in vocational rehabilitation policy making could change rapidly with new issues and circumstances and was much more tenuous than the vocational rehabilitation program specialists.

Secondly, the Continuing Committee's ability to forecast and conduct its options analysis was restricted by the bureaucracy's inclination to sustain its own self-interests. Consistent with what Downs' (1967) postulates, every bureaucrat is "significantly motivated by his[/her] own self interest even when acting in a purely official capacity" (p.2). These officials will therefore tend to distort the information passed upward in the bureaucracy to exaggerate the favorable and minimize the unfavorable information (Downs, 1967). For example, the Working Group's options analysis process did not include the option of terminating the VRDP Agreement in favour of expanding the cost-shared provisions of the CAP Plan. Since the inception of the VRDP Act, a great many bureaucratic positions have been created at the federal and provincial levels to manage vocational rehabilitation programs and expenditures and negotiate VRDP Agreements. Therefore, since these bureaucracies were reluctant to recommend a course of action which would ultimately result in the elimination a number of

bureaucratic positions at a variety of levels, the option of repealing the VRDP Act was not incorporated into the analysis. However, the self interests of the bureaucracy were balanced by their assessment of the political implications of such an option. According to a number of officials, the VRDP terminating option would have been viewed by service providers and disabled advocacy organizations as withdrawing services from disabled persons.

Finally, the Continuing Committee's ability to influence the policy making process was also limited by the internal conflict between the Continuing Committee and the Coordinators/Directors. When the Deputy Ministers decided to bypass normal VRDP channels and assign the review of VRDP issues to the Continuing Committee rather than the Provincial Coordinators/Directors of VR Services, conflict was created between these two bureaucratic constituencies. During my interviews with a number of Provincial Coordinators/Directors of VR Services, they reiterated that the Provincial Coordinators did not believe the vehicle for vocational rehabilitation policy making should be the Continuing Committee. Therefore, while the Continuing Committee assignment was underway, VR Coordinators/Directors were trying to access the policy making process and through established VRDP channels-- coordination with the federal CAP Directorate. The bureaucratic conflict that existed between the Continuing Committee and the Provincial Coordinators/Directors seriously limited the Working Group's

ability to define the VRDP issues and conduct its forecasting and options analysis activities. For example, given that Manitoba's VR Coordinator did not support the Working Group's assignment, it was extremely difficult to access relevant program data and information. Therefore, like some of his provincial colleagues (e.g., British Columbia), he resisted the Working Group's attempts to engage his program in the process of defining the VRDP issues, forecasting, or conducting the analysis of the options for resolution. On the other hand, other Provincial Coordinators/Directors (e.g., from Alberta and Ontario) chose to actively participate in both the Continuing Committee and the Working Group meetings.

3:2:4:2 Analysis of Value Conflict and Resolution Factor

Again, given that vocational rehabilitation policy making is premised on federal-provincial Agreements, an analysis of the value conflict-resolution factor of social policy analysis must consider the conflict inherent in these federal-provincial relations.

As described in the literature and supported by the practicum experience, the provinces' revenue-responsibility mismatch has been the underlying, fundamental catalyst in the tensions between Canada's orders of governments (Mendelson, 1986, September; Ryant, 1984; Simeon, 1979, Tudiver, 1987; Woolstencroft, 1982). Given that the Working

Group process occurred at a time when the cost-sharing provisions and administration of the VRDP Agreement had been unilaterally changed by the federal government, the inherent conflict between the federal and provincial governments intensified. Throughout the entire Working Group experience, the federal and provincial officials were continually challenging each other's explicit and implicit personal, professional, and jurisdictional perspectives. The conflict between the federal and provincial officials related to the explicit provincial desire to expand the parameters of VRDP cost-sharing and to the implicit federal attempts to restrict them. This implied federal stance was challenged by the vocal provincial representatives (e.g., Ontario and Nova Scotia) who assumed a federal hidden agenda on the VRDP policy making process.

Throughout the entire Working Group process, the provinces were placed in a weaker brokerage position by virtue of the federal government's superior spending power vis-a-vis the provinces' revenue-responsibility mismatch. Therefore, the provincial representative engaged in a process of bargaining and advocacy by exercising their diplomatic and inter-personal skills to influence the policy making process. In addition, some provinces quickly formed inter-provincial alliances to present a united front in the federal-provincial negotiation process. By the conclusion of the Continuing Committee meeting, a number of coalitions became apparent. For example, both federal officials and

the provincial co-chair (from British Columbia) formed a strong and vocal coalition; and were supported by the formal Continuing Committee officials from Alberta and New Brunswick. This particular federal-provincial coalition was contrary to the traditional stance taken by British Columbia and Alberta in the federal-provincial arena. According to a number of officials interviewed at the conclusion of the practicum, British Columbia, Alberta and Quebec usually assume the role of "fed-bashers" with respect to VRDP negotiations. However, given that British Columbia's Minister had just signed (and Alberta was in the process of signing) the 1981-83 VRDP Agreement, the resulting collegial federal-provincial mood may have permeated into the Working Group policy making process. An equally assertive coalition of inter-provincial officials was informally established and consisted of the Continuing Committee officials from Nova Scotia, Ontario, Saskatchewan, and Manitoba and the VR Coordinator from Alberta. All of these provincial officials were the active Working Group members responsible for preparing the Working Group issue papers and report. The Continuing Committee officials from Newfoundland, North West Territories and Prince Edward Island maintained independent positions within the group dynamics.

These coalitions could reflect the prominence of vocational rehabilitation policy issues and programs within the various jurisdictions. For example, according to inter-provincial officials, the latter three provinces had very

small vocational rehabilitation target populations and, hence, miniscule vocational rehabilitation programs and expenditures. Similarly, as was confirmed by the Acting Director of the Research and Planning Branch, Ontario and Alberta were traditionally the "power brokers" on the Continuing Committee by virtue of their constitutional position and rich economic base. On the other hand, given the Manitoba and Nova Scotia rely quite heavily on these cost-shared arrangements to generate new program initiatives, these inter-governmental officials are implicitly encouraged to maintain good federal-provincial relations. So as not to jeopardize these cost-shared arrangements, the officials from Manitoba and Nova Scotia were careful not to overtly challenge the federal position. At the same time, these officials worked diligently to align themselves with their constitutionally stronger provincial colleagues.

The officials involved the Working Group process had different professional and political orientations and analytic stances. For example, almost all of the Continuing Committee officials were inter-governmental specialists. On the other hand, the Provincial Coordinators/Directors were program specialists in the vocational rehabilitation field. Traditionally, the focus of the former is to promote orderly collegial relations between Canada's two orders of government, while the latter's role is to enhance vocational rehabilitation service delivery in their province

(Woolstencroft, 1982). However, according to a number of Provincial VR Coordinators, "the primary function of an inter-governmental specialist is to subordinate the narrow and well focused program interests of a program specialist to the comprehensive policy objectives and jurisdictional goals of cabinet" (Woolstencroft, 1982, p. 15). Based on my observations, Ontario was the only province which appeared to demonstrate a collaborative effort between its Continuing Committee official (inter-governmental specialist) and Provincial VR Coordinator (program specialist). Both of these individuals were very active participants in the Working Group's policy making process. On the other hand, Manitoba's Continuing Committee official and VR Coordinator maintained very little contact or collaboration. Given the VR Coordinator's adamant opposition to the role of the Continuing Committee in the VRDP renegotiation process, the VR Coordinator did not independently collaborate with the Acting Director. At the same time, given the Acting Director's limited knowledge of vocational rehabilitation programs and policies, she was initially quite dependent on the Department's program officials to ensure the proposed policy issues adequately reflected Manitoba's vocational rehabilitation position. This assessment is based on first-hand observations of the Acting Director's metamorphosis that occurred throughout the course of the Working Group's assignment. For example, the Acting Director initially relied quite heavily on my direct vocational rehabilitation

knowledge and experience which she verified with departmental program officials. However, as her knowledge and comfort level with vocational rehabilitation issues increased, there was a corresponding decrease in the participation requested of either myself or vocational rehabilitation program staff. In fact, by the end of the practicum experience, the Acting Director began to act more independently. However, by virtue of my role as practicum student, I was able to retain a certain level of cursory input into the policy making process; not so for the program officials.

As discussed in the previous analysis of the Working Group's policy making process, the different implicit and explicit federal-provincial and bureaucratic value stances and the relative power of their proponents, had a decisive impact on the Working Group's analytic activities; particularly the issue filtration, issue definition, and setting of objectives and priorities phases. A consensual position was very difficult to achieve. Consistent with its mandate, the resulting Continuing Committee report incorporated all conflicting jurisdictional positions through the technique of "creative packaging"; including the federal thematic approach and the provincial issue-specific approach to presenting the issues.

3:2:4:3 Analysis of the Analytic Rationality Factor

In order to employ the appropriate method of analytic rationality to assess the practicum learning experience, the scale of the policy problem in question was determined using Carley's (1980) categories of social policy analysis: issue specific, program, multi-program and strategic.

The general analytic activities of this practicum experience involved either specific issue analysis and/or program analysis. For example, the Ministerial briefing note on Manitoba's mental retardation population involved issue specific analysis, whereas the two reviews/critiques related to mental retardation services and the Ministerial briefing note on the deaf-blind task force report were examples of program analysis. Consistent with issue specific and program analysis, concentration was on evaluating the programmatic and allocative efficiency of the issue/program in question. For example, rational analytic techniques were employed whereby a systematic and orderly approach was utilized in preparing and organizing the two Ministerial briefing notes. Relevant target group and program-specific information was obtained using available data. It was then analyzed and incorporated into a presentation of service options to the Department's decision-making authority.

Unlike the general analytic activities involved in the practicum experience, the Working Group exercise involved

multi-program analysis in that it involved decision-making concerning resource allocations among competing components in the vocational rehabilitation service/program/funding continuum. For example, it involved analyzing potential resource allocations: a) between services for alcohol/drug dependent persons and persons with mental health disabilities; b) between direct vocational rehabilitation service and early intervention and promotion or research activities; and c) between existing programs and new initiatives. On a more macro level, it involved the competition between the provinces for federal transfer payments and between the provincial and federal governments for distributional equity. Consequently, for multi-program analysis, the ideal rational analysis techniques cannot be expected to approximate social reality as the political and value aspects of the analysis take precedence. The appropriate rational techniques to employ, therefore, would have been to consciously attempt to link the rational and political elements of policy analysis, and concentrate on "outlining broad alternatives and elucidating the value choices and the value sets [of the various actors involved]" (Carley, 1980, p. 30).

My continual frustration throughout the Working Group process can be partially attributed to a failure to ensure my analytic techniques corresponded to the scale of the policy problem. I continually tried to employ various concrete rational techniques consistent with issue specific

or single program analysis; not multi-program analysis. Furthermore, when one considers VRDP in its fiscal context with other federal-provincial cost-shared programs, the scale of the policy problem increases. In fact, vocational rehabilitation policy making requires strategic analysis. It requires complex policy decisions concerning resource allocations: a) between VRDP and CAP (vocational rehabilitation vs. social assistance and social service programs); or b) between VRDP and EPF (vocational rehabilitation vs. post-secondary education and health services).

As Carley (1980) indicates, it is therefore inappropriate to use concrete rational techniques for these types of multi-program or strategic analysis because the issues are complex and interrelated. Also, these types of analyses require prolonged lead time. Furthermore, there is a large degree of uncertainty and limited control of possible alternatives, and a wide range of possible alternatives. Finally, the intangible political considerations for multi-program and strategic analysis are paramount. Given the scale of the problem and the significance of federal-provincial conflict and bureaucratic maintenance at both levels, analysis should have been limited to identifying broad policy alternatives and the value choices of the federal and provincial officials from their jurisdictional perspectives. In other words, the analysis should have made explicit the value "sets" or

stances of the various officials (both bureaucratic and jurisdictional). For example, the analysis should have made explicit, the implied values of the federal and provincial decision-makers, particularly concerning the goal of enhancing federal-provincial relations, limiting spending, and rationalizing national service delivery. The analysis also could have explicitly highlighted the underlying values of the relevant citizen preference studies (e.g., The United Nation's Decade of the Disabled Persons Report, 1982) and the "expert" and professional opinions (e.g., the Murphy and Junk, 1981, and the Provincial Coordinators/Directors of VR Services, 1984, September reports). At the same time, the analysis should have been confined to providing the vocational rehabilitation decision-makers with the broad options such as: 1) expanding the provisions of the current Agreement, 2) maintaining current VRDP cost-sharing provisions, or 3) terminating VRDP altogether and/or incorporating it into other (perhaps more relevant programs such as the CAP or the National Training Act).

Without being cognizant of this analytic framework at the time of the practicum experience, I was unable to identify the source of my continual frustration with the Working Group process. However, in conducting the analysis of the practicum experience it became evident that this frustration was a consequence of the inappropriate and incompatible analytic techniques employed by provincial

participants and those officials supporting the federal perspective. In preparing the VRDP Working Group report, the majority of the participants (myself included) were approaching this assignment from a program analysis perspective. Therefore, they were focusing on the problems in the design of vocational rehabilitation programming rather than on: a) the resource allocations between completing programs within the vocational rehabilitation service system (indicative of multi-program analysis); or b) the broader fiscal resource allocations between VRDP and other cost-shared programs (indicative of strategic analysis). At the same time, these provincial participants presented their program analysis in an issue specific format. Those participants sharing the federal perspective were adopting a more strategic analytic approach. They were attempting to analyze the appropriateness and implications of "recutting" the shrinking fiscal pie in favor of VRDP cost-shared programs at the expense of other priorities. However, in attempting to recommend options for resolution, they chose not to identify the range of options summarized previously. Rather, consistent with multi-program analysis, they chose to restrict their analysis to identifying broad policy alternatives such as expanding VRDP cost-sharing to: a) services that have direct impact on the individual; and/or b) prevention and promotion services; and/or c) research; and/or d) administration issues. No one seemed

prepared to make explicit the option of maintaining the status quo or terminating VRDP cost-sharing altogether.

These inappropriate and incompatible rational analytic techniques for the scale of the policy problem being studied would account for why the Continuing Committee exercise was unable to address any party's needs. I found myself wanting to employ rational techniques when they were not called for and then trying to advocate for employing strategic techniques when no one was listening. Perhaps, if I had the benefit of this framework for conducting and evaluating social policy analysis, I would have been in a better position to advocate or employ the more appropriate means of analysis. At the same time, given my deminished role as a student, it is unlikely that I would have been able to influence the process to any great extent.

CHAPTER 4. PRINCIPLES FOR SOCIAL POLICY ANALYSIS AND THE ROLE OF THE SOCIAL WORK ANALYST IN THE FEDERAL-PROVINCIAL CONTEXT

This chapter is intended to extract from the experience and analysis of the practicum a number of guidelines and principles respecting social policy analysis in a federal-provincial context. These recommendations embody what was learned in the course of the practicum experience and its potential relevance to social work practice. The principles are set out in this chapter relate to: a) the technical knowledge required to conduct social policy analysis; b) the contextual knowledge required to conduct social policy analysis; and c) the practical skills required of the social policy analyst.

4.1 Technical Knowledge Required to Conduct Social Policy Analysis

The principles concerning the technical knowledge required to conduct social policy analysis reflect having a good grasp of the technical skills of planning and analysis. The analyst should have a good theoretical grounding in the various models of social policy analysis, planning and decision-making as s/he will be called upon to use a wide range of analytic techniques. At one point, the analyst may be engaged in target group scanning assessments which involve an analysis of specific population demographics and exclude the need for an analysis of the value conflict/resolution and/or bureaucratic maintenance factors

At the other extreme, the analyst could be engaged in complicated strategic analysis to reconcile the bureaucratic and value conflict/resolution factors with the more rational aspects of policy making.

The social policy analyst must also understand the distinction between "ideal" type, prescriptive, and descriptive models of social policy analysis and avoid confusing them. The analyst should be able to distinguish between conducting analysis of and for policy making. Similarly, the analyst should be aware of the type of analysis being called for and ensure the implementation of the appropriate corresponding analytic techniques. Of particular importance for the social work analyst is to recognize the profession's inherent drive to conduct policy or process advocacy. During the course of highlighting the social service aspects of a particular policy or course of action, the social work analyst may find him/herself assuming an adversarial, entrenched and conflicting stance which may undermine the resolution process if left unchecked or unevaluated.

Similarly, the analyst must recognize the scale of the social problem and apply the appropriate analytic techniques. When conducting issue-specific analysis, it may be appropriate to apply more rational analytic techniques to approximate reality and enable the decision-makers to easily consume the analysis- provided it is first "screened" by the decision-makers' value judgements. However, when conducting

strategic analysis, rational analytic techniques give way to an emphasis on exploring the value judgements of the various policy making participants and illuminating broad policy choices. It is important therefore for the analyst to recognize what type of analysis is required. When conducting analysis in the federal-provincial arena, the analyst should recognize that, almost without exception, all analysis will involve large scale policy decisions and/or large resource allocations between competing programs/program areas/provinces/orders of government. Therefore, attempting to employ rational analytic techniques in this forum will only frustrate the analyst and decision-makers alike if these rational techniques are not balanced with the value criteria and bureaucratic maintenance factors.

Finally, in terms of technical knowledge, the analyst should have a good grasp of the theoretical approaches concerning governmental planning and decision-making. The analyst should be able to assess governmental decision-making processes and understand the relationship between a government's service departments and its central planning committees (Cabinet, Treasury Board, Social Resources Committee of Cabinet and so on). This would also mean that the social policy analyst involved at the federal-provincial level should be knowledgeable of the different federal and provincial planning and decision-making structures and processes. It is particularly relevant for the analyst involved in federal-provincial policy making to have a

strong theoretical grounding in the historical relations between Canada's two orders of government.

4:2 Contextual Knowledge Required to Conduct Social Policy Analysis

The principles concerning the contextual knowledge required to conduct social policy analysis relate to the ability to understand the environment in which social policy analysis occurs. It is within this environmental context that the technical skills of planning and analysis are implemented. Although not to negate the importance of the technical knowledge required to conduct social policy analysis, it is often the absence of this contextual knowledge which creates problems for the analyst and seriously limits the social policy making process. The social policy analyst must, therefore, be aware of the bureaucratic maintenance and value conflict/resolution factors involved in the policy making process.

Since social policy analysis lives and breathes in a political environment (both at the government and bureaucratic levels), the social policy analyst must have a high degree of political sensitivity and understanding. The analyst should have a strong theoretical grounding in the nature of government and bureaucratic politics and the distinction between the two. The analyst must understand the legislative mandate of governments to establish the direction of social policy making. At the same time, the

analyst must recognize that the resulting policy is eventually shaped within the bureaucracy and social service organizations by the various policy interpretations and the length of time often necessary to implement policies. Since policies are often written in very broad terms, the manner in which the policies are actually translated into practice may vary according to the different interpretations of the policy's intent held by those responsible for policy implementation. For example, a policy to "implement a comprehensive vocational rehabilitation program" could be interpreted by the bureaucracy and/or social service organizations to include: a) only those activities which result in competitive remunerative employment in the labour market; b) those activities which would also include sheltered employment; c) those activities which would also include provision of complementary health, social, residential and financial services to assist the client pursue a vocational endeavor; and so on. Furthermore, the actual time frame for policy implementation may exceed a government's term in office. Therefore, governments may become frustrated in their attempts to institute new policy directions through a bureaucracy whose longevity has exceeded many other such attempts in the past.

The social policy analyst must, therefore, recognize that social policy analysis takes place in the political arena and must incorporate divergent and conflicting values and opinions. It is important to realize that social policy

administration is not characterized by impartiality nor policy formulation necessarily by partisanship. One cannot administer a program without developing some keen loyalties to it. Nor is it likely that Ministers will develop policies without an "objective" appraisal of their political goals and their inherent implications. As was witnessed in this practicum experience and supported by the literature review and the formal interview process, political and bureaucratic officials in general have "a complex set of goals including power, income, prestige, security, convenience, loyalty..., pride in excellent work, and a desire to serve the public interest...[However,] regardless of the particular goals involved, every official is significantly motivated by his own self-interest even when acting in a purely official capacity" (Downs, 1967, p. 2).

Therefore, the various actors in the policy making apparatus will have diverse interests they wish pursued and translated into policy; and thus have different, and often divergent, policy preferences on the same issue. On the assumption that no group, including government, can claim a monopoly on wisdom, the social policy analyst should understand that public policy must emerge as a result of the process of reconciliation of divergent values and goals and the competing groups identified with them. These competing groups may include the Cabinet, the Minister, other political parties, the bureaucracy, social service organizations and agencies, advocacy groups, the public, and

the mass media. When involved with the federal-provincial policy making apparatus, this competition increases to include the federal government, and other provincial legislatures and service systems. The final shape of a policy depends on the relative power of the groups and the cogency of their different arguments (Bowers & Ochs, 1971; Bruger, 1967; Gamson, 1968; Marris & Rein, 1973; Ryant, 1984). Hence there is general consensus in the literature on Canadian public administration and social policy making confirming the view that policy outcomes are not determined by the rational choice from among all policy alternatives to which motives and intentions of a unitary action (e.g., Cabinet) can be attached. The social policy analyst must recognize that social policy making is a process of coercion/conflict/bargaining/compromise/persuasion/acquiescence/agreement; a result of the interchange among power brokers.

The analyst must also recognize that social policy analysis often occurs within complicated bureaucratic hierarchies. The analyst must understand these hierarchies and the role and relationship among the various components. The analyst should be aware of the manner in which their government plans and structures itself to do so. The analyst should be aware of the departmental planning processes and how these relate to the government's central planning committees (Treasury Board, Social Resources Committee of Cabinet and so on). The analyst should

understand the organizational structure of the department and the manner in which the various hierarchical components interact, both internally and with other departments.

The social policy analyst must also be knowledgeable of the political, bureaucratic and personal pressures faced by the deputy minister and his/her position at the departmental, inter-departmental and federal-provincial levels. Failure to understand the internal bureaucratic politics will not only limit the consumption of the analyst's work but may also amount to career suicide. For example, the analyst involved in VRDP policy making should not advocate for the termination of VRDP cost-shared agreements since Manitoba's service systems and revenues are so closely tied to this form of federal transfer payment.

The analyst must recognize that the deputy minister, like all civil servants, is traditionally expected to remain anonymous; in constitutional terms only the minister is responsible for policy making. However, the deputy minister's participation in the policy making process makes this difficult; especially when required to advise his/her Minister on the likely public acceptability of policies, to explain (or defend) policies before the public, and to educate public opinion for acceptance of new policies. Similarly, the increasing demands for public consultation and participation in the policy making process have further broadened and publicized the deputy minister's (and hence the senior bureaucrat's and inter-governmental specialist's)

responsibility and accountability. At the same time, the analyst should realize that the incentives and pressures on elected politicians and senior bureaucrats are quite different and will inevitably lead to internal tensions in any policy making system. The social policy analyst must be aware that there is always a certain amount of competition for power between bureaucrats and their Minister. While no bureaucrat denies for a moment the Minister's ultimate right to make the final decisions, and while very few will subvert a Cabinet policy once it is laid down, there is a great deal of debate about policies before Cabinet makes its final determinations. Although not always to some Ministers' satisfaction, some of this debate takes place across the bureaucratic political interface.

Finally, in conducting social policy analysis at the federal-provincial level, the social policy analyst should have a good understanding of the fiscal principles underlying the relations between Canada's two orders of government. The analyst must recognize that the federal government's superior spending power places the provinces in a weak bargaining position which can be further exacerbated by their relative positions in Confederation. For example, Quebec and Ontario enjoy historically strong positions in Confederation compared to the poorer Atlantic and Maritime provinces. Therefore, the analyst must recognize and understand the various stances of the federal and provincial governments and incorporate these into the analysis. The

analyst should understand the negotiating positions of the federal government vis-a-vis the provinces. During the policy analysis process, the analyst must be able to assess whether the positions of various policy participants are traditional and/or related to the service-specific issues at the time. The social policy analyst working in Manitoba must understand why an economically "poor" province such as Manitoba relies so heavily on federal-provincial cost-shared programs and federal transfer payments to support its social service system. The analyst must further recognize the tenuous brokerage position in which Manitoba finds itself with respect to federal-provincial policy making.

4.3 Practical Skills for the Social Policy Analyst

The skills required by a social policy analyst involve a demonstrated ability to incorporate the technical and contextual knowledge to conduct analysis with the necessary interpersonal skills required to function in the role of social policy analyst. For example, an analyst is expected to: locate pertinent information and data; incorporate the appropriate analytical techniques to define the policy issue or problem in question; present the options for resolution and the relative advantages and disadvantages of each option; and present the analysis in the proper format for the decision-making process. Similarly, the social policy analyst is expected: to be prompt and well organized; to

adapt to changing circumstances; to possess excellent interpersonal communication, diplomacy, and negotiation skills; and to function independently and as a member of a team. At the same time, not only must the analyst be able to use his/her technical analytic skills, but he/she must be able to use his/her knowledge and interpersonal skills to: incorporate the divergent and conflicting values and opinions in the policy making process; access and work within complicated bureaucratic hierarchies; present analysis which is applicable to the political, economic and social policy making environment; and minimize the marginality of the analyst's position.

To function effectively in the role, the social policy analyst must, first and foremost, be explicit and self critical about the model or theoretical framework used to conduct social policy analysis. While attempting to maintain the element of analytic rationality or impartiality, the social work analyst must be aware of his/her own personal, professional and political "bent" or frame of reference. The social work analyst must therefore recognize how this bent will "color" the analysis. The analytic frame of reference used to define a problem will certainly influence the proposed and recommended solutions to the problems. Also, in forecasting, the social work analyst may highlight the social aspects as opposed to the political or economic ones. A useful technique to ensure a

more balanced perspective is to approach the analysis using a diametrically opposed view point.

During the process of locating pertinent information and data, the social policy analyst will have to access a number of sources; including but not restricted to: internal and external studies and reports, local, provincial or national service organizations and data sources, bureaucratic officials, social service organizations, the media and so on. While recognizing that social policy analysis often precludes utilizing in depth, validated data collection techniques, the analyst must be able to locate pertinent information and data and generate reasonable predictions or solutions consistent with social, political and economic reality. The analyst must be able to rely on partial information available at the time of analysis rather than complete empirical information available after the time frame for decision-making. Recognizing that the analyst does not deliver client-centered programs and services, yet must rely on program specific data, the social policy analyst must be able to establish the constructive dialogue necessary to engage the data and information sources in the data collection process. An analyst's interpersonal skills and political sensitivity and understanding are particularly important here. Similarly, the analyst's knowledge of the policy issue in question and the past, present and proposed responses to the issue can facilitate the data and information collection process.

Once the relevant data and information are collected the analyst must be able to incorporate the appropriate analytic techniques to define the policy issue or problem in question. The analyst must recognize the scale of the social problem and apply the appropriate analytic techniques. At the same time, the social work analyst must demonstrate an ability to incorporate the divergent and conflicting values and opinions in the policy analysis process. It is important that the analyst assist in identifying and making explicit the political, bureaucratic, professional, jurisdictional, and personal value judgements and interests of the various policy making participants and affected parties to the policy decision. Above all, the analyst should be aware of his/her "own political and ideological biases and the preconceptions, assumptions and sheer wishful thinking which influence his[/her] view of the way things are and might be" (Hogwood and Gunn, 1984, p. 63). The analyst must be able to establish constructive dialogue with the senior bureaucratic officials, program officials, service providers and consumer groups who will ultimately be responsible for interpreting and implementing the results of the analyst's work. Failure to do so will undermine both the issue definition and policy implementation processes. Consistent with the ability to be self examining and self critical, the social work analyst must also be aware of the analytic models or sets of assumptions of the other policy making participants. Since

different participants have different frames of reference which are implicit or ambiguous, there will be problems of interpretation, problem definition, and options analysis. The social work analyst must therefore be able to make explicit those values and perceptions which are shared, incompatible and/or not mutually contradictory. The most effective way to make this component explicit is to identify the relevant interest groups (government, bureaucratic, social services, clientele, public, etc) and to consider their interest in the issue. The broadest possible view of these stakeholders should be taken and their definitions of the issue in question should be assessed. Once identified, the social work analyst may therefore have the delicate task of questioning and possibly challenging the assumptions and implicit models underlying the stakeholder's definition of the issue and acceptable options for resolution. For example, this may mean challenging the assumptions of bureaucratic officials and/or Deputy Ministers who are entrenched in past practice and internal politics. This is particularly difficult when the system is unaware of existing vocational rehabilitation service practice or new directions which have been implemented in other jurisdictions with some degree of success. Again, an analyst's interpersonal skills and political sensitivity and understanding are particularly important here.

Once the data, information and value stances have been incorporated into a clear succinct definition of the policy

issue, the analyst must present the options for resolution and the relative advantages and disadvantages of each option. There are usually an array of options available including: funding (e.g., block, grant, purchase of services, matching, etc.); direct service provision; provision of support services (e.g., training, consultation, research, data, networking); legislation/regulation/policy creation or change; and raising the public profile of an issue (e.g., through public consultation, establishment of a Task Force, etc.). It is important for the analyst to consider the full range of options available and not to consistently confine his/her analysis to one or two of these options. At the same time, the social policy analyst must recognize that the political and bureaucratic environment of social policy makers will place constraints on rational analytic techniques by restricting the options identified to resolve a policy issue. This policy making environment will also result in a differential, weighting of the costs and benefits associated with the identified options for resolution. It is particularly important for the analyst to consider these bureaucratic maintenance problems during the options analysis and policy implementation/monitoring/control phases of the analytic process. The analyst must consider how these bureaucratic maintenance factors may limit the range of options to be considered and may place constraints on the proposed measures for issue resolution.

Once the analytic process is complete, the social policy analyst must be able to present analysis which is politically practical and consumable by the decision-makers and program administrators alike. In presenting his/her analysis, the analyst must demonstrate an ability to write reports and correspondence according to established formats. The analysis must be succinct, relevant and timely in adhering to deadlines. If the policy analyst wishes his/her policy advice to be "consumed" the analyst must give careful consideration to the language and reference points utilized in presenting the analysis. For example, the analyst should avoid using negative or accusatory language (e.g., "problems with service delivery") but rather incorporate neutral terminology presented in a positive fashion (e.g., "making efforts to improve services"). Also, the analyst should ensure significant reference points are incorporated into presentation of the analysis. For example, the report should make reference to previous Cabinet submissions and decisions and significant internal and external studies and reports, and ensure that the political and financial implications of action and non action are clearly identified.

For the social policy analyst to be effective, he/she must have access to and be able to work within complicated bureaucratic hierarchies. This is particularly relevant when the analyst enters into the arena of federal-provincial policy making. It is imperative for the social work analyst

interested in catalyzing change in the field of vocational rehabilitation to have access to the bureaucratic and political federal-provincial structures in which this change will ultimately occur. It is equally as important for the analyst to attend crucial meetings related to proposed policy changes, to make recommendations at the appropriate bureaucratic level at which the implementation will ultimately take place, and to hopefully foster cooperation among the various interested officials. Given this access, the analyst must recognize that bureaucratic officials directly responsible for program delivery will tend to be more rational and client-orientated in their approach to problem definition, analysis, and solution identification. On the other hand, inter-governmental specialists responsible for the federal-provincial social policy making process will tend to operate from a "generalist" perspective and focus on the economic and political aspects of the problem or issue. The role of the social policy analyst is to "marry" these two analytic perspectives in an effort to promote understanding, consensus, and better policy making responsive to the need to enhance federal and provincial relations and to promote better service delivery. Therefore, the social work analyst must be able to demonstrate the ability to consult with other divisional staff, external agencies, other departments and divisions, inter-provincial colleagues and federal collaterals. Similarly, the analyst involved in inter-governmental policy

making must be able to conduct and participate in inter-provincial and federal-provincial meetings and negotiations. The skills required to function in this capacity include excellent interpersonal communication, diplomacy, negotiation and bargaining skills, an ability to "hear" the explicit and implicit value stances, and political sensitivity and understanding.

Finally, the social work analyst must be able to minimize the marginality of the analyst position; particularly for the analyst who is involved in vocational rehabilitation policy making at the senior hierarchical level as opposed to the program-specific level. This is recognized in the literature concerning the role of the inter-governmental specialist vis-a-vis the program specialist (Simeon, 1979; Woolstencroft, 1982). Given that the inter-governmental analysts' role is mandated by their political and bureaucratic masters (deputy ministers and ministers), the relative power and influence of these policy analysts is subject to the "winds of political change" which shift rapidly with new issues and circumstances. This is not to say that this tenuous position cannot be counter-balanced by an analyst's knowledge, skill, exemplary interpersonal skills and access to the decision-making apparatus. However, for the vocational rehabilitation policy making process, the inter-governmental social policy analyst is placed in a much more tenuous position than the vocational rehabilitation program officials since he/she does not

deliver concrete programs and services nor allocate expenditures. Therefore, because of the relatively weak advisory mandate of the federal-provincial policy analyst, program officials- with their historically strong independence and program specific federal-provincial relations and collaboration- are still able to ignore and resist the interventions of the social policy analyst. Similarly, given Manitoba's reliance on federal transfer payments and cost-shared programs, the strength of the program officials who manage and operate these programs appears secure. Therefore, the social policy analyst is often faced with reconciling the political direction to develop policies with the bureaucracy's perception of intrusion into programmatic affairs. The analyst must, therefore, be able to complement analytic knowledge and skills with exemplary interpersonal, diplomatic, and negotiation skills, political sensitivity and a propensity for confident risk-taking. The analyst must be able to function independently and as part of a team and to brief others on major areas of technical work. Furthermore, the analyst must be able to be firm, accept responsibility, be able to justify opinions and function in and adapt to a rapidly changing environment.

4.4 Conclusion

Extracted from the experience and analysis of the practicum are a number of principles. The first set of

principles relates to the technical and contextual knowledge required to conduct social policy analysis. This involves having a good grasp of social policy analysis, planning and decision-making models, and an ability to understand the environment in which social policy analysis occurs. The social work analyst must be aware that there is no "right" way of conducting analysis and that the promotion of the public good is often measured against dollars and cents, ministerial electoral cycles and personal political and bureaucratic aspirations. The social work analyst who naively believes that public good will prevail will be quickly disillusioned. Similarly, the social policy analyst who lacks a high degree of political sensitivity will not last long in his/her role; especially at the federal-provincial level.

The final set of principles relate to the practical skills required by the social work analyst. Not only must the analyst be able to use his/her technical analytic skills, but he/she must be able to use his/her knowledge and interpersonal skills to incorporate the divergent and conflicting values and opinions in the policy making process, to access and work within complicated bureaucratic hierarchies, to present analysis which is applicable to the political, economic and social policy making environment, and to minimize the marginality of the analyst's position. Given the social worker's orientation to collaboration and consensus-building and professional skills in group work,

conflict-resolution and advocacy, the relevance of social work intervention in social policy analysis is evident; particularly in the federal-provincial arena where conflict seems to be the modus operandi.

CHAPTER 5. EVALUATION OF PRACTICUM LEARNING PROCESS

This practicum involved working in the role of social policy analyst within the provincial government department responsible for vocational rehabilitation services - Manitoba Community Services. The focus of my involvement was to participate in a number of general analytic activities relating to vocational rehabilitation policies and practices. At the same time, the majority of my work was dedicated to participating in a Working Group of government officials in the preparation of a detailed report for Federal, Provincial and Territorial Deputy Ministers of Social Services concerning vocational rehabilitation practices and legislative issues.

The expected educational benefits of the practicum were two-fold. The first was to develop and enhance the capacity to work in the role of social policy analyst with a provincial government department. I was therefore expected to develop knowledge of the legislative and bureaucratic structures and processes, particularly federal-provincial, which shape social service policy development. Similarly, I was expected to develop an appreciation of the political and economic influences on social policy as it relates to vocational rehabilitation legislation and services to persons with disabilities. Skill development was expected to reflect a demonstrated ability to do the work of a social policy analyst. For example, an analyst is expected to locate pertinent information and data, to incorporate

appropriate analytical techniques for the policy issue or problem in question, to present the options for resolution and the relative advantages and disadvantages of each option, and to present the analysis in the proper format for the decision-making process. Similarly, the social policy analyst is expected to be prompt and well organized, to adapt to changing circumstances, to possess excellent interpersonal communication, diplomacy, and negotiating skills, and to function independently and as a member of a team.

The second expected educational benefit was to extrapolate from the actual practicum experience and from a review of relevant literature a series of principles pertinent to federal-provincial social policy analysis. It was hoped that the knowledge and skills developed through the practicum would enable me to become a more effective social policy analyst and to understand the constraints and complexities involved in policy making, particularly in relation to services for persons with disabilities in Manitoba.

5:1 Evaluation Methodology

This practicum was to be evaluated with respect to three criteria: the duration of the practicum placement, demonstrated knowledge of the problem area and interventive techniques, and demonstrated skill in intervening in this

problem area. I was therefore expected to a) complete the mandatory 500 hours of practicum placement as specified by the University of Manitoba for successful completion of the MSW requirements, b) demonstrate knowledge in the area of the vocational rehabilitation and social policy analysis, and c) demonstrate skill in acting in the role of social policy analyst.

My knowledge of social policy analysis and demonstrated ability to function in the role of social policy analyst were to be evaluated through: a) a written mid-term and final evaluation by the former Practicum Advisor, team leader, Acting Director, and the student using a "check list" of expected areas of knowledge and skill development designed for the practicum; b) a written three page, three part "Performance Review" designed for Research and Planning staff for the purpose of conducting annual employee performance appraisals; c) analysis of daily logs completed by the student; d) biweekly supervisory sessions with the former Practicum Advisor; and e) regular supervisory sessions with the team leader and Acting Director of the Research and Planning Branch. Copies of the first two evaluation instruments are included in Appendix A.

As part of the practicum's "Statement of Intent" a checklist of expected areas of knowledge and skill development was developed. My intention was to use this checklist to conduct a written, narrative mid-term and final evaluation of my progress. In addition to conducting the

required self evaluation, I requested that the former Practicum Advisor, team leader and Acting Director complete this check list for the mid-term and final evaluations. Unfortunately, no written mid term or final evaluation was prepared by the former Practicum Advisor. Also, neither the team leader nor Acting Director completed the requested mid-term evaluation. However, the Acting Director did complete a final evaluation, albeit utilizing the Branch's "Performance Review" form rather than the format designed by the student.

This "Performance Review" involved a three page, three part written evaluation of the Research and Planning Branch staff's ability to function in the role of social policy analyst. The first part of the evaluation involved a five point rating scale applied to fourteen "general characteristics" expected of a policy analyst, including: having a sense of realistic policy development, creativity, promptness, organization, accepting responsibility, priority setting, communication, team work and so on (refer to Appendix A for details). In reviewing each of the fourteen characteristics, a score from one to five was applied. A rating of three indicated satisfactory performance at the expected level. A rating of five indicated performance far above what could be reasonably expected, whereas a rating of one indicated unsatisfactory performance. The second part of the performance review was narrative in nature and is designed to provide a statement of the employee's objectives

for the forthcoming year. The third part of the performance review enabled both a narrative comment and a quantitative rating of overall performance according to the aforementioned scoring procedures. In order to ensure consistency and enhance the evaluation process, I also conducted a self-evaluation using this evaluative technique.

In addition to these two methods, I also assumed the responsibility for conducting a self-evaluation by keeping a daily log. The purpose of the daily log was to accurately record the day's activities, my impressions and assessment of the day's proceedings, an assessment of my performance, my learning progress, and my goals for further knowledge and skill development. A copy of each day's log was given to the former Practicum Advisor as data for conducting the bi-weekly supervision, and the mid-term and final evaluations. In order to maximize these supervisory sessions, I usually prepared an agenda of issues to be discussed with the practicum advisor. Similarly, although not structured to the same degree, I actively demonstrated accountability to the team leader and Acting Director in relation to all of the work conducted for the Department. I ensured they were briefed and copied on all of the work produced and meetings conducted throughout the course of the practicum and consistently sought out their evaluation of my performance.

5:2 Results of Evaluation

This section of the report will provide a summation of the results of the various practicum evaluation techniques with respect to the three evaluation criteria: the duration of the practicum placement, demonstrated knowledge of the problem area and interventive techniques, and demonstrated skill in intervening in this problem area.

5:2:1 The Duration of the Practicum

This practicum placement involved a total of 507 1/4 hours commencing September 4, 1984 and ending March 1, 1985. It involved at least three eight hour working days per week (usually a Monday, Tuesday and Friday) for a 23 week period. The duration of this practicum placement conforms with MSW requirements which specify that successful graduates must complete a minimum of 500 hours in a practicum setting.

5:2:2 Knowledge of Problem Area and Interventive Technique

As part of the educational benefits of the practicum, I was expected to demonstrate knowledge in the area of vocational rehabilitation and social policy analysis in a federal-provincial context. Using the "Checklist of

Expected Educational Benefits" evaluation methodology, I was able to assess my knowledge development. Generally, although able to very effectively enhance my practical social work expertise in the area of vocational rehabilitation, I had some difficulty developing a sophisticated sense of social policy analysis.

As demonstrated in the work prepared during the course of the practicum (both the general Branch and Working Group analytic activities), I was able to demonstrate a very good understanding of vocational rehabilitation service delivery at the provincial government and external agency level. This knowledge of the structures and practices of Manitoba's vocational rehabilitation service system was greatly enhanced during the process of preparing this practicum report. My prior experience as a vocational rehabilitation counsellor catalyzed my ability to supplement this practice-specific knowledge and obtain an understanding of vocational rehabilitation service delivery from a social policy perspective. For example, although I was aware of the overall structure of Manitoba's vocational rehabilitation service system, by the completion of the practicum I had developed an understanding of the manner in which these service components related to each other from both a service and social policy perspective. And, by the time I completed this practicum report, I had an appreciation of how the historical development of Manitoba's vocational

rehabilitation service system was predicated on the VRDP and CAP cost-shared federal-provincial Agreements.

Furthermore, I have been able to effectively enhance my understanding of the theoretical, ideological, and legislative factors that influence the vocational rehabilitation service system. In particular, whereas I originally attributed the limitations of Manitoba's vocational rehabilitation service system to poor planning and/or a lack of commitment, the practicum experience gave me an appreciation for the federal-provincial fiscal instruments that form the basis of vocational rehabilitation service delivery in Canada - namely the VRDP and CAP Acts. I now understand that given its economic base, Manitoba's vocational rehabilitation service system is predicated on these Acts and that only those services eligible for the cost-shared recoveries are included in the vocational rehabilitation service continuum. Therefore, for Manitoba to respond to the new directions in vocational rehabilitation, the Department had chosen to focus on the federal-provincial negotiation process of the cost-sharing provisions of the VRDP Act, and subsequent Agreements.

Similarly, my practice-specific knowledge of the cost-shared provisions and administration of the VRDP Agreement underwent a metamorphosis. For example, I learned that some of the problems with interpretation and administration were unique to how Manitoba defined and operated its service system, and not to problems with the Agreement per se. At

the same time, I developed an understanding of the other provincial vocational rehabilitation systems and learned that no two provinces offer the same range of vocational rehabilitation services nor structure their service systems in a similar fashion.

Finally, by the completion of the practicum, I was able to place vocational rehabilitation service issues in the context of the prevalent political and economic issues of the time (e.g., fiscal restraint and deficient management, Native tripartite negotiations, regional development, and so on). This was a rude awakening (yet valuable learning experience) for this apolitical social work practitioner.

Unlike the knowledge building process concerning the vocational rehabilitation service system, the process of enhancing my technical and contextual knowledge of social policy analysis, and the policy making environment in which it occurs, was much more challenging and possibly less productive. Since I was expected to develop knowledge of the legislative and bureaucratic structures and processes (particularly federal-provincial) which shape social service policy development, I attempted to obtain a good theoretical grounding in the various models of planning and decision-making. Through the process of an extensive literature review, I attempted to quickly grasp the essence of legislative and bureaucratic planning structures and decision-making processes. I also gave particular attention

to studying the political, economic, and social factors which shape Canadian policy making. And, finally, I spent a considerable amount of energy researching federal-provincial relations and their impact on social policy making, particularly as it relates to vocational rehabilitation services.

As highlighted in my daily logs, I was continually overwhelmed by the wealth of new information I was required to assimilate. By the completion of the practicum experience, I was just beginning to incorporate some of this information and had a rudimentary awareness of how Manitoba's government plans and structures itself to do so. Similarly, I was beginning to understand the impact of federal-provincial legislative and bureaucratic structures and decision-making processes on vocational rehabilitation service delivery. Unfortunately, although acting in the role of social policy analyst, I did not have a good theoretical grounding in the various models of social policy making and analysis nor the factors which impact the policy making processes. Although I devoted a great deal of energy reviewing the wealth of literature concerning legislative and bureaucratic politics and its impact on policy making, I lacked a context in which to place this knowledge. Unfortunately, at the time, I was not aware of the need to define social policy analysis and to choose an analytic framework in which to place this wealth of information. It is the absence of this analytic framework which

significantly detracted from my learning at the time of the practicum. Consequently, I was left knowledgeable but unsure what my knowledge signified.

According to the Acting Director's evaluation of my knowledge acquisition, I needed to focus more attention on developing a broader understanding of social policy analysis. In addition, I had difficulty linking my theoretical and practical knowledge and skill and expressing and justifying my opinions based on integrated evidence in a logical manner. Furthermore, I vacillated between conducting process advocacy and policy advocacy; between wanting to make the process more rational and attempting to advocate for expanded VRDP cost-sharing provisions. At the same time, most of my analytic work actually involved providing information for policy making; or the collection and analysis of data for the purpose of facilitating the policy decision-making process or of advising the minister on implications of alternative policies. During the course of the practicum experience, I failed to understand the distinction between ideal, descriptive and prescriptive analysis. However, during the course of preparing this practicum report, I now have a better understanding of the different types of analysis. I now understand that by organizing my practicum experience on how vocational rehabilitation policies were made, that I would develop an appreciation for the complexity and constraints on

prescribing how vocational rehabilitation policies should be made.

Fortunately, I was able to enhance my understanding of social policy making during the course of preparing this practicum report. Specifically, I was able to choose a theoretical framework to conduct social policy analysis which, I believe, greatly enhanced my understanding and analysis of the practicum experience. It is likely that the analysis conducted for the practicum would have been enhanced ten-fold if I had employed this analytic framework. Nevertheless, through the process of completing this practicum report, I have significantly improved my knowledge of social policy analysis as an interventive technique. I now recognize the distinction between policy making, policy analysis, decision-making and policy implementation. I now understand how governments develop policy and the factors inherent in the policy making environment. In particular, I now understand how Manitoba Community Services structured itself to develop policies and deliver vocational rehabilitation services, and the impact of legislative, bureaucratic and federal-provincial politics and economics on the policy outcome and implementation process. Similarly, I learned how policy shapes programs and, hence, practice. And finally, I developed some level of appreciation for federal-provincial relations and how its structures and processes influence vocational rehabilitation practice in Manitoba and across Canada. It is hoped that

during the course of presenting this practicum report that I have been able to demonstrate the extent of my knowledge acquisition.

5:2:3 Demonstrated Ability to Act in the Role Of Social Policy Analyst

The third expected educational benefit of this practicum was to demonstrate an ability to function in the role of social policy analyst. To measure my ability to do so, I employed a more rigorous evaluation technique. The following discussion therefore constitutes the findings of the evaluations conducted by the former practicum advisor, Research and Planning staff (in particular the Acting Director) and myself. It should be reiterated that the only written evaluations were conducted by the Acting Director and myself using the "Performance Review". In addition, I again employed the "Checklist of Expected Educational Benefits" to measure my skill development.

Overall, along with my self evaluation; the results of the Director's evaluation indicate that I was able to achieve a slightly "above satisfactory" performance in the role of social policy analyst. Using the Performance Review rating scale of 1 to 5, I was able to demonstrate satisfactory skill performance (score of "3") in the following areas: promptness (meeting deadlines, dealing with issues and problems, attending meetings and appointments); organization; priority setting; communication

(both verbal and in written); working independently and as part of a team; and firmness (being "tough" when required, "standing up to disagreement", and so on). I was able to demonstrate a slightly above satisfactory rating (score of 3.5) for my ability to identify and develop realistic policies and to develop creative and innovative ideas. Finally, I was able to demonstrate above satisfactory performance (score of 4) in the following areas: accepting responsibility for assignments and being accountable; viewing change "as a positive opportunity to improve operations" rather than resisting it and/or viewing it negatively; adapting rapidly to a changing environment; planning effectively with a goal-oriented focus, accepting planning, policy and political direction; and looking for ways to develop my skills on an ongoing basis.

During the course of my self evaluation, I also used the "Checklist of Expected Educational Benefits" to once again effectively demonstrate decisive skill development as a social policy analyst. Although requiring a certain degree of initial assistance locating pertinent information and data, I was quickly able to access, plan, and coordinate information and data retrieval quite effectively. In fact, by using my social work "systems" orientation, I was usually able to effectively identify the various policy stakeholders; particularly the service and client interest groups. Furthermore, my knowledge of the vocational rehabilitation service system greatly enhanced the data and

information collection process. For example, my previous social service contacts actually facilitated more relevant data-collection techniques for the deaf-blind Ministerial briefing note and for the Working Group costing exercise. Since I was often able to expedite and validate the data collection process, I was able to consistently conform to the short time frames usually characteristic of the social policy formulation process.

Although I initially required a fair amount of direction and guidance in preparing reports, senior government correspondence and cabinet submissions, I quickly assimilated the various formats and consumption requirements. By the conclusion of the practicum, my analytic work underwent less editorial change. At the same time, I continually struggled with the differing writing styles of direct social work practice settings, academia and bureaucracies. I had difficulty carrying out my analysis in a manner which would take into account the political nature of the policy process, the subjectivity of the analysis, and the need to concern myself with the consumption as well as the production of the policy advice (Hogwood and Gunn, 1984). I continually struggled with incorporating the complexity of the various policy issues in a concise format consistent with the consumption requirements of the provincial bureaucracies and decision-making structures. I consistently erred on the side of providing too much information and analysis.

Similarly, I was unable to consider the scale of the social policy problem with respect to the Working Group exercise and apply the appropriate analytic techniques. I continually vacillated between wanting to conduct program or strategic analysis. For example, like most vocational rehabilitation program officials and Working Group members, I tried to approach the Working Group assignment in term of allocative efficiency of vocational rehabilitation programs (program analysis). I initially failed to consider that the federal and provincial governments were approaching the assignment from a strategic analysis perspective and analyzing whether they wanted to spend more on vocational rehabilitation programs vis-a-vis other cost-shared programs (such as CAP). Is it any wonder that I was so frustrated throughout the process; wanting to exclusively employ rational analytic techniques when they alone were not appropriate?

It was not until the January, 1985 federal-provincial Continuing Committee meeting that I realized that the Working Group's report and analytic approach was incorrect. At this point, I realized that the analytical focus should have been on providing the Deputy Ministers with a report that presented the broad VRDP policy options and elucidated the value stances of the provincial and federal participants (at a bureaucratic and political level). Without being consciously aware of the Carley (1980) framework at the time, I was still able to identify the source of the Working

Group's problem in generating its analysis. Perhaps if I had this background information at the time, I could have advocated more strongly for the correct analytic approach. At the same time, given my limited credibility (as a social worker and a student social policy analyst), it is unlikely that I would have been able to influence the process to any great extent.

Although I had difficulty presenting analysis which was politically sensitive, practical and consumable by the decision-makers, I nevertheless was able to effectively incorporate the divergent and conflicting values and opinions in the policy analysis process; both the explicit and implicit values and opinions. Again, given my social work systems theory practice orientation, I was able to appropriately seek out and incorporate the values and opinions of the Department's program officials, external agencies, other departmental officials, inter-provincial colleagues and federal collaterals. At the same time, the process of understanding the different values and opinions required a good deal of time, consultation and analysis. Whereas I originally believed that the policy participants had similar beliefs as to what constituted the public good, comprehensive vocational rehabilitation and the role of the disabled consumer, I soon learned that the values and opinions were as varied as the participants themselves. I also gained an appreciation of how the different federal and provincial perspectives and economics affected the

relationships between the bureaucracies of various governments.

Given my evolving ability to understand and incorporate the different values and opinions, I enhanced by ability to both conduct social policy analysis and participate in the policy making environment. My ability to make explicit the underlying political, bureaucratic and personal value judgements and interests of the various policy making participants underwent the most significant metamorphosis. For a social work practitioner who naively ignored the political aspect of service delivery, I quickly recognized that to do so in social policy analysis would amount to career suicide. Furthermore, by the completion of the practicum, I was able to independently conduct and participate in inter-provincial and inter-departmental meetings and negotiations; possibly beyond the level of expertise one might expect of a student social policy analyst. For example, I was given the opportunity to independently organize and participate in the the initial provincial strategy meeting concerning the VRDP Agreement renegotiation process.

Finally, I was able to minimize the marginality of the analyst's position given my ability to establish constructive dialogue with senior bureaucratic officials, program officials, and service providers. Capitalizing on my direct vocational rehabilitation social work experience, I was able to establish myself as a credible and

knowledgeable participant in the policy making process both at the inter-governmental (policy making) and program specialist (policy implementation) levels. I was able to complement my social work collaboration and consensus building skills with my interpersonal and confident risk-taking abilities. For example, the analyst must be able to function independently and as part of a team and to brief others on major areas of technical work. Furthermore, the analyst must be able to be firm, accept responsibility, be able to justify opinions, and function in and adapt to a rapidly changing environment. In particular, the analyst will need to utilize these skills if he/she wishes to advocate for a certain policy or policy making process.

In the future, to truly maximize my role as social policy analyst, I would have to enhance my ability to link the theoretical and practical social policy knowledge, to ensure the use of an analytic frame of reference, and to ensure the appropriate analytic techniques were incorporated for the scale of the policy issues being studied. Furthermore, according to the former practicum advisor, I would need to relinquish my aggressive advocacy stance and develop my diplomatic and negotiating skills and political sensitivity and understanding. Finally, according to the Branch's Acting Director, I would need to broaden my understanding of social policy and program issues beyond those directly related to vocational rehabilitation services for disabled persons.

5:3 Value of Practicum Experience

The practicum experience at the Research and Planning Branch of Manitoba Community Services provided an excellent opportunity and vantage point for developing the knowledge and skills necessary to function in the role of social policy analyst. Placement at the Research and Planning Branch enabled this social work student to have access to the policy making environment at a senior provincial bureaucratic level. Similarly, placement at the Research and Planning Branch also provided access to the often closed world of federal-provincial relations as it relates to vocational rehabilitation services for disabled persons. It is unlikely that I would have had an opportunity to engage in the process of federal-provincial negotiations and discussions concerning the VRDP Act and Agreement if the practicum had been situated within a specific division or program within the Department of Community Services. Similarly, by virtue of my involvement with the Research and Planning Branch, I had access to a wealth of professional perspectives including political science, economics, law, social policy development and business administration. Placement within the Research and Planning Branch provided an excellent vantage point to develop an understanding of the legislative and bureaucratic politics and provided access to the "power brokers" at the Branch, and the

departmental, inter-provincial and federal-provincial levels.

Although decisively enhancing my knowledge and skill development, placement at the Research and Planning Branch also had its down side. Given my limited political understanding or sensitivity, I was often left feeling like a "fish out of water" particularly during my brief two week period of orientation. I was continually overwhelmed by the magnitude of the political, economic and bureaucratic issues that I had to quickly absorb. Placement at the Research and Planning Branch required the quick assimilation of a wealth of theoretical orientations concerning models of social policy analysis, planning, and decision-making and the factors which impact the process. In the absence of knowledge and experience concerning social policy analysis, I convinced myself that I had to adapt to the political science and economics frameworks of analysis rather than rely on my own social work analytical frame of reference - systems theory. At the time, I did not realize that systems theory is a central framework of policy science.

In addition to being challenged by my limited social policy knowledge and experience, I also had to contend with the small "p" politics of the Branch; both internal and external. For example, I felt continually challenged by the limited credibility of the social work profession and direct social service issues in the policy making environment. I was left feeling that direct service issues were often

considered secondary to the prominent political and economic issues of the time. I continually had difficulty determining who my client was; the Branch, the department, the provincial, Manitoba's vocational rehabilitation services system, vocational rehabilitation clientele and so on. Even among my MSW direct service peers, placement at the Research and Planning Branch was afforded limited credibility or understanding. I was continually placed in the position of justifying the validity and relevance of this placement to social work practice as a whole.

Furthermore, given that other programs within the department considered the Research and Planning Branch to be elitist and the "watch dog" for the Deputy Minister, my role and status as analyst was often held suspect and devalued. This was further exacerbated by my position as student. As mentioned previously, placement at the Branch adversely affected the quality of the analytical work produced. As an analyst, I had to rely on data and information generated from program staff who did not value this intrusion into their programmatic affairs.

Similarly, my ability to adapt to change was stretched to the limit given the rather tenuous political position of the Research and Planning Branch as a whole. The relative power and influence of this Branch was subject to the "winds of political change", and I was continually faced with adapting to changing Branch personnel, direction and priorities as senior government officials changed. For

example, my specific analytical tasks related to the Working Group assignment were initially given relatively high priority within the Branch's work assignments since the Department appeared to want to improve its federal-provincial profile. However, as time progressed, my work took a "back seat" to the financial issues closer to home - the 1985-86 budget process. I was therefore placed in the position of acting in the Acting Director's capacity and assuming the lead in the Working Group exercise. This kind of role might not have otherwise been afforded a student. Nevertheless, although I often felt like a "fish out of water", my knowledge of vocational rehabilitation practices and processes and confident risk-taking abilities were the "currency" upon which, I believe, I was able to establish myself as a credible Working Group participant.

Overall my learning and skill development was hampered by my inexperience in social policy making, my political naivety and my lack of familiarity with an analytic framework for social policy analysis. In developing the practicum placement, the roles of the Research and Planning Branch staff, the former Practicum Advisor and myself were not clearly defined. In fact, it was not until approximately five weeks before my specific analytic tasks were specifically defined to focus on the Working Group exercise. In addition, my specific learning goals were unclear. This lack of clarity is a reflection of the perpetual difficulty in defining the role of the social

policy analyst given that social policy analysis and the people involved are multi-faceted and changing. (In fact, it is only now, after having worked in the role for just over three years, that I have been able to offer a reasonable description of the role of the social policy analyst with some level of confidence.)

Similarly, my learning was hampered by the absence of a clear definition of social policy analysis and the selection of an analytical framework. It is the absence of this analytic framework which significantly limited my learning and left me knowledgeable and skillful but unsure of what my knowledge or skills signified. The practicum would have gone more smoothly if I had possessed the technical and contextual knowledge of social policy making prior to acting in the role of social policy analyst. Furthermore, during the course of the practicum, insufficient attention was given to analyzing the process of social policy analysis. Rather, I concentrated my energies on the analytic tasks at hand. I found myself put in the position of placing all my energies on conducting the analysis for social policy rather than on the analysis of social policy. It was not until the preparation of this report that I was able to step back and evaluate what I learned.

If I had the opportunity to repeat this practicum experience I would ensure that the learning goals and objectives were more focused and specific. I would also adopt more rigorous evaluation techniques; perhaps with a

pre- and post-test measure of my knowledge and skill acquisition. Perhaps a method could be devised to specifically measure the value of the social work intervention in the policy analysis process. I would also ensure that an analytic framework was incorporated from the onset on any further social policy experience. At the same time, I would remember not to underestimate my social work knowledge and experience in analyzing social problems, either at a micro or macro level. I would remember that social policy making occurs, first and foremost, among people. I would therefore not underestimate the importance of interpersonal, diplomatic and negotiation skills in the social policy making process. I would realize that the social worker in the role of social policy analyst has a very significant role to play in creating effective linkages between the inter-governmental (policy making) specialists and program (policy implementing) specialists. It is hoped that during the course of presenting the principles of social policy analysis that the significance of the role of social work in the policy making process was evident.

Given the issues involved in social policy analysis as reflected in the body of the report and in the principles established to conduct social policy analysis, an important question remains. Does social policy analysis appear to be a useful activity in which to engage? The response partly depends on the knowledge and skills of the social policy analyst. The role demands having a good grasp of the

technical and contextual knowledge of social policy analysis, planning, and decision-making and an ability to understand the environment in which social policy analysis occurs. Like any credible social worker, the social policy analyst must be able to be explicit and self-critical about the model or theoretical framework used to conduct social policy analysis, to be aware of and incorporate other analytic models, values and assumptions of the various policy participants or stakeholders, and to recognize the marginality of the analyst's position, particularly in the federal-provincial arena. Therefore, not only must the analyst be able to use his/her technical analytic skills, but he/she must be able to use his/her knowledge and interpersonal skills to incorporate the divergent and conflicting values and opinions in the policy making process, to access and work within complicated bureaucratic hierarchies, to present analysis which is applicable to the political, economic and social policy making environment, and to minimize the marginality of the analyst's position.

Given this body of skills, as well as theoretical knowledge relevant to social policy analysis, there is considerable potential in the policy analyst role. The potential is there to provide a more rational enlightened intervention in the process of vocational rehabilitation policy making. There is potential to facilitate and engage both inter-governmental and program specialists in a process of defining vocational rehabilitation service needs and

problems and developing solutions to them. There is potential to facilitate the definition of vocational rehabilitation problems in such a way as to affect change where even the exact nature of the problem is initially ambiguous. These aspects of the social policy process are clearly relevant to social work practitioners at all levels in the social service delivery system and may in fact promote more effective policy making. Although sometimes difficult to understand the labyrinth of factors involved in the federal-provincial social policy making environment, it remains the fundamental reality of the social service system in which we work. "If we are to have a significant impact upon that environment we must do our best to understand it" (Mendelson, 1986, September, p. 6).

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APPENDIX A**COPIES OF PRACTICUM
EVALUATION INSTRUMENTS**

1. Proposed Practicum Criteria for Evaluation
2. Manitoba Community Services, Research and
Planning
Performance Review
3. Personal Interview Survey on Federal-
Provincial Relations and its impact on VRDP
Legislation and Programs

APPENDIX A**PROPOSED PRACTICUM CRITERIA FOR EVALUATION**

This practicum experience will be evaluated with respect to the following:

1. Knowledge:

- demonstrated ability to link theoretical and practical knowledge in most situations
- demonstrated ability to express and justify opinions based on integrated evidence in a logical manner
- demonstrated ability to assess when information can be used for policy improvement
- expected areas in which knowledge is to be developed include:
 - (i) legislative structures and processes
 - (ii) federal-provincial structures and processes
 - (iii) bureaucratic structures and processes
 - (iv) political influences on policy administration
 - (v) economic influences on policy administration

2. Skill Development:

- demonstrated ability to locate pertinent information and data
- demonstrated ability to plan and coordinate information and data effectively
- demonstrated ability to write reports, etc. as required
- demonstrated ability to meet deadlines
- demonstrated ability to brief others on major areas of technical work
- demonstrated ability to consult appropriately with other departmental line staff
- demonstrated ability to consult appropriately with planning branches of other department
- demonstrated ability to conduct appropriate inter-provincial and federal-provincial activities

3. Value of Intervention:

- represented in the work produced
- demonstration of the contribution of social work expertise to policy development

MANITOBA COMMUNITY SERVICES

RESEARCH AND PLANNING

PERFORMANCE REVIEW

1. This review has three parts:

Part 1: General Characteristics

Part 2: A statement of objectives for forthcoming year

Part 3: Overall Assessment

2. The purpose of the performance review is to assist in improving your contribution to the public service. It is a mechanism to ensure clear communication on expectations, areas of excellence and areas where improved performance should be sought.
3. The performance review in its first draft will be discussed and revised by consensus of both parties. When agreement is reached, it should be jointly signed and dated. Copies of the review are to be held by the Director, assessor, incumbent and the Personnel Branch.

MANITOBA COMMUNITY SERVICES

RESEARCH AND PLANNING

PERFORMANCE REVIEW

PLANNING AND PROGRAM ANALYST

Performance Review of: (name) _____

(position) _____

Performance Review of: (name) _____

(position) _____

Date of Initial Discussion: _____

Date of Final Agreement: _____

PART 1: GENERAL CHARACTERISTICS

In this part, general characteristics are reviewed. Performance level for each is judged on a scale from 1 to 5. A rating of 3 indicates satisfactory performance at the expected level. A rating of 1 indicates unsatisfactory performance. A 5 rating indicates performance far above what could reasonably be expected. It is reasonable to expect that almost all ratings will be in the range of 2, 3 or 4.

1. Policy

Does the incumbent have a sense of what policy is? Are policies identified and developed? Are they realistic?

Rating: _____

2. Creativity

Are creative and innovative ideas developed?

Rating: _____

3. Promptness

Are issues and problems dealt with promptly? Are meetings and appointments on time? Are deadlines met?

Rating: _____

4. Organization

Is the incumbent well-organized?

Rating: _____

5. Accepts Personal Responsibility

Does the incumbent accept responsibility for his or her assignments? Does he or she adopt "blame" behaviour when things go wrong?

Rating: _____

6. Priority Setting

Are priorities effectively set by the incumbent or does he or she allow them to be imposed by others? Do priorities reflect the Branch's priorities?

Rating: _____

7. Communication

Does the incumbent accept communicate effectively both verbally and in writing?

Rating: _____

8. Attitude to Change

Is change sought and viewed as a positive opportunity to improve operations, or is it resisted and viewed negatively?

Rating: _____

9. Adaptability

Can the incumbent adapt rapidly to a changing environment?

Rating: _____

10. Team Work

Does the incumbent work effectively as part of a team?

Rating: _____

11. Firmness

Can the incumbent be "tough" when required? Can he or she stand up to disagreement? Does he or she tend to "pass the buck" for saying no to others?

Rating: _____

12. Planning

Does the incumbent plan a series of steps needed to accomplish goals, or does he or she tend to "ad hoc" each step without necessarily articulating goals?

Rating: _____

13. Accepts Direction

Can the incumbent accept planning, policy and political direction?

Rating: _____

14. Skill Development

Does the incumbent look for ways to develop his or her skills?

Rating: _____

PART 2: STATEMENT OF OBJECTIVES FOR FORTHCOMING YEAR

PART 3: OVERALL ASSESSMENT

Rating: _____

AGREEMENT

Statement of Assessor: The above is my best assessment of the performance of the incumbent.

(Signed) _____

(Date) _____

Statement of Incumbent: I believe this is an acceptable and fair assessment of my performance. I will attempt to meet the stated objectives in the forthcoming year.

(Signed) _____

(Date) _____

APPENDIX A

PERSONAL INTERVIEW SURVEY
FEDERAL-PROVINCIAL RELATIONS AND ITS IMPACT
ON VRDP LEGISLATION AND PROGRAMS

Date:

Meeting With:

1. Explain practicum work thus far and questions arising from such as follows:
2. How was the Continuing Committee developed?
3. How were officials selected for same?
4. Federal interpretation of role of Continuing Committee?
5. Provincial interpretation of role of Continuing Committee?
6. Your interpretation of role of Continuing Committee?
7. Connection between Continuing Committee work and bureaucracy (ie. Coordinators/Directors of Vocational Rehabilitation)?
8. Role of direct line expertise in assisting Deputies' decision-making process?
9. Role of data in assisting Deputies' decision-making process?
10. Role of Continuing Committee in Deputies decision-making process?

11. Role of federal-provincial relations (in general) in decision-making process?
12. Opinion: Has the recent change in government affected federal-provincial relations? If so, how?
13. Differences between federal and provincial bureaucratic politics?
14. Issues pertaining to VRDP legislation in general:
 - (a) priority of VRDP renegotiation process in current scheme of things?
 - (b) present and future status of the two last existing federal-provincial cost-sharing arrangements (VRDP and CAP)?
15. General comments on federal-provincial relations and VRDP process...?

APPENDIX A

SURVEY PARTICIPANTS

FROM MANITOBA:

- 1) Deputy Secretary for Federal-Provincial Relations,
Executive Council of Cabinet
- 2) Deputy Minister, Manitoba Community Services
- 3) Director, Research and Planning Branch, Manitoba
Community Services
- 4) Assistant Director, Research and Planning Branch,
Manitoba Community Services (and Manitoba's Continuing
Committee official)
- 5) Executive Director, (Vocational Rehabilitation) Program,
Community Social Services Division, Manitoba Community
Services

OTHER PROVINCIAL OFFICIALS FROM THE CONTINUING COMMITTEE OF
OFFICIALS REPORTING TO DEPUTY MINISTERS OF SOCIAL SERVICES:

- 1) Coordinator, Intergovernmental Policy, Policy and
Development Division, Ontario Ministry of Community and
Social Services
- 2) Director, Policy Planning and Research Division, Nova
Scotia Department of Social Services
- 3) Officer, Policy Planning and Research Division, Nova
Scotia Department of Social Services
- 4) Director, Federal/Provincial Arrangements Branch,
Saskatchewan Department of Social Services

NOTE: Attempts were unsuccessful in interviewing the
Director, Assistance and VR Services, CAP
Directorate, Health and Welfare Canada.