

THE UNIVERSITY OF MANITOBA  
SCHOOL OF SOCIAL WORK

A DESCRIPTIVE ANALYSIS OF CLIENT PARTICIPATION  
IN SELECTED PUBLIC AND PRIVATE SOCIAL WELFARE  
AGENCIES IN METROPOLITAN WINNIPEG

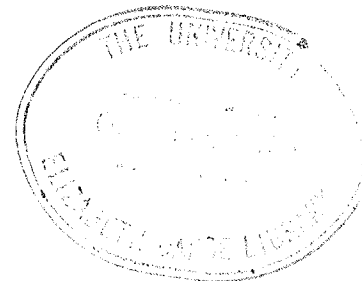
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## ABSTRACT

The extension of citizen participation to include social welfare clients has been a neglected but important area in social welfare. Social workers, administrators and clients are becoming aware of the need for greater client involvement in the decision-making processes of social agencies.

This research study set out to investigate this area, with particular reference to the level of client involvement. Six public and six private social welfare agencies in the Metropolitan area of Winnipeg were chosen as a basis for the study.

Given the recency of the concept in Manitoba, ten of the twelve agencies had some form of client participation and about one-third of these activities were related to policy and decision-making in the agencies studied.

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## CHAPTER I

### INTRODUCTION

Despite the increased attention given to citizen participation through a number of new social programs, the existing work in the field - theoretical and empirical - reflects a good many uncertainties about the phenomenon, the difficulty in coming to terms with its implications, and the absence of criteria by which to measure its effectiveness and overall worth.

Citizen participation is part of our democratic process, which views the citizen as the ultimate voice in community decision-making.

The need and right to participate is based according to Ross (1967;90) on the following assumptions:

1. man grows and fulfills himself as he participates in the regulation of his own life.
2. unless man so participates, he becomes entirely subject to the whim of forces which leave him socially and politically isolated and his life meaningless
3. without such participation, democracy has no life or vitality.

Traditionally, citizen participation in public affairs has been through voting in government elections. Leading citizens have been involved on boards and committees of welfare councils. Staff and lay members of agencies have been utilized in planning and co-ordinating roles.

Despite the fact that many citizens do participate in regulating events which affect them, many do not. This non-participation is of great concern and presents the main focus of this research study. Bell and Force<sup>2</sup> and Rainwater<sup>3</sup> have documented citizen non-participation which they have found to be particularly pre-eminent among the poor. Since the major thrust of the social welfare system is directed towards the poor, the concern becomes one of the participation of the poor in social welfare decisions and programs. In many respects

these programs are highly significant to the poor and yet the poor who use the services have little control over what programs and services are offered.

In the social Welfare Field there is a distinction, therefore, between citizen and user of service. It would seem that the citizen exercises influence whereas the user of the service does not. Social agencies have always had some citizen involvement as volunteers or board members but few if any have had client involvement. The user of the service or client has been looked upon as one who is not competent to indicate what services are needed. Arnstein speaks of this as the mental illness approach to the clientele. It equates personal failure as indicated by application for agency service with personal illness and incompetence. The relationship between agency and client is one of agency giving treatment to the client. This, in effect, is a one way street.

Recent stirrings in the social welfare field have indicated a changed perception of "client". Instead of equating failure with inadequacy, the field is beginning to recognize the pathology laden environment as a prime cause of failure. In some programs the client is being invited to participate in deciding what the best ways are of making the environment more benign as well as aiding his coping efforts. This new client-agency relationship frames the issue of client or consumer participation. To what extent does an agency's clientele affect the services which the agency offers? To what extent does the agency respond to suggestions or requests from its clientele?

To explore the above questions a group of six students undertook this diagnostic descriptive study of client participation in six private Metropolitan Winnipeg agencies. The study was based on theory emanating particularly from the War on Poverty literature and on organizational theory. Because of the recency of the phenomenon of client participation it was difficult to undertake more than a beginning study. Consequently, it was desirable to measure the extent of client participation in

Metropolitan Winnipeg now and to draw conclusions and implications from the findings.

## CHAPTER II

### THEORETICAL FORMULATIONS OF CITIZEN PARTICIPATION

#### A. Working Definition of Citizen Participation

In this chapter there is a review of the history and theory of the citizen participation concept. The material has been grouped into several areas, but before moving on a brief overview of how the areas interlock is given here for purposes of greater clarity. Citizen participation has been introduced as the involvement of clients and consumers of service in social welfare programs. An operational definition is fully explicated in the research design. The full significance of citizen participation in the Social Welfare field becomes most meaningful, when it is set into its historical context. For this reason the growth of the idea from Elizabethan times to the present has been traced. Special emphasis has been placed on the interaction of professionals and the poor (around which the issue revolves) and on recent attempts to augment citizen participation through War on Poverty programs. These programs have been analyzed in some detail because modern thinking about citizen participation springs from the War on Poverty. The final segment of this chapter, organizational theory, is necessary because participation involves organizational change. This, in many ways is again the interaction between the professional and the poor since the vast majority of professionals are found in organizations. Further, it is in the meeting between organization and poor that the welfare system and the community that supports it make contact with the problem of poverty.

The emergence of client participation as a controversial issue in the field of social welfare seems to stem from important evolutionary changes within the field itself. Wilensky and Lebeaux refer to the movement from residual to institutional services<sup>4</sup>. The residual services were intended to serve as initial aid in situations where the primary group was no longer able to provide for individual needs due to urbanization and



industrialization. The institutional services were organized with a view towards providing as guaranteed rights services that would aid people in dealing with the disruption of urban and industrial life.

At all times these services were planned and implemented within a society that had an underlying philosophy which believed in the individual having the ability to determine his own future. This philosophy permeated society but at the same time a humanitarian value arose to aid the individual who could not maximize his self-potential due to his own conditions or the nature of the society in which he lived.

Kahn refers to this stage of social welfare services as the "social security phase of the welfare state".<sup>5</sup> Citizen participation in the formulations and implementations of services was concentrated in the hands of the planners and powerholders. The consumer received services but had no direct control in the decision-making or policy formulations of these services that were so vital to his day to day life.

Form,<sup>6</sup> in his analysis of power situations, provides a framework for the type of citizens that held policy-making positions in social welfare. He relates that up until the Depression, a leader in society was considered to be so due to his own efforts. Leaders were found in the political, economic, and social spheres and contributed to the idea of philanthropy in social welfare that distributed a portion of industrial affluence to the "deserving poor". Enough was distributed to keep a person alive but not to the point that an individual would refrain from attempting independence.

With the Depression the leaders lost their prestige in view of the economic and social crises that followed. Organized interest groups arose but again the participants of these groups help power in proportions to the power they held in the political and economic spheres. It was at this time that public and private organizations arose to plan and implement social welfare services for individuals caught in the dilemma of a changing

society. Organized interest groups arose in other areas - government, business and labor, and with the crystalization of bureaucracies, power was retained by the managerial executives that staffed these organizations.

World War II saw an age of co-operations as these organizations worked together to maximize the "war effort". Form states that welfare was admitted into the "power club" at this time and representational power was provided for important segments of society.<sup>7</sup> Influential citizens from the community were placed on private boards and public advisory committees as a nation sought to maximize co-operation. Following the war an effort was made to return to the interest group patterns but Form suggests that some consolidations of power had occurred during the war. It was at this time that social scientists began to study the decision-making process rather than the alleged policy-makers as studies of organizations revealed that certain interpersonal relationships could block innovation within large-scale bureaucracy.

Form's final concept of power situations, developmental power, is considered to be a break from the traditional planning of social services in that the planning and execution of services is considered to be an ongoing, unified process between various organizations. The aim here is to provide maximum opportunity for individuals to achieve self-fulfillment - an opportunity that will allow for the restructuring of services geared to consumer needs but evolved through participation of consumers as constituents in the planning and execution of services.

Form suggest that this is a "political phase" where the democratic process is truly utilized to prepresent constituent's desires, needs and control. Kahn refers to this emerging phase as:

the social planning phase of the welfare state -  
in which human preferencéd end values, democratically determined, may guide allocations of consumption rights and other large areas of public policy.

Burke views citizen participation as being an accepted fact in our modern day society. The degree to which the individual will be allowed to participate is open to question for powerful

bureaucracies are introducing constraints while staff further individual participation. He believes that:

Planning agencies must be more precise about what they mean by citizen participation, how they intend to implement it, what agency resources will be used to organize and involve citizens, and what voice citizens will have in planning decisions.<sup>9</sup>

Immediately a dilemma arises in this type of social planning because it rests on the concept of client-consumer participation - the dilemma between participatory democracy and professional expertise.

Social welfare services and policies are intended to meet the needs and serve the interest of the individual citizens.<sup>10</sup> This implies the concept of consumer participation through the process of feedback and opinion in the decision-making process of these services but raises the need for a critical balance between participatory democracy and professional expertise.

In the current phase of social welfare there is a need to precisely define the nature and goals of citizen participation. Competence on the part of experts and participants must also be developed and an extension made of the process of participation. This extension cannot reach the point of impotence and a balance is required between participation and administration. Professionals must also accept responsibility for what they can change and must direct participants to the power holders that control situations the professionals cannot change. Only then can there be hope for resolving the dilemma presented by citizen participation.

#### B. The War on Poverty: The Participation Principle

The administrative and professional dilemmas which are inherent in the concept of creating a power base for the poor can be illustrated by events in the United States. An examination of the historical background and problems of the War on Poverty reveals the difficulties which arise when the poor are given various degrees of control over programs and funds. It vividly shows that the poor are dependent upon large bureaucracies for

their survival and face obstacles in creating a power base which will induce change. Dubey suggests that "whenever the poor press their demands...the community power structure withholds access to economic resources and brings coercive power to bear".<sup>11</sup>

The phrase "citizen participation" developed its new meaning following passage of the Economic Opportunity Act in 1964 when Community Action Programs were proposed as part of the War on Poverty. In order to qualify for federal grants, agencies or councils implementing the programs were required to include the "maximum feasible participation of the communities to be served". Why was there a need to include this phrase when the essence of political democracy is that participation of citizens is achieved through democratic election and the democratic political process? One reason is suggested in a recent book review of biographies of Al Smith, a candidate for the Presidency of the United States in 1928. The review considers his role in initiating social reforms and suggests that the end of patronage politics and the dependence of the urban poor on old-style machine politicians, though heralded at that time, created the foundations for today's "top-heavy impersonal welfare bureaucracy...(and) destroyed the city voter's personal access to government".<sup>12</sup> The demand for greater participation, the review states, is the direct result of the vacuum in personal government.

This view is supported by Rubin in her study of the origins of the current concern with the participation principle.<sup>13</sup> She believes that serious questioning of the whole welfare system, which appeared, to large and varied parts of the population, as one of "welfare colonialism" and paternalism which "enfeebled and sapped the strength of the poor" formed part of the background for the principle of maximum feasible citizen participation. Although there is much obscurity regarding who actually first formulated the phrase, Rubin believes that it was in the background thinking of the men who drafted the legislation, even though its revolutionary implications were likely unrecognized. The meaning of the clause, the concept of involvement of the

poor, the users of service and neighborhood self-help was not new in American life. There were self help programs in Chicago in the 1930's. Saul Alinsky in 1939 saw the potential in using the masses as a power base.

Following World War II community development projects abroad, foreign aid programs for the underdeveloped nations, as well as President Truman's Point Four program were seen by social scientists as attempts to encourage individual dignity and avoid paternalism. The Emerging nations of Africa were viewed by the American Negro as evidence of their potential ability to mobilize themselves and their community resources. This gave further impetus to the growing civil rights movement. The belief in collective action on the part of the non-elite and disadvantaged groups was an attempt to pursue the democratic rights which are at the heart of a pluralistic American society.

An early forerunner of the neighborhood self-help concept was the Ford Foundation "gray areas" project launched in New Haven in 1950. Rein believes that this notion of direct participation of local citizens and service users was further strengthened by the President's Committee on Juvenile Delinquency and Youth Crime in 1962.<sup>14</sup> The subsequent Mobilization for Youth and HARYOU (Harlem Youth) program were based on the theory that through training for participation, a community could upgrade itself.

That same year, in 1962, Michael Harrington's "The Other America" constituted an indictment of America as affluent society and pointed out the extent of poverty in the country. President Kennedy, Moynihan states, particularly encouraged the involvement of social scientists and academics in shaping government policy and was therefore persuaded to launch a "War on Poverty".<sup>15</sup> Shortly following the Kennedy assassination, in January of 1964 the new President, Lyndon Johnson passed the Economic Opportunity Act. The same year he enacted the Civil Rights Act. These two pieces of legislation shaped the controversy which surrounded the ambiguity of the term "maximum

feasible participation." The Birmingham bus boycott in 1956 had demonstrated the effectiveness of mass action on the part of the negro members of a community and the sixties saw the mounting rise of civil rights and black power movements. Since a large proportion of the poor were black, the opportunities provided by the War on Poverty became goals for black communities. These included institutional inadequacies not only in the welfare system but also in housing, legal and health services, the educational and employment systems. A comprehensive approach was envisioned, but there was more conflict than collaboration in the movement towards these goals.

The Community Action Programs which were instituted during 1964-65 developed what Kramer calls four "modes of participation" with four goals in mind.<sup>16</sup> These were 1) participation in policy-making by representatives of the poor 2) target area feedback and utilization of services 3) redistribution of power to affect changes in community policies and 4) job experience.

These four goals were interpreted in various ways by the 1000 communities where Community Action Programs were implemented. Aside from policy-making, activity included program development, social action and employment as part of CAP staff. The role of the poor was not clearly established. In many instances the poor were seen only as social service consumers, in other cases, as a target area political constituency or as staff aides. Where they were governing board members, questions developed regarding the matter of representation; who should speak for the poor. This issue was a central one. Some clarification came in 1966 when the Quie amendment required that one-third of the planning bodies be composed of persons served by the programs. This decision was also challenged. A tripartite coalition was not accepted in many communities where it was felt that CAP boards should be controlled by representatives of the poor who constituted a majority of the members.

Centralization or decentralization became another issue. Some problems could be resolved only through large scale and

long range planning. Others strove towards decentralization of power with planning, policy-making and administrative authority vested in the target area organization. Social action was viewed as community organization geared either for information and referral or as a means of acquiring political power for community development. In the area of job experience controversy developed as to whether a merit or reward (patronage) system should be used as a criteria for employment.

Perhaps the most striking example of the problems experienced by the CAP is found in Moynihan's account of what transpired in Syracuse, New York.<sup>17</sup> Following the enactment of the anti-poverty program, an organization originally established by the President's Committee on Juvenile Delinquency was transformed into the Syracuse Crusade for Opportunity. The city had 222,000 inhabitants of whom 16,000 were Negroes. The crusade began with a white majority on its boards. At the same time the Office of Economic Opportunity gave Syracuse University a grant to establish a Community Action Training Centre to experiment with new approaches to enable the poor to participate in programs such as the Crusade for Opportunity. As systematic agitation began among the Negro poor, demanding that Negroes take over the Crusade for Opportunity, established community leaders were alarmed. In early 1966 the white executive director was replaced by a militant Negro who had been associate director of the University's Community Action Training Centre. A year later, Negroes acquired a majority on the Board and a Negro Chairman was chosen. The Crusade for Opportunity "went black" and became more abrasive with training manuals suggesting the use of force. The local National Association for the Advancement of Colored People said the materials were "geared to rioting" and asked for the resignation of the new director. Militants packed the NAACP chapter to denounce its head. Turbulence mounted. To compound the problem, the Crusade could not show any results of their organization. Efforts to start job training programs came to naught. Politically a

Republican Mayor was re-elected supposedly because he was so strongly attacked by the various poverty groups. There was very little actual participation by the poor and those in control were secretive and jealous of their power. Finally, finances became a scandal. Of some eight million dollars expended by mid 1967, about seven million dollars had gone for salaries. In July, 1967 the Office of Economic Opportunity placed the Syracuse community action program in trusteeship.

Instances such as these greatly discredited the "War on Poverty" and captured more headlines than did the successful projects. An urban renewal project in New Orleans, Louisiana was extremely successful. Residents were organized in groups, worked closely with CAP staff, and asked for concrete help from the staff in order to learn how to operate the program.<sup>18</sup> The use of advisory groups in welfare agencies was encouraged after reports of the successful use of client groups at the Kingsbridge Welfare Centre of the New York Department of Welfare. They were seen as a means of improving communication between clients and the Welfare Department, interpreting the agencies service and learning which services needed improvement.<sup>19</sup> These efforts were outweighed by criticisms of the projects and the literature overwhelmingly points out the difficulties of implementing an anti-poverty program which began with such great promise.

Moynihan views the confusion in goals, the role of the poor, activities and issues somewhat differently than Kramer. He claims that the "War on Poverty" attempted to do four things which were essentially conflicting propositions. First of all, it attempted to organize the existing power structure as had the Ford Foundation programs; secondly it attempted to expand the power structure as in Cloward and Ohlin's delinquency program; thirdly it tried to confront the power structure as in the Industrial Areas Foundation program of Saul Alinsky and finally it attempted to assist the power structure as had the Peace Corps of Sargent Shriver. These diverse strategies, drawn from



a variety of experiences could not always be kept absolutely distinct; but Moynihan states that all concerned should have understood the distinctions when they had to make decisions about these matters.

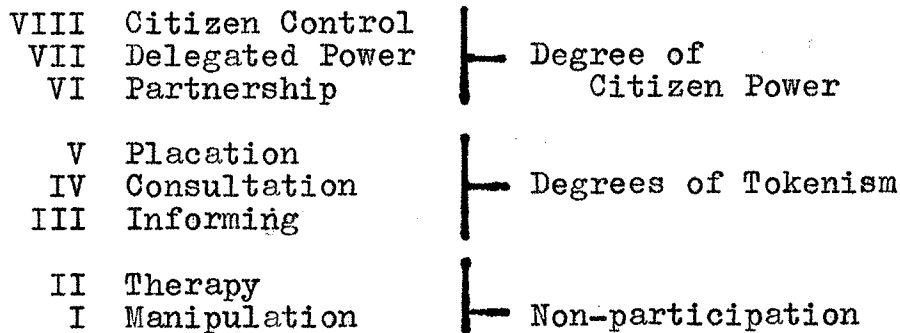
A further explanation for the social and political turmoil which resulted is Moynihan's contention that a very large segment of American society, including the mass of working class and lower middle class persons are anxious about change. Tactics of disruption are seen as further evidence of disintegration by this segment which is concerned about the loss of community stability. The desire for order and respectable behaviour is not the prerogative of the rich; it is shared by a large number of the poor. When it was followed by ferment on the college and university campus some commentators suggested that the wrath of Americans of the lower socio-economic status turned on student activists who wanted not only more access to greater opportunity and power, as did the black militants, but a basically different society.<sup>20</sup> Thus threats to the social order are resisted not only by the power structure of the elite but by a large segment of what President Nixon has termed the "silent majority", or middle America.

Yet, in spite of the difficulties, the temper of the times seems to favor the concept of citizen participation. A study conducted as early as 1962, when there was still relatively little literature on consumer participation showed that a sample of persons involved with welfare programs as agency administrators or university faculty exhibited a willingness to experiment with client participation in public assistance programs at the advisory level.<sup>21</sup> Thus the War on Poverty, with its inclusion of the "maximum feasible participation" principle, by operationalizing the "art of using government funds for ... controlled revolution"<sup>22</sup> and despite the fact that its battles were fought not only against poverty but between its generals, established a legislative mandate for participation of the poor in the conduct of affairs which affected them. As Leonard Cottrell pointed out,

"the seed has been planted and the idea will not die out".<sup>23</sup>

From a theoretical standpoint the War on Poverty did more than establish client participation in legal terms. Attempts to evaluate the effectiveness of the participation principle produced some instruments for measuring the degree of success achieved. One writer in particular, Arnstein, noted a series of levels or what she termed "a ladder" of participation. The ladder is the result of her analysis of participation attempts associated primarily with the Community Action programs.

THE ARNSTEIN TYPOLOGY



Arnstein describes the two lowest levels as non-participation, the purpose of which is to "educate" the participants rather than actually giving the participants a voice in decision - making. At the manipulation level citizens are placed on advisory boards merely to gain their support, although in reality they do not play a part in planning. At the therapy level the emphasis is on changing the participants rather than changing the causes of the problems effecting them.

The next three levels of participation are informing, consultation and placation, which Arnstein describes as degrees of tokenism. At these levels participants may have a greater voice, but they lack the power which ensures that this voice will be heeded. At the informing level information concerning rights, expectations and needs may go back and forth between those with power and those without. However, ~~often~~ the informing is done by those in power to the citizens. In this way the citizens have little chance to really influence program decisions.

Examples of informing in this way include the mass media, and pamphlets. Similarly consultation may lead to higher levels of participation by first finding out citizen opinion. However often after completing attitude surveys or holding public meetings no action is taken. At the level of placation some citizens may be selected to sit on boards of Community Action agencies, but they are in a minority to the power holders on the board. Therefore, the "have-nots" may have a voice, but whether their proposals are taken into account depends on the majority decision.

Arnstein lists the next three levels of citizen participation, partnership, delegated power, and citizen control, as degrees of citizen power. At the partnership level the citizens are in a bargaining position with the power holders. Power is redistributed between the two groups so that there is joint power, planning and decision-making.

Partnership can work most effectively when there is an organized power-base in the community to which the citizen leaders are accountable; when the citizens group has the financial resources to pay its leaders reasonable honoraria for their time-consuming efforts; and when the group has the resources to hire (and fire) its own technicians, lawyers and community organizers.<sup>24</sup>

The level of delegated power is similar to the partnership level of citizen participation. However, at the delegated power level, after negotiations between the two groups, the citizen group may achieve veto rights if differences cannot be resolved. The eighth level of citizen participation is citizen control which means that the citizen group is in charge of policy and planning and that this group is able to negotiate with official groups regarding program and policy change.

Arnstein uses examples from urban renewal, anti-poverty and Model City programs in the United States in the typology. However, it is stated that the typology may be useful in analyzing other programs where there are citizen groups involved. Arnstein notes that this typology does not include obstacles to achieving the higher levels of citizen participation. Racism,

paternalism, and resistance to power distribution on the part of the power-holders are listed as possible obstacles. An inadequate socioeconomic and knowledge base, and lack of citizen organization due to alienation and distrust are obstacles for those not in a power position.

Arnstein also cautions that the ladder of citizen participation may be an oversimplification of many real-life situations. There may be many more levels. However, her typology may be viewed as an interpretive grid within which to analyze degrees of citizen participation.

### C. Organizational Change - Structure and Dynamics

The legitimation of client participation emphasized during the War on Poverty highlighted the continuing need for new responses from organizations in the Social Welfare field. The study of responses of organizations to new environmental inputs falls within the realm of organizational theory. It is in this field that explication of organization change and dynamics can be found.

One of the most concrete facts which can be asserted about organizations is that they are complex. Numerous writers have attempted definitions of organizations generally but no one is really satisfied. Rather than enumerating and evaluating the definitions available we have chosen one which fulfills the criteria of being operational and of supplying a conceptual model. The definition is provided by modern systems theory. From this point of view, one sees an organization not as an isolated social unit but rather as one piece of an interdependent system of parts. To be a true system the parts must be arranged in an identifiable pattern which, given the precondition of organization, can be recognized as conceptually similar. Stated another way, the definition sees all organizations as being in symbiosis (mutually beneficial relationship between dissimilar organisms) with the environments. From this point of view, it is essential that the organization respond to its environment since it cannot survive if it is unable to respond. Further,

the boundaries of the organization can no longer be conceived as the walls of the premises it occupies. The true boundaries of an organization must, therefore, encompass all of the relevant organisms to which the organization must respond. The relevant organisms can be related to the organization in two ways: vertically or horizontally. A vertical relationship is one characterized by greater or lesser authority than the organization itself. For example, the United Fund is in vertical relationship to the most private agencies since it has direct influence on what the agency does. A horizontal relationship is similar to a relationship among equals much like that between peers. An example of this would be two direct service agencies and their relationship to each other.

When applied to social agencies, in general, there are similar environmental configurations. Each has vertical and horizontal relationships which act as social forces and which in large part influence what the agency does now and is likely to do in the future. These forces are what the agency's superiors (funding bodies, legal authorities, general populace) peers (other agencies) and inferiors (clientele) ask it in a myriad of ways to do. Within this service system the agency itself has, of course, some control over its destiny. As a result it, too, must be considered a force within the system. Change at any point in the system will create a need for change throughout the remainder of the system.

Within the context of this overview this study will focus on two units: individual agencies and clients. Agencies and their clienteles have always had some means of communication. Every agency has to maintain some degree of relevancy to the population it seeks to serve. Theoretically and practically there is no alternative to this statement. Yet it has been possible for agencies not to have been very helpful to their clienteles. A financial assistance agency which distributes sufficient money to maintain life may be highly significant to its clientele but the extent to which client needs are being

met could be questioned. The existence or continued existence of such a situation could be attributed either to lack of knowledge of the situation on the part of the agency or some sort of imbalance at the money distribution level or any one of a number of other factors. In the first instance the agency is dangerously out of touch with a vital part of its environment and in the second it is in effect acting as a buffer between the clientele and important decision - makers who have great impact on the client's life. Either way the agency would be seriously hampered in its ability to respond to concerns in its immediate environment. Since client or consumer participation is an effective means of dealing with this type of situation and since by definition this will involve client involvement in policy and decision-making the traditional structure and attitudes of agencies will have to undergo some change. Analysis of this change requires an operational understanding of agency structure.

Generally, agencies are structured internally in ways which can be conceptualized along the vertical-horizontal axis. The vertical structure of agencies can be viewed as social worker, administrator, board member or in public agencies upper management or government policy. Horizontally this becomes the entire group of workers, the middle managers as a group and board members or upper managers. Any or all of these despite their vertical arrangement, could as individuals or groups become catalysts for change in agency policy.

An application of the concept of homeostasis to organizations allows for the operationalization of our agency model. In general, organizations achieve some sort of balance or equilibrium with their environments in much the same way as individuals and groups do. This involves a conception of what the organization is presently doing, its relevant environment, and some idea of what the organization will look like in the future. The degree to which the members of the organization agree about what is now and should exist in future becomes a measurement of organizational equilibrium. Obviously the members can be in

general agreement or in wide disagreement. By categorizing members vertically into horizontal groupings it is possible to measure the range of agreement or disagreement. In a social agency such a categorizing would be staff (clerical, social workers), Executive Director (or like position) and board or the public agency equivalent (minister, deputy minister, assistant deputy minister, Alderman). If all were in general agreement as to the relevance of present and projected activity to the agency's social environment, then, other things being equal, organizational change or lack thereof would be predictable.

Application of this theoretical formulation to citizen or consumer participation can be viewed as follows: it has been outlined that consumer participation as opposed to traditional citizen participation can be regarded as a relatively new phenomenon. As such it becomes a new input into the relevant social environment of a social welfare agency. Stated another way, the relevant social environment of the agency has changed thus necessitating some response from the agency. The degree to which agencies have responded to this new input either by resistance or accession therefore, becomes a means of measuring the extent of the input as well as the ability of the agency to respond.

## CHAPTER III RESEARCH DESIGN

### A. Scope

The formulation of this research study was originally conceptualized as a study of the attitudes of the twelve agencies (six public and six private) chosen for study, toward the participation of clients in the decision making process. The original focus was on input in relation to organizational structure - the effects of citizen participation on the agency.

A letter of introduction (Appendix B) was sent to the executive directors of four agencies in Winnipeg chosen by the group, inviting them to take part in the pretest. (See Appendix A, Fig. I) It was assumed that the executive directors, because of their positions in the agencies, would be closest to the agencies activities. Two representatives from the research group interviewed the executive directors. (See pretest questionnaire appendix C).

The comments of the executive directors on their perception of citizen participation and their difficulty in distinguishing between citizen and client participation during the pretest study, resulted in a change in the focus of the study. The focus changed from the executive directors' perception of citizen participation to the actual extent of client participation in the agencies studied.

The result was that the research design of this study was intended to answer the question : "what is the extent to which consumers of service are involved in client group activity (input) which is related to client-participation as embodied in the meaning of the term citizen participation?"

In order to accomplish this, a new letter (Appendix D) and new interview schedule (Appendix E) were drafted and a diagnostic descriptive study was made of the administrative heads of twelve selected agencies regarding their client activity (inputs) as well as their views in regard to the concept being examined. This study has as its aim the assessment of these



selected agencies in Winnipeg as to their client - group activity.

B. SAMPLE:

The sample of agencies used in this study were drawn from the existing social service agencies in Greater Winnipeg. Agencies used were primary service-giving agencies. The size of the sample was determined to be twelve with six drawn from public (i.e. government) agencies and six drawn from private agencies. Four agencies used in the previously mentioned pre-test were equally distributed in the public and private sectors but were not the same agencies as the ones used in the actual test. Selection of agencies tested was done arbitrarily by group consensus. (See appendix A, figures 2,3).

C. LEVEL OF INQUIRY

It was felt by the research group that the executive directors of the selected agencies had a sufficient influence on agency policy and practice as well as being able to explicate agency attitude to be representative communicators of agency attitude. In order to study the attitude of the agency toward citizen participation it would ideally be necessary to obtain responses from all levels within the agency, from the policy making boards or ministerial personnel to the front line staff. However the assumption was made that the executive director of each agency would be most representative of all these levels and would be able to give representative responses to the measuring device. This level of inquiry was not regarded as being exclusive but rather a preferential one.

D. METHOD OF DATA COLLECTION

The measuring instrument used in this study, in accordance with its descriptive-diagnostic nature, was a personal interview schedule. The pre-test schedule of research questions consisted of three parts: the interviewee's perception of citizen participation in the agency, present implementation of citizen

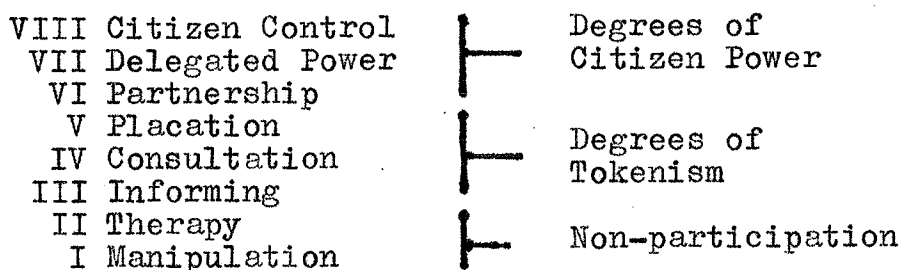
participation in the agency, and his future plans for citizen participation (See Appendix C).

The pretest conducted on this original interview schedule yielded several significant result. As noted previously the interviewees were uncertain as to our definition of citizen participation and client participation. They interpreted it to mean citizen voluntary activity such as membership on boards and as a result included a broad range of client-group activity in their responses. In addition one limitation of the interview schedule was the concern with the opinions of the interviewees. Thus results were largely based on the executive director's perceptions.

The lack of clarity in regard to terms was ostensibly solved by providing the interviewee with a letter (Appendix D) outlining our conceptualization as well as drawing rather more rigid distinctions between citizen and client groups in the revised interview schedule (See Appendix E). The interviewee's broad range of responses regarding client-groups' activities was later plotted on the continuum of participation formulated by Sherry Arnstein.

Arnstein <sup>25</sup> describes a typology of eight broad levels of participation to analyze the various degrees of C.P.

Arnstein Typology for Citizen Participation



Data from the questionnaires was plotted on the "ladder of citizen participation" to determine the level of client involvement, the executive directors view of citizen participation, and the agency's projected plans in each of agencies studied. It was found that some agencies could not be plotted on the "ladder" because of absence of client activity in the agencies,

therefore an addition level (0) was included. The revised typology can be found in Appendix F.

By regarding this study as a description of the extent to which clients were involved rather than an analysis of the agencies' attitudes towards this involvement, it was possible to use the opinions of the interviewees in the sections soliciting the interviewee's personal view and the agency's projected plans.

The final interview schedule allowed the research group to describe some of the identifying data of the executive directors and agencies selected, their present level of citizen and client participation in agency, the executive director's personal view of citizen participation and the agency's projected plans for citizen participation. Included in these latter two sections were references to problems and solutions in the implementation of citizen participation.

#### E. METHOD OF DATA ANALYSIS:

The preliminary analysis of the data was performed by examining the main sections of the interview schedule separately and describing the responses given by the interviewees. Thus the present activities and/or focus of the public agencies and those of the private agencies, in respect to citizen and client participation, were described under the following key elements: purpose and form, time of beginning, at whose initiative the program was undertaken, and group description. The public and private agency activities were described separately for purposes of comparison.

The responses of the executive director with regard to definition of citizen participation, its purpose, difficulties of implementation and solutions to these difficulties were grouped according to similarities. Again this done on a descriptive basis.

The next section on data analysis dealt with the same kind of responses as in section two, however in relation to the agency's projected plans.

Four problem areas: staff, organizational structure, funds

and client, as well as solutions to these problems were examined. The overt responses of the executive directors and the projected plans of the agencies were separated into public and private agencies and compared accordingly.

An overview analysis of the data was done as a means of summing up or pulling together.

The Arnstein continuum was diagrammatically applied to the data. Three sets of diagrams were used, each dealing with the highest level of participation indicated for, first, present activities; second, executive director's personal view; and third, agency's projected plans.

#### F. LIMITATIONS

Apart from design limitations already described and having an effect on the reformulation of the study after the pretest, it should be noted that the criteria for allocation to levels of Arnstein's typology were not predetermined. This was also accomplished by arbitrary method and judgment.

Another limitation to this study was, as previously suggested that opinions of the executive directors were based on his perceptions rather than on objective fact.

The study of twelve agencies, arbitrarily chosen limited the universality of the study. Moreover a study of client groups and their responses and attitudes towards their participation would have provided a more comprehensive picture of the impact of client participation on the social welfare field.

## CHAPTER IV

### DATA ANALYSIS

Appendix G will contain the detailed information obtained from the questionnaire interview, on which the data analysis is based. Agency names will be abbreviated as indicated in Appendix A (Fig. 2 & 3).

#### A. Current Citizen Participation in the Sample Private and Public Agencies

Refer to Table I for the extent of current citizen participation shown diagrammatically.

Citizen participation in all of the six private agencies includes membership on a board of directors. The board for all six agencies has a similar pattern which includes selection of members by a nominating committee, monthly regular meetings, executive director involvement, and the board being a part of the agency structure with funding for executive operation by the United Way and government. The purpose of the Board of Directors for all six agencies is generally that of establishing policies, setting the organization framework or pattern, and overseeing the work, services, finances, personnel, and facilities of the agency.

Specific to each of the private agencies are various other forms of citizen participation: A & O has six board committees. The membership for each is comprised of a board member, a citizen expert in each of the areas of concern, and various other citizen and client representatives. The purpose of the committees ranges from the coordination and expansion of services available in the community for the client and potential client population, the planning of program and policy of the agency and improvement in the way in which the agency functions.

A number of the private agencies utilize citizens as volunteers to assist in various agency programs and services: C.A.S. of Eastern has one volunteer who meets twice weekly with a staff member to organize plans for the purpose of public education for the encouragement of mixed racial adoptions.

J.C. & F.S. have volunteer workers with special skills for the purpose of providing special religious services for the clients. The volunteers for F.B. work individually for homemaker education and rehabilitative purposes with clients. C.A.S. of Winnipeg has a self-organized, autonomous Women's Auxillary which provides for the needs of certain client groups such as layettes, clothing.

C.A.S. of Winnipeg includes citizens on a recently formed Program Review Committee. The members were appointed by the agency for the purpose of studying proposals for a hostel for unmarried mothers.

The use of agencies of citizens as volunteers in the private agencies does not effect the agency in terms of funding or organizational structure. Some use of staff time is required in consultation and guidance. The citizens have an opportunity as volunteers to provide service to clients in keeping with the goals of the agency. The citizen has some sense of being able to participate and has an opportunity for leadership.

Of the six public agencies studies four identified community citizens as currently being involved in agency programs. C.P.W. has elected aldermen who determine minor and major policy issues, C.S. utilizes volunteers as friendly visitors. The executive director of Winnipeg West noted the functions of the Welfare Advisory Board where citizens hear appeals and set allowance rates. P.O.S. listed all group activities as having the participation of community citizens. Due to the purpose of P.O.S. which is to serve all residents of certain designated urban renewal areas, these activities have been analyzed under client involvement in agency programs.

#### B. Client Participation in the Sample Private and Public Agencies

(Agency names will be abbreviated as indicated in Appendix A; Fig 2 & 3)

Ten of the 12 sample private and public agencies have some form of current client participation in agency programs.

(Refer to Appendix H, Table 2)

Client participation in agency programs will be described around general areas of concern with focus on the purpose for participation.

### Private Agencies

Three of the private agencies have client representation on the board or on board committees. F.B. has one board member who is a client of the agency. This member was selected by the board nominating committee. N.S.C. has five local citizens on the board who are direct consumers of agency service. The board has 15 other members who are citizens from outside of the area of agency service and who generally possess some particular kind of professional expertise. The five client board members were selected by the board nominating committee after mutual initiation by the agency and client.

Clients of A. & O. participate on five of the six board committees. The purpose of the various committees include the following: program planning policy; improving availability of health services; education and social action concerning income maintenance programs; agency staff training; and, planning recreation and improving availability of resources for leisure time activities. The majority on the committee membership is held by a board member, a citizen with some professional expertise in the area of concern, and various other citizen representatives.

Three of the agencies have client participation pertaining to policy and program planning: A. & O. has a number of clients engaged on a Program Committee for Day Centres. The purpose of the Committee is to plan policy and program for the Day Centres. This Committee was initiated in 1969 by the agency executive director. The membership is totally comprised of clients. The agency is responsible for the funding of the Day Centres. Agency staff is available for the Committee as resource personnel. The Board is indirectly responsible for overseeing the general functioning of the Day Centres.

In N.S.C., a group of clients have been organized at the initiative of the executive director to determine the nature

and extent of client involvement in agency's decision-making process. The responsibility for selection of members is retained by the clients with agency staff acting as consultants.

One other client group exists in this area, C.A.S. of E., where wards assist in determining board and room rates for their care. This evolved from staff initiative through provisions of counselling services to these wards.

Two of the agencies have client participation related to the general area of concern of mutual support in solving similar problems, recreation and gaining information: C.A.S. of Wpg. have two groups, a permanent wards group, and an unwed mother's group. J.C. & F.S. have a teen group of wards. These groups were initiated by each agency with members selected by the staff worker.

Another area of concern common to three of the agencies is education for child care and mutual support in solving common problems: C.A.S. of Eastern has a Foster Parents' Group and an Adoptive Parent's Group. Both groups were initiated by the agency. Membership as well is generally elicited by the agency staff. The purpose of participation is mainly mutual support; sharing of ideas for solving common problems; and, education for enhanced familyliving and for improvement in providing foster care for children in care. Agency staff act as resource persons. N.S.C. has an education group organized for the purpose of child development and family living. Membership in this group is self selected with the group being mutually initiated by clients and agency.

C.A.S. of Winnipeg involves individual clients as homemakers for the purpose of education and household management help in assisting other clients. Both the agency and clients themselves are mutually involved in selection. Funding is provided by the agency. The clients themselves provide feedback of opinions on agency policy and programs while providing a direct agency service for clients.

N.S.C. has a number of client groups mutually organized by the agency and clients whose main purpose is social action.



for the resolution of local social problems. The agency staff are involved as consultants. The specific purposes of the three groups include social action measures to control local food prices; social action to control local traffic; and social action on means to take over their own divorce proceedings through court without legal costs. Agency staff and clients tend to use each other on a mutual consultation basis in effecting these forms of community action. The general purpose of N.S.C. as an agency needs to be given consideration as a basis for evaluating the level of participation reached by these client groups. The purpose of N.S.C. is to foster community development and social animation to assist local community citizens to take responsibility for their own personal, family and neighborhood needs and problems.

#### Public Agencies

The executive directors of two agencies listed no form of client participation. These were Winnipeg North and C.S. Four of the public agencies have some form of current client participation in agency programs. The various forms of participation evolve around the general concern areas of information, feedback on agency policy, and programs; employment; urban renewal area concerns; alcoholic rehabilitation; recreation; household management and child care; and volunteer client workers providing service through agency programs.

Three agencies had client participation pertaining to the feedback on agency policy and program area of concern. Client groups in this category are Mother's Allowance groups active in Winnipeg Provincial West, South, and P.O.S.

The purpose of these groups is to provide self-help and social activities for the members and feedback to the agency on welfare programs. A Welfare Rights Group also exists in P.O.S. The purpose of this group is to protect recipients' rights with the aim of bringing about necessary changes to welfare systems including the initiating agency. C.P.W. has also organized a group of indigenous family visitors who interpret agency programs

to clients and who also provide feedback to the agency on effectiveness of services and policy. In each of these groups, the activity for participation was initiated by agency staff.

The remaining client groups have no effect upon the agencies' decision-making process but have been initiated by staff to alleviate common problems and concerns faced by clients.

The three groups in the employment area of concern are specifically aimed at providing the stimulus for education and employment as well as finding employment and mediating against job discrimination. All were agency initiated. In the first group found in C.P.W., the purpose was to stimulate the desire for employment and provide opportunities for use of upgrading programs. The other two groups were found P.O.S. and focused upon locating employment for welfare recipients and mediating in situations where job discriminations or poor working conditions were apparent.

Client participation in urban renewal areas of concern was initiated in one agency, P.O.S. The focus is on tenant and homeowner concern in three urban renewal areas. All activity is geared towards effecting change in social institutions other than the initiating agency with agency staff providing information as to organization of groups and community resources.

Two groups are present in the alcoholic rehabilitation area of concern. The prime focus is to stimulate and engage clients with an alcoholic problem to participate in therapy groups. Two agencies are involved, C.P.W. and P.O.S. Again the initiative for these groups came from the agency.

Two client groups evolve around the area of recreation. Both were initiated by P.O.S. One group provides planning for a youth recreational centre while the other provides information about program activities of summer, residential and day camps.

One group in the category of household management and child care was initiated by C.P.W. The purpose of the group is to provide knowledge about income management, to assist in areas of home management, and to help parents function more adequately

as parents.

Two agencies utilize client volunteer workers and client staff supplement workers in providing service through agency programs. C.P.W. employs 17 client workers for the purpose of assisting in the interpretation of agency programs to clients providing some education in homemaking and also in reporting information from the clients back to the agency workers. The volunteer group in Winnipeg West are not employed by the agency. The group consists of hand-picked clients who assist other recipients with home finding or shopping at the request of agency staff.

C. Definition and Purpose given by Executive Director of Citizen Participation With Focus on Client Participation

Table three is a diagrammatic representation of the definition and purpose of client participation given by the executive directors.

Private Agencies

Two of the executive directors of private agencies were unable to define citizen participation. The executive director of C.A.S. of Eastern saw the purpose of client participation mainly in terms of "using the agency for personal service". The executive director of C.A.S. of Winnipeg stated the purpose of participation to be to "further and enhance the goals of the agency".

The executive director of J.C. and F.S. and F.B. defined citizen participation was viewed as including clients through the process of active community involvement and feedback on agency policy and programs.

The two remaining agencies each viewed the definition and purpose as "the involvement of clients and citizens in the direct process of decision-making in structures effecting their lives". The purpose of participation was described to be that of "the development of policies in relation to service, feedback of opinion from direct users of service, and increasing volunteers to augment services".

The executive director of N.S.C. viewed citizen participation as, "the involvement of people in the resolution of any area social problem free from any intimidation of the agency. "The clients clearly understand the agency role and are completely free to choose whether they want agency involvement or not". The purpose was described as, "having a role in the decision-making structures that have a role in shaping their lives, and becoming aware of their rights, privileges and responsibilities as citizens and exercising this".

#### Public Agencies

The executive Director of C.P.W.D. was unable to give a definition for citizen participation but stated the idea of elected representatives participating in the decision-making process.

Three executive directors viewed clients as participating in the actual decision-making process of the agency with effective sharing of responsibility. The executive directors were those of Winnipeg West, P.O.S. and C.S.

The remaining two executive directors gave other definitions: The executive director of Winnipeg South defined citizen participation as "both citizens and clients helping each other without an agency setting". The executive director of Winnipeg North viewed citizen participation as including clients through the process of active community involvement and feedback on agency policy and programs.

#### D. Projection by Executive Director and Agency for an Ideal Form of Citizen Participation with Focus on Client Participation in the Next Five Years

Refer to Table 4 for a description of the projection by the Executive Director and agency for the ideal form of citizen participation.

#### Private Agencies

The executive directors of J.C. & F., C.A.S. of Eastern and C.A.S. of Winnipeg gave their ideal form of citizen participation, and particularly client participation to be essentially that of continuing as users of agency services.

The remaining executive directors each gave different projected ideal forms for citizen participation: The executive director of F.B. described his, and what would be the agency's projected ideal form to that of a "family advocacy type of arrangement with an evaluation follow up". Family advocacy was described as "social action taken on the part of staff by consulting client groups with special needs and concerns".

The executive director of A & O described her, projection and what would be the agency's projection for citizen participation in the future to be " an ongoing program of increased citizen participation on committees with involvement of the total citizen and client population".

The executive director of N.S. described his personal projected ideal form for citizen participation and what would be the agency's to be that of "having 51% board membership by local people and achieving neighborhood control by the area citizens with the goal for people to do without agency use".

#### Public Agencies

Three of the executive directors of public agencies shared similar views on projected ideal forms for citizen participation. The executive directors of Care Service, Winnipeg North and P.O.S. viewed feedback of opinions from clients as important in planning and evaluating agency programs and policy.

The executive director of C.P.W. was unable to give a projected ideal form for citizen participation except to "expand current services".

The executive director of Winnipeg South viewed citizen participation in the next five years as including "one client helping another" for the purpose of "encouraging brotherhood and gaining a thereapeutiç experience from group activities".

The executive director of Winnipeg West gave his projected form for ideal citizen participation to be "a restructuring of the agency for the delivery of a single total service which will have an administrative unit for citizen participation which will

be a vehicle for allowing an influence on policy making by clients and not just hearing reports from experts".

E. Problems and Solutions viewed by the Executive Director for Effective Citizen Participation With Focus on Client Participation

Difficulties for effective citizen, particularly client participation, stated most frequently for both private and public agencies were those falling in the categories of staff, organizational structure, client, and funds.

Refer to Table 5 for the most frequently stated difficulties and solutions for effective citizen participation by private and public agencies.

Private Agencies

Five of the six executive directors expressed difficulties in the staff category. Difficulties in relation to staff was described in terms of "insufficient staff" by two of the executive directors. "Staff unprepared and lacking a knowledge base and skills for community organization and citizen participation", was stated as a difficulty by four executive directors. "Staff time", and "staff time required for the additional guidance, knowledge input and stimulation for client activity" was stated as a difficulty by two executive directors. "The confidentiality values of staff", was stated as a difficulty by one executive director. One executive director stated, "staff attitude to citizen and client participation" as a difficulty. See Table 6.

Solutions were stated in the staff category by four of the six executive directors. "More staff" was stated as a solution by one. "Staff education" and "inclusion of community organization and citizen participation in Schools of Social Work" was stated as a solution by two executive directors. "Staff identifying needed skills in clients", was also stated as a solution.

Organizational structure of the agency was stated as a category of difficulty by five executive directors.

Three of the executive directors described the difficulties as, "board conflict between old and new members": and "the board

committed to citizen not client participation".

Three described difficulties pertaining to agency purpose and priorities. "Direct service may suffer because of staff reallocation to educate clients for participation". "...want to develop program for basic needs first, then develop consumer participation". "Funding can be withdrawn if client participation is opposed to agency purpose". "Agency priorities must be established as there are many demands for other kinds of agency involvement at present." "Accountability to the public", was viewed by one executive director as a difficulty for client participation.

Other difficulties described were, "...change difficult in a small agency"; and, "client participation ... a threat to agency, as this opens the agency to change and criticism."

Solutions were stated in the organizational category by four executive directors. The solution was stated as "board members learning to trust each other"; and "a working together of board and agency staff to clarify commitment on client participation", by two executive directors. Other stated solutions were, "a positive-minded executive director pushing board on client participation"; "government sanction giving clients decision-making authority"; and "including clients on the board if nominated by the board."

Funds were stated as a difficulty by three executive directors. Solution in the fund category were stated by two.

Difficulties in the client category were expressed by five executive directors; "Clients lack knowledge of facts and existing structures", was described as a difficulty by four executive directors. "Lack of communication skills of clients" was mentioned by two executive directors. "Apathy of clients", "motivation", lack of social and intellectual stimulation" was stated by three executive directors. Other difficulties mentioned were, "client groups formed tend to focus on themselves"; "client participation not all constructive"; "client's time is taken up by existing needs"; "clients lack of education employ-

ment"; "clients of lower-lower class are hard to stimulate for participation"; "little satisfaction for citizens and clients in acting only in advisory capacity". Two of the executive directors stated "... leadership base being unwardly mobile", and "client forgetting own values when on board", as difficulties. One executive director questioned, "how representative a client would be".

Solutions in the client category were expressed by three executive directors; "Education of clients", and "intellectual and social stimulation of clients", was stated as a solution by three executive directors.

Other solutions stated were - "staff identifying skills for citizen participation and finding clients who have these"; and, "giving clients opportunity and satisfaction in putting decisions into effect on a staff supplement basis". See Table 7.

#### Public Agencies

All six of the executive directors mentioned difficulties in the staff area as an impediment in introducing effective client participation. The difficulties were related to rapid staff turnover, insufficient staff, pressure of heavy case loads with no staff time for innovative work, and staff lacking citizen organization knowledge base and necessary skills. One executive director also mentioned professional attitudes as "not being prepared to accept consumer of service involvement in welfare system "decision-making"; and, not accepting clients as equal mainly because of their dependence on the welfare system for income maintenance.

Solutions on the staff category were seen by four executive directors. These were mainly in terms of a larger staff resource, more staff prepared in citizen participation to implement programs and education and training of staff in the citizen organization process.

Difficulties in implementing effective client participation were expressed by four executive directors as being related to the organizational structure of the agency; the priority of



providing direct services was viewed as being in conflict with implementing client participation by three of the executive directors. Two of the executive directors indicated that the "machinery" for citizen participation has not been set up. One executive director stated that, "administrators may approve of the concept but feel uncomfortable when clients delegate that they have not been treated with dignity". "Political implications", and "vested interest of government" were also stated as concerns. See table 8.

Solutions for difficulties cited in the organizational structure of agencies included the idea of "restructuring the agency for the delivery of a single total service which includes a unit for citizen participation"; "sanction from government regarding the practice as well as the concept of participation of clients"; "agreement on organizing citizen groups and making them effective"; and, "divorcing income maintenance from service in social welfare agencies".

Funding was stated as a difficulty by three executive directors. One executive director questioned whether "government will permit citizen participation at all levels by providing funds".

Difficulties pertaining to clients were expressed by four executive directors. The difficulties expressed related to "the age of clients as in Care Services"; "apathy of clients"; and "the limited freedom of choice of welfare recipient clients because of their unequal financial basis". One executive director expressed that, "clients are manipulated by workers, example, for welfare rights".

Solutions pertaining to difficulties in the client category were cited to be, "education of clients"; "community organization"; "a funding change and change of source of income for welfare recipients".

The fact that citizen and particularly client participation is a relatively new theory or phenomenon in the social welfare field and lacking a research base was mentioned as a difficulty by three executive directors.

F. An Overview Analysis of Client Participation As A Phenomenon In the Sample Public and Private Social Welfare Agencies

Ten of the public and private sample of 12 social welfare agencies have some form of client participation within their agency program.

Client participation in the public agencies is mainly in the form of client groups organized since 1968 through agency staff initiation. The majority of the groups were formed for the purpose of social action for the resolution of local social problems; for mutual support in problem-solving; and, to provide feedback and opinions on effectiveness of agency policy, service or programs. In two of the public agencies a number of clients are employed as staff supplement personnel.

Clients in three of the private agencies have become involved in the policy and decision-making process of the agency. Three of the agencies have client representatives on the board of directors or on a board committee. In one agency a program committee for program and policy planning is comprised entirely of clients. Involvement of clients for participation in agency programs has taken place in the private agencies mainly since 1969 and through agency or executive director initiation.

The majority of executive directors of the public agencies defined the purpose for client participation to be to obtain feedback information on effectiveness of agency policy and service; to be a vehicle for influencing agency policy decisions; and, to bring about change relevant to their needs.

The majority of executive directors of the private agencies defined the purpose for client participation in a way similar to those of public agencies with the exception of N.S.C. The executive director of N.S.C. defined the purpose for client participation to be that of clients having control of the agency to meet their neighborhood needs.

The projection for an ideal form of client participation by the executive directors of the public agencies was concentrated mainly around the idea of obtaining feedback information on the effectiveness of agency policy and service. One executive

director stated the idea of restructuring the agency for an administrative unit which would include client participation as an effective vehicle for influencing policy decisions.

The projection for an ideal form for client participation by executive directors for private agencies was concentrated on the idea of improving existing services before including client participation. However three of the executive directors stated other ideal forms of client participation. To one executive director this would allow for a feedback of opinions. On executive director see this as allowing for an increased on-going program of client participation in all committees. The executive director of N.S.C. projected an ideal form of client participation as having a 51% board membership by local people.

Difficulties for implementing effective client participation was perceived in a similar way by the executive director of both public and private agencies. The areas of difficulty were stated in the order of staff, organizational structure, clients and funding. Solutions were perceived to be in the same problem areas.

#### G. Interpretation of Data In Relation to the Typology of Citizen Participation As presented by Arnstein

The information obtained about each of the sample agencies in terms of present client participation; the executive director's definition and purpose for client participation; and, the executive director's projection for an ideal form of client participation can be interpreted in relation to the Arnstein typology of citizen participation. The Arnstein typology has been described on page 22, and is related to data in Table 8.

Arnstein illustrates eight levels of participation in a ladder pattern with each rung corresponding to the citizens' power in affecting the outcome of the process. Using Arnstein's criteria for the eight levels of participation, the agencies can be plotted on this continuum typology. Refer to table 8 for the graph showing the level of client participation attained by the sample public and private agencies on the Arnstein ladder typology.

#### Level (0) - No Client Activity

One agency, C.S., had no client activity.

#### Level I, Manipulation

One agency, Winnipeg North is represented at this level in terms of present client participation in the agency program. Clients are asked to participate as volunteers on the Christmas Cheer Board by the agency. Interpreted in terms of Arnstein, this rung signifies the distortion of participation into a public relations vehicle by powerholders.

#### Level II, Therapy

Four agencies, Winnipeg South, J.C. & F.S., C.A.S. of E., and C.A.S. of Winnipeg are represented at this level in terms of the executive director's stated definition and purpose for client participation, the executive director's stated ideal form for client participation for one agency. Refer to the data analysis in the previous section for a description of these areas.

Interpreted in relation to Arnstein, this rung signifies that the real objective in participation is not to enable people to participate in planning or conducting programs, but to enable power holders to "educate" or "cure" the participants.

#### Level III, Informing

None of the agencies are represented here.

#### Level IV, Consultation

Ten agencies are represented on the level in terms of present client participation; executive director's definition, purpose for client participation; and projection for an ideal form for client participation. Refer to previous section on data analysis for the information pertaining to these areas. The agencies represented are C.P.W.D., Wpg. N., Wpg. S., Wpg. W., P.O.S., J.C. & F.S., C.A.S. of E., Wpg.

Interpreted in relation to Arnstein, this rung signifies that citizens may hear and be heard, Under these conditions

they lack the power to insure that their views will be heeded by the powerful.

#### Level V, Placation

Two agencies are represented on this level in terms of present client participation. These are F.B., and N.S.C. Refer to previous data analysis section for a description of the form of participation in these agencies.

Interpreted in relation to Arnstein, citizens at this rung begin to have some degree of influence though tokenism is still apparent.

#### Level VI, Partnership

C.S., Winnipeg West, P.O.S. and A & O are represented at this level in terms of present client participation for A & O and in terms of the definition and purpose for client participation and projection given by the executive directors of the other agencies. Refer to the previous section on data analysis for the information pertaining to these areas.

At this rung of the Arnstein ladder, power is in fact redistributed through negotiation between citizens and power holders.

#### Level VII, Delegated Power

None of the agencies are represented at this level.

#### Level VIII, Citizen Control

N.S.C. is represented at this level in terms of the executive director's definition and purpose for citizen participation and his projection for an ideal form for citizen participation. Refer to previous section on data analysis for the description relating to this area.

Interpreted in relation to Arnstein, at this level have-not citizens obtain the majority of decision-making seats, or full managerial power.

Summary in Relation To Client Participation as a Phenomenon in Social Welfare

Citizen participation in social welfare, broadly conceptualized as the involvement of community citizens in social welfare programs, is not a new phenomenon. Historical perspectives in social welfare point out the long standing involvement of citizens in working together with professionals on the various thresholds of participation which extend from information giving to consultation, negotiation, joint planning, and shared policy and decision making. Relevant literature examined in the first two chapters reveals extensive clarity in the goals, process and implications of citizens as participants in social welfare programs and organization. The research data indicates positive and consistent ideas on the role of the citizen in this area.

Client participation is a relatively new phenomenon in social welfare literature reveals very few articles about client participation up to 1964. Most of the material deals with the 1930 -37 depression days and the War on Poverty with the highly significant legislative clause of "maximum feasible participation". The objectives of such participation and the extent to which they can be achieved are relatively obscure. Despite confusion about the goals and probable outcome of such involvement, the literature presented in this study points out the increasing adherents to this movement with its principles as being reflected in the policies of health, education, urban renewal as well as welfare agencies.

The social welfare agencies in this research study reveal that they are unmistakably moving toward involving clients in planning and carrying out service programs that affect their lives. The current client involvement as presented by the executive directors indicates various ways of participation. The ways consistently presented with clarity in process and goals were the employment of clients in human service programs, using them as volunteers and giving them membership in agency independent social action groups.

Much of the material presented by the executive director as client participation, relates rather to the trend<sup>26</sup> of the

use of small groups for direct service and administrative tasks. The group programs at the direct service level are found to serve one or more of the following purposes: 1) to inform clients about agency standards and procedures 2) to educate clients and to develop specific client skills, 3) to counsel clients about problems related to their welfare status, 4) to rehabilitate clients with certain social or psychological problems.

The area of client participation in the opportunity to influence decisions was one which elicited the greatest number of differentiated responses by the executive directors. Generally the goals and process of this form of client participation were ambiguous. Some conflict was expressed in the balance between client influence in decision-making and professional and citizen elite expertise. Three of the private agencies in the study have current involvement of clients in decision and policy influencing organizational structures. Three executive directors of public agencies espouse a commitment to the idea of client participation in influencing organizational decisions.

The literature presented in the first two chapters points out that the movement to extend greater power to people in public welfare programs is closely associated with changes in our social institutions. Two of the agencies in the study, P.O.S. and N.S.C. are specifically related to resources and opportunity for more client representation in institutions affecting their lives.

The barriers to effective client participation viewed by the executive directors generally coincide with the sources pointed out by Foskett<sup>27</sup> in relation to barriers to effective participation of poor people in organizational life: the people themselves - their self-defeating attitudes; community attitudes - such as discrimination toward minority groups; the organization - characteristics that discourage participation; and the political structure - the opposition of the dominant political structure to admitting new members. Thus participation by low-income persons is severely limited by lack of organizational

and individual assets and environmental supports.

Conclusions:

The research study has depicted a definite trend from the traditional participation of citizens in the sample social welfare agencies to the inclusion of clients as participants on the defined continuum model of participation.

The area of client participation which is considered a relatively new development and which raises many questions is that of influences in decisions by organizations which affect them. The research data indicates in several agencies a rational basis for increasing the opportunities for clients to take part in planning and operating social service programs. Most of the agencies however, indicate confusion regarding the program, process and policy objectives of client participation in this area.

The literature on client participation also reflects confusion in several ways: the wide range of antipoverty programs set up in different neighborhoods, the different kinds of actions reported in the professional literature, the varying methods followed and goals held by different antipoverty and minority group organizations, and the varying bodies of social science theories and research findings used to support different points of view.

Recommendations:

The need for research concerning the effectiveness of participation of clients in the work of social welfare agencies is obvious. A wide range of investigations, surveys, in formal evaluations conducted with clients and staff people, and formal program research must be undertaken. Some major questions are these: How are the objectives of the participation of clients in the work of social welfare agencies to be obtained in whole or in part? How might the identified barriers to effective participation - organizational, individual assets and environmental supports be managed? More specifically, the input of



client participation highlights the continuing need for new responses from social welfare organizations. This indicates the need for innovative pilot projects with specific research components.

## Appendices

- A. fig 1 - names of agencies used in pre-test  
fig 2 - public agencies used in study  
fig 3 - private agencies used in study
- B. Pretest letters of introduction
- C. Pretest interview schedule
- D. Revised letter of introduction
- E. Revised interview schedule
- F. Revised Arnstein typology
- G. Detailed information from interviews
- H. Table 1 - Current citizen participation  
Table 2 - Current client participation  
Table 3 - Executive Director's Definition and Purpose utilizing the Arnstein typology  
Table 4 - Executive Director's Ideal Form for client participation utilizing the Arnstein typology  
Table 5 - Most frequently stated problems and solutions  
Table 6 - Problems of agencies  
Table 7 - Solutions of private agencies  
Table 8 - Level of client participation based on the Arnstein typology

Appendix A (figure 1)

Names of Agencies Used in the Pre-test

Public agencies

1. Winnipeg East Office  
(Department of Health and Social Services)
2. Central - Interlake Regional Office  
(Department of Health and Social Services)

Private agencies

1. The Society for Crippled Children and Adults of Manitoba
2. The Canadian Mental Health Association

Appendix A (figure 2)

Name of Agency (Public)	Abbreviation Used	Fields of Practice	Number of clients served
City Public Welfare Department	C.P.W.D.	public assistance, family social services, corrections, psychiatric social services, medical social services, school social services	9,500
People's Opportunity Service (Department of Health and Social Services)	P.O.S.	public assistance, family social services, child welfare, Corrections, psychiatric social service, community planning	800- 1,000
Care Services (Department of Health and Social Services)	C.S.	public assistance, family social services, medical social services	2,960
Winnipeg West Office (Department of Health and Social Services)	Winnipeg West	public assistance, family social services	2,230
Winnipeg North Office (Department of Health and Social Services)	Winnipeg North	public assistance, community development	1,850- 3,500
Winnipeg South Office (Department of Health and Social Services)	Winnipeg South	public assistance	1,700

Appendix A (figure 3)

Name of Agency (Private)	Abbreviation Used	Fields of Practice	Numbers of Clients Served
The Children's Aide Society of Eastern Manitoba	C.A.S. of Eastern	child welfare	8,000
The Children's Aide Society of Winnipeg	C.A.S. of Winnipeg	family social services, child welfare	3,422
The Family Bureau of Greater Winnipeg	F.B.	family social services	2,900
Neighborhood Service Center	N.S.C.	community development	serve urban re- newal area
Jewish Child and Family Service	J.C. and F.S.	public assistance, family social services, child welfare	864
Age and Opportunity Bureau	A. and O.	counselling, operation of day centers, social action	2,450

Appendix B

School of Social Work  
University of Manitoba

Dear Sir:

The following is to request your participation in a research study currently being undertaken by a group of students at the Master's Degree level in the School of Social Work, University of Manitoba.

The research study will focus on the extent to which recipient or consumer participation is a viable accomplishment within the Manitoba social welfare system. Consideration has been given to the fact that c.p. is an element of policy - making and broadly speaking, c.p. in social welfare planning is expressed through the political system, through citizen advisory boards in public welfare and through the committee and board structure of voluntary agencies.

This participation has involved the "elite" and professionals of society but a growing visible concern is taking place today of facilitating the place of the recipient or consumer of service in having a voice in the shaping and evaluating of the very service so vital to his life.

This research study is then focused on the extent to which the Manitoba social welfare system has integrated the concept of recipient or consumer participation in the policy and decision-making process of social welfare agencies.

As a follow-up to this letter, two representatives from the research group will be contacting you in the near future for an interview.

Yours sincerely,

M. Whitehead, Chairman

Appendix C

PART I - PERCEPTION OF CITIZEN PARTICIPATION

1. What do you see as the concept of citizen participation?

Answers:

- same as research group statement
- other \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

2. When and how did you first become aware of citizen participation?

Answers:

- Literature \_\_\_\_\_ Agency policy \_\_\_\_\_
- Conferences \_\_\_\_\_ Current events \_\_\_\_\_
- Clients \_\_\_\_\_ Senate Committee on Poverty \_\_\_\_\_
- C.D. Students \_\_\_\_\_ Other \_\_\_\_\_

3. Do you feel that citizen participation is essentially a new phenomenon in Social Welfare? If yes, explain.

Answers:

- Precipitated by - U.S. riots \_\_\_\_\_
- increasing poverty \_\_\_\_\_
  - Government activity \_\_\_\_\_
  - civil rights \_\_\_\_\_
  - community development \_\_\_\_\_
  - other \_\_\_\_\_

4. What do you think can be achieved by citizen participation within Social Welfare?

Answer:

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

....cont'd

5. What forms do you think citizen participation can take?  
(direct answer to policy-making roles)

Answers:

- Client groups \_\_\_\_\_
  - Advisory groups \_\_\_\_\_
  - Representation on board \_\_\_\_\_
  - Other \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

HOW WOULD YOU IMPLEMENT CITIZEN PARTICIPATION AT PRESENT?

1. Have any of these forms of citizen participation been used by your agency?

A) Which ones \_\_\_\_\_

B) When did it start \_\_\_\_\_

C) At whose initiative \_\_\_\_\_

D) What do they do \_\_\_\_\_

E) Describe the group

i) sex \_\_\_\_\_

ii) selection \_\_\_\_\_

iii) funding (source) \_\_\_\_\_

iv) size \_\_\_\_\_

v) frequency and place \_\_\_\_\_

vi) nature of staff involvement \_\_\_\_\_

2. What purpose does the agency see this group fulfilling?

A) to learn the agency services \_\_\_\_\_

.... cont'd



- B) to make suggestions re: effectiveness of service \_\_\_\_\_  
\_\_\_\_\_
  - C) to actively get things done as:
    - i) volunteer \_\_\_\_\_  
\_\_\_\_\_
    - ii) staff-supplement-aide \_\_\_\_\_  
\_\_\_\_\_
    - iii) grievance committee \_\_\_\_\_  
\_\_\_\_\_
  - D) change agencies' policy \_\_\_\_\_  
\_\_\_\_\_
3. Is the relationship of this group to the agency formal or informal?
- A) Informal is to implement or not implement recommendations  
\_\_\_\_\_
  - B) Formal means that formal presentations recognized \_\_\_\_\_  
\_\_\_\_\_
4. Has the agency encountered any problems in the way these groups relate to the agency, or within the groups themselves?  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
5. What are your staff's attitudes toward citizen participation (these groups)?  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
6. How do you personally think citizen participation is presently working in your agency?  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Part III - FUTURE PLANS

1. Do you have any ideal form in mind for citizen participation in your agency for the next 5 to 10 years?  
\_\_\_\_\_

....con't

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2. How does this differ from what you are doing now?

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3. What obstacles, if any, do you see to this implementation?

- A) money \_\_\_\_\_
- B) budget \_\_\_\_\_
- C) clients \_\_\_\_\_
- D) policy \_\_\_\_\_
- E) organization \_\_\_\_\_
- F) staff \_\_\_\_\_
- G) further points re above \_\_\_\_\_

4. To what extent have clients suggested different forms of citizen participation?

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Appendix D

School of Social Work  
University of Manitoba

Dear Sir:

A research study on "Citizen Participation" is currently being done by a group of post graduate students at the School of Social Work. The study will involve questionnaire interviews with the Executive Directors of several private and public agencies. We are hopefully anticipating your contribution to this study.

Citizen participation, in social welfare, is broadly conceptualized as the involvement of clients and other community citizens in social welfare programs. Citizen participation has many facets. Thresholds of citizen and client participation extend from information giving on one end of the continuum, through consultation, negotiation, joint planning, and shared policy and decision making.

Despite the increased attention given to citizen participation through a number of new social programs, the existing work in the field - theoretical and empirical - reflects a good many uncertainties about the phenomenon, the difficulty in coming to terms with its implications, and the absence of criteria by which to measure its effectiveness and overall worth.

The purpose of the research project is to do an exploratory descriptive study on citizen participation as a phenomenon in the social welfare system in Winnipeg, and in this setting to view this development in the continuum framework and to evaluate the implications for this in social welfare at the present time.

As a follow-up to this letter, 2 representatives from the research group will be contacting you for an interview.

Yours sincerely,

M. Whitehead, Chairman

Appendix E

CITIZEN PARTICIPATION

Interview Schedule

A. Identifying Data

1. Name of Agency:
2. Address:
3. Executive Director:
4. Number of years in this position:
5. Purpose (as officially stated)
  
6. Delineate the field(s) of practice:

Public assistance  
Family social services  
Child welfare  
Corrections  
Psychiatric social services  
Medical social services  
School social services  
Recreational social services  
Community planning  
Other (specify)

7. Structure:

Voluntary  
Non-voluntary government

8. Population served:

Number of clients in receipt of direct service  
(case work - group work)  
Number of clients in receipt of indirect service  
(C.O.)

9. Staff:

Number of service staff (non-clerical)  
Number of M.S.W.  
Number of B.S.W.  
Number of Welfare Workers  
Number of Community Development Workers  
Others

B. Citizen and Client Participation

1. Are community citizens currently involved in agency programs:  
Yes                      No

a) For what purpose and in what form:

Volunteer	Staff aide
Advisory board member	Policy making member
Other	

b) When did it start

c) At whose initiative

d) Describe the group:

Sex	Selection
Source of funds	Size
Frequency and place of meeting	Nature of staff involvement

2. Are clients currently involved in any groups used by the agency:      Yes                      No

a) For what purpose and in what form

Volunteer	Staff aide
Client group	Advisory board member
Policy making member	Other

b) When did it start

c) Describe the group, etc.

3. Does the agency give official recognition to the groups - specify citizen or client groups:

4. Have any policy changes been brought about by the activities of these groups (distinguish between citizen and client groups)

C. Executive Director's personal view:

1. How would you personally define citizen participation?

2. What do you personally see as the purpose of citizen participation?

3. What difficulties, if any, do you see to the implementation of citizen participation?

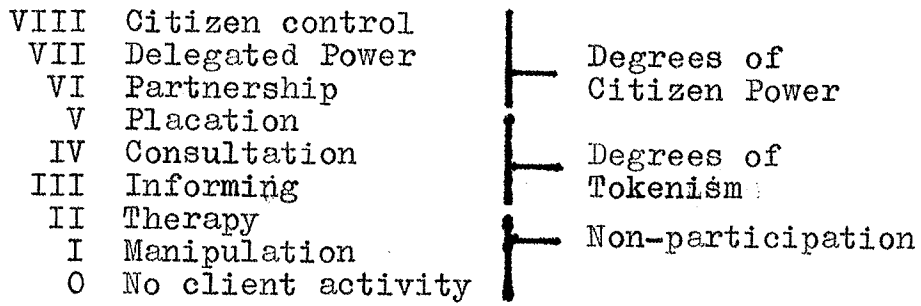
4. Do you have any solutions to these problems?

D. Projection:

1. Do you have any ideal form in mind for citizen participation for the next five years?
2. Does your agency have any projection for citizen participation for the next five years?
3. What do you anticipate in the way of difficulties, if any?
4. What measures are considered as solutions to these difficulties?

Appendix F

Revised Arnstein Typology



Public Agencies	Identifying Information						Client Participation			
	Purpose of Agency	Clients Direct	Clients Indirect	M.S.W.	Staff W.W.	B.S.W.	Other	Type	Purpose	When Started
C.P.W.D.		90001 MO.		5	35	1	6 aides 26 indig- enous	<ol style="list-style-type: none"> <li>1. Indigenous Family Visitors</li> <li>2. Household Management and child care</li> <li>3. Rehab employment</li> <li>4. Alcoholic Education Program</li> <li>5. Mother's Club (discont.)</li> </ol>	<ol style="list-style-type: none"> <li>1. interpret agency programs to clients - report crisis to S.W.</li> <li>2. upgrading - re employment</li> <li>3. upgrading and education</li> <li>4. Education re alcoholism</li> <li>5. social as well as educational</li> </ol>	<ol style="list-style-type: none"> <li>1. 1967</li> <li>2. Sept./69</li> <li>3. N.K.</li> <li>4. 1968</li> <li>5.</li> </ol>
Care Service		2,960	8000	6	13	2	2 vol.	No client Participation		
Wpg. North Provincial		1750						<ol style="list-style-type: none"> <li>1. Christmas Cheer Board Volunteers</li> </ol>	<ol style="list-style-type: none"> <li>1. clients to help other clients</li> </ol>	<ol style="list-style-type: none"> <li>1. Nov. 1969</li> </ol>
Wpg. South Provincial		1700						<ol style="list-style-type: none"> <li>1. Mother's Allowance Group</li> </ol>	<ol style="list-style-type: none"> <li>1. - Social - self help - program evaluation</li> </ol>	<ol style="list-style-type: none"> <li>1. March 1969</li> </ol>
Wpg. West Provincial		2,230		4	10	2		<ol style="list-style-type: none"> <li>1. Mother's Allowance Groups (3)</li> <li>2. Volunteers</li> </ol>	<ol style="list-style-type: none"> <li>1. - social - education - program evaluation</li> <li>2. Assist in shopping house finding for other clients</li> </ol>	<ol style="list-style-type: none"> <li>1.3 within last 15 months N. K.</li> </ol>
P.O.S.		800-1,000	2,400	10	3	1	18 local people	<ol style="list-style-type: none"> <li>1. Tenant's Assoc.</li> <li>2. Welfare Rights Group</li> <li>3. Mother's Allowance Group</li> </ol>	<ol style="list-style-type: none"> <li>1. protect rights of tenants</li> <li>2. - aware of rights - study welfare regulation - influence public for more understanding attitude - take action to bring about changes in welfare system</li> <li>3. - mutual support - share ideas - feedback on policy of agency</li> </ol>	<ol style="list-style-type: none"> <li>1. Sept. /68</li> <li>2. March/69</li> <li>3. May/69</li> </ol>



Executive Director Definition of C.P.

Started	Who Initiated	Sex	Size	Funds	Selection	Meetings	Staff Involved	Arnstein Ladder	Definition	Purpose
67	1. Agency	1. male & female	1. 117 2. 150	1. Agency	1. from part of case-	1. each meets with worker	1. consultant	1. staff supp (consultation) IV	"doesn't know"	
pt./69	2. "	2. male	3. 80	2. Agency	2. agency loads	2. after intake eligibility	2. Leader	2. Therapy II (education)	"elected representatives"	
68	3. "	3. male	4. NK.		4. case-loads	2 sessions	3. Leader	3. Therapy (II)		
	4. "	4. male				3. twice a week	4. Leader	4. Therapy (II)		
	5. "	& female				4. weekly	5. Group Leader	5. Therapy (II)		
		5. female				5. discont.				
1969	Agency	female	N.K.	Agency	Agency	N.K.		1. Manipulation (I)	"Effective involvement through existing channels in actual policy decisions"	To bring about change relevant to their need (citizen and client)
h 69	Agency	female	20	Agency	Agency	Every 2 weeks	consultant	1. Consultation (IV)	"Inclusion of clients in determining policy as a reflection of community feeling"	Make people's opinion heard
within 15 s	1. Staff Workers	female	18 to 20	self-bazars teas	1. Staff	1. monthly	consultant	1. Consultation (IV)	"citizen adhesion at defferent levels"	Not answered
	2. Agency	female	about 60	2. None	2. Staff and self	2. as requested by agency	consultant	2. Manipulation (IV)	"both citizens and clients helping each other without agency setting"	
			Total 2. N.K.						"Involvement of citizens and clients in agency programs"	1. feedback of how w service meets needs 2. a vehicle for all an influence on poli ers (not just hearin reports from experts
. /68	Agency & tenants	mostly female male pres.	200 to 500	Social Committee Fund Raising	Self & agency referred	weekly	C.P. Worker	1. Social Action (IV)	"involvement of all citizens in the plitical structure of society regardless of source of invome"	- human dignity ba - as a social insu against anarchy, civil unrest
h/69	Agency	male & female	40	Agency pays	Self	weekly	C.D.	2. Consultation (IV)		
'69	Agency	female	20-30	N.K.	Self	Every 2 weeks	Staff resource	3. Consultation (IV)		

Purpose	Difficulties	Solutions	Arnstein Ladder	Projection For Ideal Model	Difficulties	So
	<ol style="list-style-type: none"> <li>1. new theory (untested)</li> <li>2. apathy of citizens</li> <li>3. will gov't permit at all levels providing funds?</li> <li>4. clients manipulated by workers e.g. welfare rights</li> </ol>		no level reached	<ul style="list-style-type: none"> <li>- "Expand current services"</li> <li>- "Train staff in use of C.P. then extent to clients"</li> </ul>	<ul style="list-style-type: none"> <li>- Funds</li> <li>- train staff in c.p.</li> <li>- educating clients &amp; community</li> </ul>	<ul style="list-style-type: none"> <li>-ed</li> <li>co</li> <li>-ed</li> <li>cl</li> <li>-tr</li> <li>in</li> </ul>
to bring about change relevant to their needs (citizen and client)	<ol style="list-style-type: none"> <li>1. age of clients (82 yrs. ave.)</li> <li>2. The Care function of Agency restricts citizen involvement in programs but can attempt to change immediate needs</li> <li>3. Lack of trained staff</li> <li>4. Funds</li> <li>5. Youth value - culture</li> </ol>	<ol style="list-style-type: none"> <li>1. education of staff, community</li> <li>2. more staff prepared in C.P. to start programs</li> <li>3. Care facilities in smaller communities get more people</li> <li>4. involved funds</li> </ol>	VI Partnership	<ul style="list-style-type: none"> <li>- "research required" prior to C.P. implementation</li> <li>- "use C.P. in actual care facilities"</li> </ul>	<ul style="list-style-type: none"> <li>- see other list</li> </ul>	-se lis
make people's opinions heard	Apathy of citizen and clients	<ul style="list-style-type: none"> <li>- community development</li> <li>- all staff involved as C.P. workers</li> </ul>	IV Consultation	<ul style="list-style-type: none"> <li>- "organize clients to have some effect on community feeling"</li> </ul>	<ul style="list-style-type: none"> <li>- staff turnover</li> </ul>	non
Not answered	staff resources	<ul style="list-style-type: none"> <li>- larger staff</li> <li>- funds</li> </ul>	VI Partnership	<ul style="list-style-type: none"> <li>- "one client helping another - encourage brotherhood and self help- therapeutic broad eningexperience in grps."</li> </ul>		
<ol style="list-style-type: none"> <li>1. feedback of how well service meets needs</li> <li>2. a vehicle for allowing an influence on policy makers (not just hearing reports from experts)</li> </ol>	<ol style="list-style-type: none"> <li>1. pressure of being accountable for money spent</li> <li>2. machinery for this not set up</li> <li>3. time factor - pressure of heavy caseloads &amp; no time for innovation work</li> </ol>	<ul style="list-style-type: none"> <li>- single delivery service with an admin. unit for C.P.</li> <li>- Solution in deciding it can and will be done</li> </ul>	II Therapy	<ul style="list-style-type: none"> <li>- "Restructuring agency for the delivery of a single total service which includes C.P."</li> </ul>	<ul style="list-style-type: none"> <li>- rigid gov't dept. e.i. statutes and regulations</li> <li>- citizens have no power or authority to exert new direc.</li> </ul>	1.s fro re not the 2.a on ci [and ef]
<ul style="list-style-type: none"> <li>- human dignity basis</li> <li>- as a social insurance against anarchy, civil unrest</li> </ul>	<ul style="list-style-type: none"> <li>- attitudes - public</li> <li>- professional</li> <li>- unequal basis as recipient caught up in financial assistance</li> <li>- limited freedom of choice</li> </ul>	Divorce public assistance from service in social welfare agencies	VI Partnership	<ul style="list-style-type: none"> <li>- "funding charge and change of source of income for recipient."</li> <li>- "encourage recipients setting up organizations"</li> </ul>	<ul style="list-style-type: none"> <li>- political</li> <li>- organizational in Dept. of Social Services</li> <li>- Agency has to be more skilled and consistent to relate to feedback from client grp.</li> </ul>	ed pr

Executive Director Projection for C.P.

Solutions		Arnstein Ladder	Projection For Ideal Model	Difficulties	Solutions	Arnstein Ladder	Agency Projection
		no level reached	- "Expand current services" - "Train staff in use of C.P. then extent to clients"	- Funds - train staff in c.p. - educating clients & community	- educate community - educate clients - train staff in C.P.	no level reached	same as given by executive director
est-pro-ge ds	1. education of staff, community 2. more staff prepared in C.P. to start programs 3. Care facilities in smaller communities get more people 4. involved funds	VI Partnership	- "research required" prior to C.P. implementation - "use C.P. in actual care facilities"	- see other list	- see other list	IV Consultation	acute client participation with feedback process for faster home clientele and possibility for client involvement in policy decisions
	- community development - all staff involved as C.P. workers	IV Consultation	- "organize clients to have some effect on community feeling"	- staff turnover	none	IV Consultation	same as given by Ex. Dir.
	- larger staff - funds	VI Partnership	- "one client helping another - encourage brotherhood and self help- therapeutic broadening experience in grps."			II Therapy	"
for	- single delivery service with an admin. unit for C.P. - Solution in deciding it can and will be done	II Therapy	- "Restructuring agency for the delivery of a single total service which includes C.P."	- rigid gov't dept. e.i. statutes and regulations - citizens have no power or authority to exert new direc.	1. sanction from gov't re practice, not only the concept 2. agreement on organized citizen grps and making them effective	VI Partnership	"
ght	Divorce public assistance from service in social welfare agencies	VI Partnership	- "funding charge and change of source of income for recipient." - "encourage recipients setting up organizations"	- political - organizational in Dept. of Social Services - Agency has to be more skilled and consistent to relate to feedback from client grp.	educational process	IV Consultation	"



4. - Education - job training - job discrimination	N.K.	Agency	male & female	20	none		every two weeks	- 5-6 executives - staff resource	4. social action (IV)
5. community and development project concerns	1968	P.O.S. & N.S.	male & female	30	none	residents of L.S.D.	monthly	staff resource	5. social action (IV)
6. social recreation		Agency	male & female	16	none	drop-in	weekly	staff resource	6. Therapy (II)
7. Therapy and Rehabilitation		Agency	male & female	100	none	self & referral	weekly	staff resource	7. Therapy (II)
8. react to urban renewal stop hotel & motel complex	1968	Agency	mixed	N.K.	none	residents	ad hoc	none	8. social action (IV)
11. Summer information and planning for camps	1969	Agency		20			only during summer		9. social action (IV) 10. social action (IV) 11. informing (III) 12. informing (III)

Appendix H

Table 1

Present Citizen Participation In Public and Private Social Welfare Agencies Showing Highest Level of Participation Attained On the Arnstein Typology:

Public Agencies

Private Agencies

C.P.W.D.	-	VII
C.S.	-	IV
Wpg. N.	-	IV
Wpg. S.	-	IV
Wpg. W.	-	IV
P.O.S.	-	IV

A. & O.	-	VII
J.C. & F.S.	-	VII
C.A.S. of E	-	VII
F.B.	-	VII
C.A.S. of Wpg.	-	VII
N.S.C.	-	VII

Table 2

Present Client Participation in Public and Private Social Welfare Agencies Showing Highest Level of Participation Attained On the Arnstein Typology:

Public Agencies

C.P.W.D.	-	IV
C.S.	-	None
Wpg. N	-	I
Wpg. S	-	IV
Wpg. W	-	IV
P.O.S.	-	IV

Private Agencies

A. & O.	-	VI
J.C. & F.S.	-	II
C.A.S. of E	-	IV
F.B.	-	V
C.A.S. of Wpg.	-	IV
N.S.C.	-	V

Table 3

Definition and Purpose For Client Participation as given by  
Executive Director and Interepreted for Arnstein Typology

Private Agencies

A. & O.	-	VI
J.C.&F.S.	-	IV
C.A.S. of E-	-	No def.
F.B.	-	IV
C.A.S. of W-	-	No def.
N.S.C.	-	VIII

Public Agencies

C.P.W.D.	-	0
C.S.	-	VI
Wpg. N.	-	IV
Wpg. S.	-	II
Wpg. W.	-	VI
P.O.S.	-	VI



Table 4

Ideal Form For Client Participation as given by Executive Director and Interpreted for Arnstein Typology:

Private Agencies	Ex. Dir.	Agency	Public Agencies	Ex. Dir.	Agency
A. & O.	VI	VI	C.P.W.	0	0
J.C. & F.S.	II	II	Care Services	IV	IV
C.A.S. of E.	II	IV	Wpg. North	IV	IV
F.B.	IV	III	Wpg. South	II	II
C.A.S. of W.	II	II	Wpg. West	VI	VI
N.S.C.	VIII	VIII	P.O.S.	IV	IV

Table 5

Classification of Most Frequently stated Problems and Solutions  
For Effective Citizen Participation

	Difficulties		Solutions	
	Public	Private	Public	Private
Staff	C.P.W. C.S. Wpg. N. Wpg. S. Wpg. W. P.O.S.	A. & O. J.C. & F.S. F.B. C.A.S. of W. N.S.C.	C.P.W. C.S. Wpg. N. Wpg. S. P.O.S.	A. & O. F.B. C.A.S. of W. N.S.C.
Organizational Structure	C.P.W. C.S. Wpg. W. P.O.S.	A. & O. J.C. & F.S. C.A.S. of E F.B. C.A.S. of W.	C.P.W. Wpg. W. P.O.S.	A. & O. J.C. & F.S. F.B. C.A.S. of W.
Funds	C.P.W. C.S. Wpg. S.	A. & O. J.C. & F.S. C.A.S. of W. N.S.C.	Wpg. S. Care Services	A. & O. C.A.S. of W.
Client	C.P.W. C.S. Wpg. N. P.O.S.	A. & O. F.B. C.A.S. of W C.A.S. of E N.S.C.	C.P.W. P.O.S. Wpg. N.	A. & O. C.A.S. of W. N.S.C.

TABLE 6

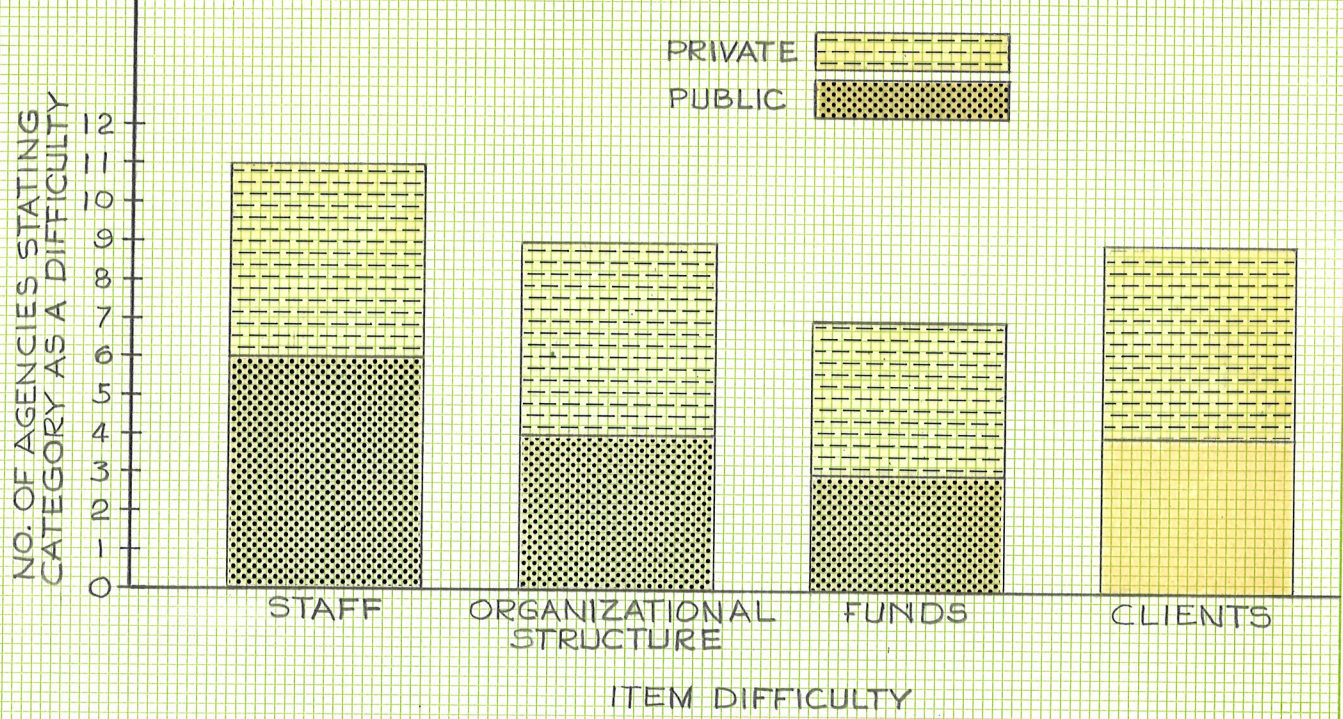


TABLE 7

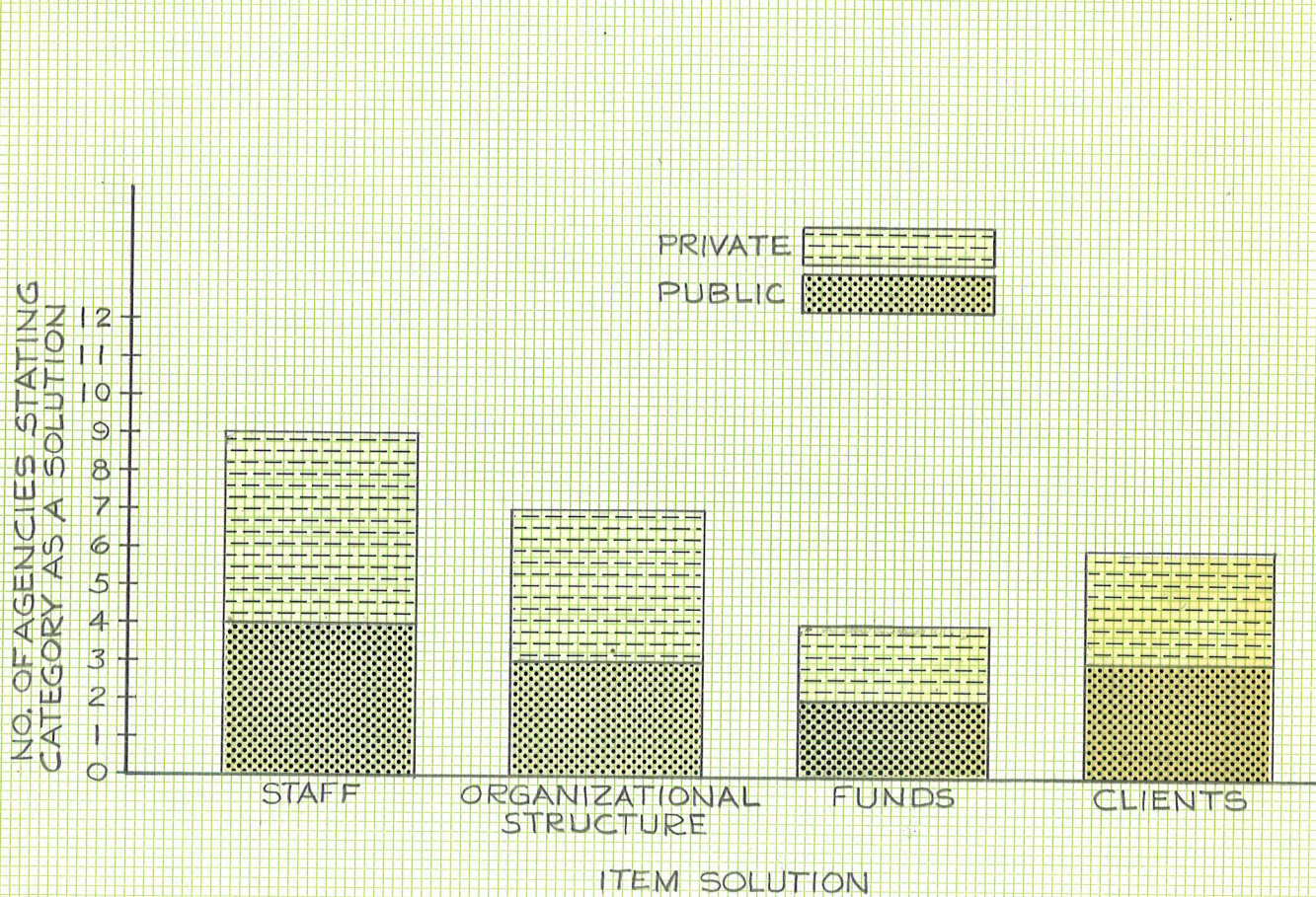


Table 8

The level of Client Participation Attained by the Sample Public and Private Agencies on the Arnstein Ladder Typology:

- A - present client participation in the agency
- B - executive director's definition and purpose for client participation
- C - executive director and agency projected ideal form for client participation

Citizen Control	VIII											BC		
Delegated Power	VII													
Partnership	VI		B			BC	B	AC						
Placation	V								A			A		
Consultation	IV	A	C	BC	A	A	CA		B	A	BC	A		
Informing	III													
Therapy	II				BC				CA	C		C		
Manipulation	I													
Present Agency Services	0	BC	A								B	B		
		C.P.W.D.	C.S.		WPG.N.	WPG. S.	WPG. W.	P.O.S.	A.&O.	J.C.&F.S.	C.A.S. of F.E.	F.B.	C.A.S. of WPG.	N.S.C.
		Public Agencies							Private Agencies					

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