

THE UNIVERSITY OF MANITOBA

SCHOOL OF SOCIAL WORK

A COMPARATIVE ANALYSIS OF THE EXTENT OF THE INVOLVEMENT  
OF THE CONSUMERS OF SERVICE IN SELECTED  
PUBLIC/PRIVATE SOCIAL WELFARE AGENCIES  
IN METROPOLITAN WINNIPEG

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## ABSTRACT

In a democratic society it is difficult to accept the fact that citizen participation in the political sphere tends to favor the involvement of the middle and upper strata of society. It is even more difficult to accept the fact that citizen participation in the field of social welfare is a privilege of the middle and upper strata of society.

But ideologies change and humanitarian values persistently affect our society. Citizen participation and citizen involvement have become common phrases as members of society seek to develop relevant services that meet their basic needs. In the field of social welfare the strategy of consumer participation has been developed but the initiation is recent and the dilemmas are many.

In this study an attempt has been made at determining the nature and extent of consumer participation within the Manitoba social welfare system. As a result of the material obtained it has been found that not only do social agencies accept the idea of consumer participation but that they also accept this participation as having some impact on the decision-making process. It can indeed be said that consumer participation within the Manitoba social welfare system has a promising future.

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## CHAPTER I

### INTRODUCTION

Citizen participation in a democratic society is broadly viewed as the ultimate control of governments and of society through the collaborative decision-making process of the people. This implies that each member of a democratic society is a sovereign individual with the right and power to determine his place and future within that society. But is this a true picture of our modern industrial society? Do we have a power of agency to determine, guide and mold our place in society and the future of that society?

The industrial revolution and the advancement of technology is perhaps the most crucial point in the history of man that relates to man's control over himself, his environment, and the society in which he lives. Wilensky and Lebeaux (1958: p.30) cite two ideological themes that arose as a result of the industrial revolution--"the industrial revolution as a catastrophe; the industrial revolution as an unmitigated blessing." Supporters of the first theme highlighted urban poverty that resulted in the initial stages of industrialization and underlined the moral degradation and social disintegration that followed; supporters of the second theme lauded the material abundance and political freedom that followed.

A culture of capitalism arose from this revolution; a culture that tied people together as a result of the economic values they held. In the early stages of capitalistic development, economic mastery was

synonymous with individual mastery and control over human nature and nature itself through the process of science or rationalization. Emphasis was then placed upon individual initiative which reached its peak in a "laissez-faire" attitude that sought to define all of society in individualistic terms.

A capitalistic culture also maintains the basic idea of private ownership and the free market. Individual ownership and the drive towards accumulation of goods and wealth demands societal conditions that provide attainment of these goals, i.e., "there must be certain favorable conditions under which he [the individual] can compete with others for the rights and privileges of ownership." (Wilensky and Lebeaux, 1958: p.38). In this situation, government or political control is necessary only to preserve the conditions required for a free market system.

In his study of voluntary participation in Canada, Rossides (1966: p.7) defines Canada as a democratic capitalistic country or Liberal Nation State whose essential hallmarks are

the sovereign state and the sovereign individual; a value-idea structure that is futuristic, progressive, secular, scientific (though not necessarily anti-religious); a pluralistic power structure (provincial governments, regionalism, a variety of ethnic groups, contending economic groups, "voluntary groups", etc.); specialized institutional structures; a class system of inequality in which social benefits are distributed according to performance in the struggle against nature and in the management of society and not according to birth or religion or race.

Where does this leave the individual? With the advancement of technology he became "dehumanized" and was treated as a thing, a cost, a labor power, an item useful in the struggle for economic and political power. At the other end of the continuum he had the right to maximize



his potential if he used initiative, energy and opportunity to achieve this goal. But a dichotomy exists in this continuum--man has the right to attain his potential; man is thwarted by the rise of scientific progress or rationalization that necessitates the use of bureaucracy as an expedient and efficient means of control.

Rossides (1966: p.9) makes two distinctions in the process of rationalization: an Early period (1500 - 1850) and a Late period (1850 - present). He suggests that the Early period was subject to individual control of economy and political governments which provided extensive individual participation. The Late period with its maturity in industrial development gave rise to the demand for a more efficient and expedient means of control and mastery that resulted in organizations and bureaucracies.

Countries with highly developed economies, such as Canada, have a high degree of specialization, extensive use of capital and mechanization, and frequent changes and advancements in technology. Each enterprise then requires an organization that will undergo change in organizational goals and structure in order to maintain survival within the society in which it operates.

Every aspect of modern society has been touched by bureaucratic structures

the state (civil service as well as political parties), the economy (the corporation as well as trade unions), churches, hospitals, universities, professional practice, and in the entire range of voluntary organizations. (Rossides, 1966: p.11)

An individual's voluntary participation has been overshadowed in our modern society by corporate capitalism that controls and dictates the future of

society and its members--a control that permeates the field of social welfare.

### The Individual and Social Welfare

To understand the individual's role in the field of social welfare it is helpful to consider the evolution of social welfare services.

England's Poor Laws can be considered as the first organized step towards social security and as Kahn (1969: p.34) suggests, from the fourteenth to the end of the nineteenth century

England . . . permitted the task of developing, controlling, motivating, and exploiting a labor force while necessary capital investment took place to dominate the public policy and provision for treatment of the deviant, the needy, and the poor.

Kahn further suggests that the entire labor force was poor and therefore directly or indirectly affected by the Poor Laws. The individual in need of aid was accorded a "privilege" which eventually became a "right", but only as society considered certain categories of "deserving poor" that could be feasibly financed without foregoing the principle that an individual was responsible for his own welfare. Private charity developed to meet the needs of "worthy" individuals but as Kahn notes, more emphasis was placed on the providers of service than on the consumers of service.

With the advent of technology, Wilensky and Lebeaux (1958: pp. 138 - 147) cite two conceptions of social welfare that represent a societal compromise between the values of individual economic enterprise on the one hand, and security, equality, and humanitarianism on the other. These conceptions refer to the residual and institutional services provided for individuals within a growing, complex, industrial society. The residual

services are utilized when the normal sources of individual need satisfaction have broken down, i.e., the primary group and the market economy, while institutional services are considered a "right" or first line function of a modern industrial society--a society that recognizes the need of assisting individual self-fulfillment due to the complexities of modern day life.

Wilensky and Lebeaux (1958: p.141) further suggest that these services are provided by formal organizations and that "social welfare has really to be thought of as help given to the stranger, not to the person who by reason of personal bond commands it without asking." Legitimization for these services is provided through the humanitarian values and economic feasibility of society and is expressed through public/private organizations that are accountable to society and the changes and influences within the society it serves. Absence of profit is the dominant thrust towards social welfare programs, be they provided through public/private organizations or through industrial/professional welfare services.

While social welfare services have a comprehensive view of human needs, Wilensky and Lebeaux (1958: p.146) point out that the

distinguishing attribute of social welfare programs . . . tend to be aimed directly at the individual and his consumer interests, rather than at the general society and producer interests; that they are concerned with human resources as opposed to other kinds of resources.

While this may be a major concern of social welfare services, the consumers' control or influence on these services is questionable. Technology and urbanization have disrupted agricultural family life where the individual and primary group had met their needs. This disruption forced mobility towards urban centers which promised individuals a share of the

affluent harvest of rationalization. Not all are able to reap this harvest, e.g., the aged and infirm, and require assistance from the industrial complex that had lessened the ability of the individual and the primary group to satisfy needs. The planning for and meeting of these needs must be solved through the political process and through public/private administrative structures that are attuned to the needs of individuals.

This requires the participation of the individuals served and in social welfare could be considered as "the social planning phase of the welfare state--in which human preferences and values, democratically determined, . . . guide allocation of consumption rights and other large areas of public policy." (Kahn, 1969: p.37). This statement by Kahn implies that society must be attuned to the emerging needs of individuals in our complex, ever-changing world. More effective use of the democratic process is required through meaningful participation of all of society's members. He also implies that social welfare services should be provided as social utilities that protect an individual's dignity and view the consumer as a citizen.

#### Citizen Participation in Social Welfare

While the evolution of social welfare services as outlined above has focused on England and the United States, we can assume that Canada has drawn its ideology, planning and implementation of social welfare services from these countries. A basic philosophy towards social welfare also permeates Canada which is reflected in the federal government's endorsement of the 1948 United Nations Universal Declaration of Human Rights. Articles 22 and 25 specifically provide the rationale for social welfare

services that provide the individual with the right to maximize his individuality and potential within society. (See Canadian Welfare Council, 1969a: p.1).

In Canada, as in the United States, there is a growing visible concern about the right of the individual to be truly individual and to maximize his potential in our democratic, capitalistic and complex society. A strategy to achieve this right is now focused upon citizen participation and there is a concern about the degree and kind of citizen involvement that is taking place in social welfare and in public/private affairs.

The Canadian Welfare Council (1969a: p.16) in their statement on Social Policies for Canada, Part I, suggest that

sound development of social policies and programs demands the active involvement of the citizen in planning: in the process leading to decision-making, in implementation of the decisions, and in testing and evaluating the results through feedback of opinion. Social policies and programs are intended to meet the needs and serve the interests of the individual citizen, living in community with his fellow man. The citizen therefore has a legitimate interest in the objectives, content and effects of these policies and programs; their planning and their adaptation to changing circumstances will benefit from his active involvement.

In the area of social planning, citizen participation is generally expressed through the political system, through citizen advisory boards in public welfare, and through the committee and board structure of voluntary agencies. Traditionally, the "elites" or professionals of society have occupied these privileged positions as they planned for a complex, diversified and institutionalized society. Influence has been on the side of the affluent expert; the underprivileged or economically poor have been the least effective in influencing action relative to their needs.

Society's humanitarian interest in participation by the poor has

given rise to social action and social reform that seeks to negate the situation of the voiceless poor through organization of the poor into a more effective political voice. Administrators of bureaucracies, organizations, and professional groups must be attuned to the need of eradicating social problems and injustices that resulted through the alienation of the poor from vital urban life. A planned strategy here is to involve the poor in urban affairs.

Three approaches for the participation of the poor have been proposed by Frieden and Morris. (1968: p.180). The first relates to the community development activities that seek to motivate the poor and to provide technical education at the "grass roots" level of social organization. The question arises of how this organization can be fitted into the intricate political and economic processes of a larger society.

The second approach involves political action and the dilemma of transforming negative protest into political action. Again a question arises--will the organized poor have a contribution to make as they face the professional elites of society and will they be able to participate in meaningful social planning.

The third approach concentrates on the restructuring of existing social institutions to the point that the organization becomes responsive to contemporary problems and citizens of the society the organization serves. Every individual depends upon large bureaucracies that are required to operate the modern urban complex. A problem emerges in defining how an ordinary citizen secures attention from organizations that are designed to deliver services through a standard procedure that is

concerned with quantity rather than individualism.

Social welfare services have been provided for years in the hope of eradicating poverty and social injustices. Services have been planned for the consumers but "the poor are still with us!" A revolution is now taking place in the field of social welfare--a revolution that demands the involvement of citizen participation in the planning and execution of social policies.

In a speech delivered by the Honourable John Munro (1969: p.2), Minister of National Health and Welfare, citizen participation is defined as

the participation of citizens at all levels of our society. Not only the traditional participation of the privileged and middle classes, but also the participation of the poor, of members of minority groups and of individuals who, for various reasons, have become alienated from the mainstream of our society.

He further suggests that the participation of the citizen living in the poverty sub-society ". . . is an essential pre-condition of any successful program aimed at ending poverty." (p.3).

This theme is echoed in the Canadian Welfare Council (1969b) staff submission to the Senate Committee on Poverty. The poor are a minority in Canada but have no effective political voice to eradicate their problems and injustices. Another perspective provided in this report is the fact that Canada followed the United States in the War on Poverty by holding a federal-provincial conference in 1965 but no concrete resolutions were determined as to the measures that would be undertaken to alleviate poverty and to what extent the provincial and national funds would be utilized for these measures. The report further suggests that many people

still adhere to the nineteenth century doctrine of three concepts for social and economic progress that should eradicate poverty--political democracy, high productivity and universal education. (p.4).

These concepts tend to perpetuate benefits for the middle and upper class stratas of our society who have the time, affluence and head-start to maximize the three concepts. Our poor are serviced by social welfare bureaucracies that tend to focus on bureaucratic goals rather than on human goals--organizations that are staffed by professional social workers. As suggested by Wade (1969: pp. 235-236)

the poor are a culture apart, . . . we [social workers] run "stifling welfare monopolies" . . . we have knowingly aided and abetted a process of "welfare colonialism" by which, . . . social work serves to "get the people adjusted, so they will live in hell and like it too."

Traditional social welfare services must give way to the social planning stage of social welfare policies. Political, economic and professional recognition has been given to the issue of meaningful citizen participation in the development of sound social policies and this idea permeates the current social welfare field. Most important of all, the consumers of service must be involved in the planning of the services so vital to their daily life.

The aim of this descriptive-diagnostic study will be to determine the extent to which the Manitoba social welfare system, represented by public/private social agencies in Metropolitan Winnipeg, have accepted, integrated and implemented the concept of consumer participation in the decision-making process of social welfare agencies. Recognition will be given to the traditional concept of citizen participation and the extent



to which the consumers of service have been incorporated into meaningful citizen participation.

While the participation of the user of service is a recognized fact but a recent phenomenon, difficulties and their implications for attaining this participation will be explored as well as the solutions used by the various agencies. Through this study it is then hoped that some descriptive-diagnostic picture of consumer participation within the Manitoba social welfare system will be achieved.

## CHAPTER II

### REVIEW OF THE LITERATURE

In exploring the concept of citizen participation in the field of social welfare, it is useful to consider a framework that includes theories related to social welfare planning, organizational structure and citizen participation. Included will be a discussion on the nature and extent of citizen participation in the current field of social welfare.

#### Social Welfare Planning

Our highly advanced urban society with its rapid change and ferment demands the initiation of new strategies for purposeful participation of individuals with a view towards comprehensive social planning. The democratic process ideally represents constituents' desires, interests, and needs that are expressed through elected representatives and control of governments. A growing concern in our society recognizes that this ideal participation is more readily utilized by the affluent middle and upper strata of society.

Frieden and Morris (1968: pp. 1-8) trace a history of social planning in the United States which started shortly at the close of the nineteenth century. The Industrial Revolution with its dramatic effect on human life had disrupted agricultural society and movement towards an industrial society occurred shortly after the Civil War. Influx of immigrants seeking prosperity in the "new way of life" brought social pro-

blems that provided the stimulus for problem-solving. Rapid urban industrialization brought the unskilled laborer, created overcrowded urban centers, child labor, concentrated poverty, growing deviancies expressed in crime and juvenile delinquency, and the deterioration of core areas of cities into growing slums. These events forced experts and citizens to draw together to plan a better life for all of society's members.

Following World War I, several planning groups, e.g. city planners and sociologists, formed distinctive patterns of work and social welfare "became more and more a profession and less a calling, giving its first attention to financial and psychological help for underprivileged individuals rather than to the social causes and remedies for the distress." (Frieden and Morris, 1968: p.3). World War II saw a reawakening of social planning due to the "war effort" and legislated rights such as Old Age Security and Unemployment Insurance became accepted services that recognized the "dignity and worth of an individual" caught in the complexities of urban life and unable to achieve self-fulfillment due to the nature of the society in which he lived. This is referred to by Kahn (1969: p.35) as the "social security phase of the welfare state."

Technological advancement in our modern society has created the demand for a new phase in social welfare planning that will include the development of new strategies including the strategy of citizen participation on all levels of society in the social welfare field. In his study of social planning in the United States, Perloff (1965: pp. 297-304) suggests that there are certain inherent strengths in the traditional concepts of social planning that can be combined with new requirements. He

suggests that the recognition and resolution of social problems has become an accepted fact by society and is executed through the voluntary and democratic processes that have been built into social planning organizations. While social problems have been studied in depth and the need for constant re-evaluation of organizational activities towards resolution of these problems has been accepted, he notes that meaningful co-ordination and integration of services has not occurred. Perloff's view is that this kind of social planning could be obtained through joint governmental-voluntary social planning where improvement in planning of services has developed in both spheres and the function of each is clearly defined.

Perloff (1965: p.298) urges that due to "the nature of social problems which are of major concern, social planning must involve forces in the community other than those directly represented by the governmental and voluntary agencies." The implication here is that the major forces of a community, particularly the economic forces, are required to become directly involved with social planning if there is to be "a community coalition directly aimed at involving the broad spectrum of community forces in planning an integrated and continuing attack on the major social problems." (p.299). He further suggests that this citizen group involvement is essential to this coalition for they may not be represented in the economic, business, labor or developmental agencies. These agencies are vital in the development of citizen participation strategies and a study of some of the concepts related to organizational theory clarify this position.

### Organizational Theory

In the field of social welfare all services are provided through

complex, bureaucratic organizations that are either under voluntary or government auspices. Basically these social agencies can be considered as having specific goals, are formal organizations, and produce a service that is evaluated by significant groups within the environment where the agencies exist.† As Zald (1965: pp. 401-403) suggests, failure to produce a satisfactory level of service leads to a decline in support for the organization while a lack of consensus on the value of services can lead these services to relevant control and the control of professional groups.

To effect stability and support these social agencies are then forced to achieve and maintain a satisfactory relationship with the various significant groups found within the environment. This is essential if the agencies are to survive. The relationship of these groups to the agencies can be present in one of two ways--either vertically or horizontally. In a vertical relationship the group may have a greater or lesser degree of authority than the agency itself. An example of this would be the effect of a government body on a public agency's goals, activities and future. A horizontal relationship is similar to the relationship found between peer groups and an example would be the relationship of two direct service agencies.

Environmental influence is then important in determining an agency's present and future activities and is expressed through the influence of superiors, e.g., funding bodies, peers, e.g., other agencies, and inferiors, e.g., the consumers of service. This does not exclude the fact that social agencies have control over their own destinies but does emphasize the idea that social agencies are open systems that constantly

exchange energy and information with their environment in order to maintain a steady state. Any disturbance within this system, e.g., the input of a new component, leads to a re-establishment of the steady state. If the disturbance is prolonged, the system then reacts by establishing another state.

This concept is important in understanding the relationship between social agencies and the consumers of service which is the focus of this study. If we accept the fact that the consumers of service are significant vertical inputs that influence an agency's functioning, then it follows that the agency must respond to the interests and desires of this group by including them in the decision-making process in order to maintain a steady state. We know that the influence of consumers in this process is a recent activity in the field of social welfare and that social agencies have tended to concentrate on the involvement of the traditional, significant groups. This can only mean that social agencies are either out of touch with the consumer and his needs or they act as a buffer between the consumer and important decision-makers. In either case the agencies are not fully responsive to the needs of an important element within the immediate environment.

An effective method in dealing with this situation is the use of consumer participation within the agency's decision-making process. This requires a change in the agency's structure and also in the attitudes of its staff. Within an organization we can also consider vertical and horizontal relationships between staff. A vertical relationship would include the relationship of social workers, administrators, and board members

in private agencies or upper management in public agencies. The horizontal relationships would include entire groups of workers, groups of middle managers, and the board members as a group or the upper managers. In spite of these relationships all could become catalysts for change in agency policy. As these staff members are also part of the agency's open system, the steady state will be affected by the extent to which agreement and disagreement exists around the agency's present and future activities.

In applying the concept of consumer participation within the decision-making process we can consider that this is a "disturbance" to the system in view of the fact that social agencies have tended to focus on the traditional forms of citizen participation. The current social welfare field has recognized that consumer participation is essential if social agencies are to provide services that are vital to the consumer in satisfying his needs. This necessitates organizational change that allows for consumer participation and a change in staff attitudes that will lead to successful implementation of this strategy. The concept of consumer participation in the decision-making process is a recent phenomenon and the dilemmas are many. Of significant importance is the dilemma of defining, establishing and maintaining a delicate balance between consumer participation and professional expertise. This dilemma is not readily resolved and is evident in the current field of social welfare.

#### Citizen Participation and Social Welfare Services

Citizen participation has been present in some form throughout the history of social welfare. England's Poor Laws are the first step towards the welfare state where the government had initiated a system of

welfare for indigent people. Control of governments at that time was in the hands of wealthy influential citizens who expressed a humanitarian interest in alleviating human misery. Philanthropy also became prevalent to ease the sting of remedial services but more attention was focused on the donor than on the consumer.

With the mobility towards industrialization and urbanization, residual and institutional services were created by society's humanitarian leaders in an effort to aid individuals caught in the dilemmas of a changing society. Categories of "deserving poor" were established to aid the "worthy deviant" who could not achieve self-fulfillment due to the nature of the society in which he lived or due to his own condition.

These humanitarian services were provided at a time when society believed the individual to have the ability to determine his own future-- a philosophy that continues to permeate society and co-exist with a humanitarian value. At all times the planning and execution of these services was concentrated in the hands of the planners and powerholders with the consumer having no voice in the decision-making process of services so vital to his day to day life.

Form (1964: pp. 69-101), in his analysis of power situations provides a framework for determining the type of citizen that held a policy-making position 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, moral 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 dis-



tributed to keep a person alive but not to the point that an individual would forgo 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 held power in proportion to the power they held in the political and economic spheres. It was at this time that public/private organizations arose to plan and implement social welfare services. Organized interest groups arose in other areas-- government, business and labor, and with the crystallization of bureaucracies, power was retained by the managerial executives that staffed these organizations.

An age of co-operation arose with World War II as a nation sought to maximize the "war effort". Form (1964: p.80) states that welfare was admitted into the "power club" at this time and representational power was provided for important segments of society with influential citizens from the community placed on public advisory committees and private boards. Following the war an effort was made to return to the interest group pattern but Form suggests that some consolidation 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 bureaucracies.

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 on-

going, 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 suggests that this is a "political phase" where the democratic process is truly utilized to represent constituents' desires, needs and control. Immediately a dilemma arises in this type of social planning-- the dilemma between participatory democracy and professional expertise.

Burke (1968: pp. 287-294) provides five strategies that may be used in attempting to resolve this dilemma--education-therapy, behavioral change, staff supplement, co-optation and community power. Education-therapy he defines as the teaching of the democratic process to individuals, e.g., Murray Ross' "process goal" of community organization where citizens working together to solve community problems learn the democratic process and the value of co-operative problem-solving effort. Another focus for this strategy is to develop self-confidence through a therapeutic group experience.

In behavioral change the techniques may be similar to those of education-therapy but the focus is to accomplish a specific task through group effort. This strategy is aimed at influencing individual behavior through group membership but change is not necessarily relevant for the focus is upon the accomplishment of a specific task.

Burke refers to the staff supplement as the oldest form of citizen participation that ties in with the history of volunteer work within social

agencies. The volunteer is attuned to the organization's aims and expends energy in pursuing the agency's goal. Opportunities may exist for the volunteer to assist in determining policy but there is the possibility of this becoming a sanctioning element for the agency's decisions. This is true in the strategy of co-optation where influential elements from the community are invited into the organization to reduce the threat to organizational stability and power these new elements may otherwise hold. Burke notes that a common procedure used by organizations is to use citizen groups that already exist in the environment. While these members are permitted a place in the decision-making process, their threat is neutralized by the honorary rewards the organization may offer. This is actually the first strategy that formally recognizes the involvement of new elements in an organization's decision-making process.

Community power is defined as the ultimate of citizen control and power that influences organizational change through the use of conflict strategies. Burke (p.292) suggests that the "conflict strategy works best for organizations committed to a cause rather than to specific issues or services."

The conclusions that Burke draws from the use of these strategies is that the behavioral change and staff supplement work best in community action programs. The latter recruits citizens either from the community or the consumers of social welfare agencies and utilizes their particular talent and knowledge for furthering an organization's goals. Behavioral change is considered "useful in overcoming what is commonly referred to as the 'politics' of the planning process"--value preferences are aired

and significant opinions sought in the planning stage of services that will optimize co-operation. (p.293). Co-optation demands skillful handling of the new members so that an organization's goal achievement is not threatened, and power-conflict strategies demand a powerful leader who can instil the desire to pursue a cause in the eyes of his followers.

In the final analysis Burke views citizen participation as being an accepted fact in our modern day society. The degree to which an individual will be allowed to participate is open to question for powerful bureaucracies are introducing constraints while staff further individual participation. Social welfare services are intended to meet the needs and serve the interests of the individual citizen which implies the concept of consumer participation in the decision-making process of services. This participation raises the need for a critical balance between participatory democracy and professional expertise and has yet to be resolved in the Community Action Programs utilized in the War on Poverty in the United States.

This federal scheme can be considered as an example of a nation that recognized and provided legal sanction for participation of individuals. Grossman (1968: pp. 432-447) traces the development of Community Action Programs that receive sanction under Title II, Part A of the Economic Opportunity Act of 1964. This Act represents a nation's concerted effort in eradicating human misery, poverty and want through the use of individual involvement in poverty programs--an involvement that included the participation of the people living within the poverty sub-culture. The consumer of social welfare services was then given legal recognition

for involvement in the decision-making process of the very services that affected his daily life.

This had resulted from studies of the Ford Foundation projects, e.g. Mobilization for Youth and the President's Commission on Juvenile Delinquency, which pointed to the need for "maximum feasible participation of the residents of the areas and members of the group to be served." (Grossman, 1968: p.437). These projects had shown that organizations were not geared to recognizing or absorbing these new elements and the participants themselves had revealed gaps in social welfare services that took priority over actual participation.

Grossman suggests that this led to the recognized need for a community-wide agency that would provide an "umbrella" pattern of coordinated services. The Act was also amended in 1966 to require representation of the people being affected by programs in the war on poverty. A minimum of a third representation on planning committees was required by federal law before funds could be used for the program the community wished to implement. This amendment guaranteed the participation of the poor.

Grossman (1968: p.445) considers two themes of community action programs that are necessary for successful planning---

1. a comprehensive approach that involves successful planning and co-ordination of resources to meet the overall needs of the community;
2. the participatory approach that raises the issue of consumer participation versus the participation of elites who are accustomed to plan for the individual rather than with the individual.

Two examples of community action programs are presented to clarify this situation--the Woodlawn Experiment and the Syracuse Crusade For Op-

portunity. The Woodlawn Experiment as outlined by Silberman (1968: pp. 183-197) can be viewed as the successful application of conflict strategy in attaining participation of the poor. In the Chicago slum of Woodlawn, a federation of eighty-five or ninety groups was created in 1960 and named The Woodlawn Organization. This represented the first co-operative effort on the part of clergy, business, neighborhood associations and social groups to mobilize the negro community towards community problem-solving in the face of negro apathy and anomie.

In attempting to implement community organization, the T.W.O. invited Saul Alinsky, the founder of the Industrial Areas Foundation, to break apathy and to stimulate community organization that would lead to citizen involvement in the planning and resolution of community problems. Alinsky related the concept of organizations to that of power--a power that would be noticed and heard. The method used was to consolidate members of various community segments that would be affected by a specific decision, e.g., Woodlawn was to be put through an urban renewal scheme that would have displaced hundreds of negro families for an extension of the University of Chicago's facilities and a new residential area.

The University's plan shocked the Woodlawn residents and local merchants and unless they could be organized quickly into a powerful protest group that would gain a place on the committee deciding the future of Woodlawn, the residents would wake up one morning and face wrecking crews in their front yards. As T.W.O. was not responsible to any city bureaucratic structure and had provided Alinsky with funds in advance, Alinsky was able to successfully mobilize residents of all community levels into a power

group that confronted City Hall and demanded a place in the scheme's decision-making process. The strategy was successful and is the "community power strategy" as outlined by Burke that leads to the "political phase" of power suggested by Form and the "community coalition" referred to by Perloff.

Unsuccessful implementation of individual participation has been focused upon by Moynihan (1969) in his study of community action programs. He notes the more than nine hundred grants that were made for the establishment of these programs and while he concedes that several positive changes took place, e.g., Head Start and Neighborhood Legal Services, the majority of the benefits went to the administrative staff utilized in these programs, i.e., the executive, technical and professional staff. Moynihan (1969: pp. 132-134) specifically describes the events in Syracuse, New York, where an organization originally established under the President's Committee on Juvenile Delinquency was transformed into the Syracuse Crusade For Opportunity following the enactment of the anti-poverty program.

In a city that had a ratio of approximately one negro to every fourteen whites, the board initially consisted of a white majority. At the same time the Syracuse University received a grant from the Office of Economic Opportunity to establish a Community Action Training Center where students could experiment with new approaches for involvement of the poor and the management of organizations such as the Crusade.

Tension mounted and in early 1966 the white director of the board resigned his job and was replaced by a militant negro. Conflict strategies were taught in order to effect change through the use of force and mili-

tants joined the group. Sanction for the organization was threatened by both the national council and the militant participants. Efforts such as job training programs had effected little change and a Republican Mayor was re-elected in 1965 "largely because of the intense opposition, even harassment, directed against him by the various poverty groups." (Moynihan, 1969: p.133).

Moynihan (1969: p.133) suggests that there was little true participation by the poor in the operation of the agency and "of some eight million dollars expended by mid-1967, about seven million dollars had gone for salaries." In July, 1967 the O.E.O. placed the community action program in trusteeship and appointed two white and one negro trustee.

These two examples illustrate the dilemmas of social reform that seeks to utilize the strategy of citizen participation on all levels of society in the decision-making process of social welfare services. This dilemma has yet to be resolved for while the War on Poverty provided sanction for "maximum feasible participation", the poor are dependent upon large bureaucracies for their survival and face obstacles in creating a power base that will influence social planning. Dubey (1970: p.79) suggests that "whenever the poor press their demands . . . the community power structure withholds access to economic resources and brings coercive power to bear. . . ." This demands the creation of a power base for the poor by allowing them control over programs and funds but not as puppets of professionals associated with the program. (Brody, 1970: p.73).

Comprehensive social planning is also required but is meaningless if lower socio-economic classes do not utilize the service. This enhances



the participation of indigenous workers who can bring about this use through their ability to communicate with the poor and to provide feedback of opinion on program efficacy.

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 dilemmas presented by citizen participation.

#### Thesis Proposal and Operational Definition of Citizen Participation

In the above discussion the concept of citizen participation has been explored from the viewpoint of the development of social service planning, organizational theory, and the implications of citizen participation in the field of social welfare. A basic theme is the involvement of the individual in the decision-making process of social services from the traditional elite to the recent phenomenon of involving the poor and the recipients of service.

Traditional participation in the field of social welfare has recognized the legitimate involvement of citizens on advisory boards of welfare agencies and the boards of private social agencies. The complex nature of our modern society has increased the concern that portions of society have been alienated from the mainstream of present day life. The United

States War on Poverty has highlighted this concern and made it a visible phenomenon as a nation and individuals struggled to achieve "maximum feasible participation" that cut across all levels of society in effecting sound social planning. Citizen participation as a strategy requires a precise definition of what is meant by citizen participation, what means will be used to implement it, what agency resources will be required, and what voice citizens will have in planning decisions.

In this descriptive-diagnostic study citizen participation will refer to the involvement of the consumers of service in the decision-making process of private/public social welfare agencies. Arnstein's (1969: pp.216-224) continuum typology of citizen participation will be used for defining which of the consumer activities found in these agencies are actually an expression of citizen control, token participation, or forms of manipulation. Each activity and the purpose of the activity will be examined to determine if they affect the decision-making process or are focused upon meeting social concerns. Burke's five strategies will be applied to each activity to determine where these citizen participation strategies focus on the continuum. An extension will also be provided to Arnstein's continuum to include the provision of direct services by agencies which involves the participation of individuals as consumers but not as participants in the decision-making process.

In Arnstein's typology a continuum of citizen participation is provided by eight levels that determine the amount of power or control the "have not" citizen receives from the powerholder.

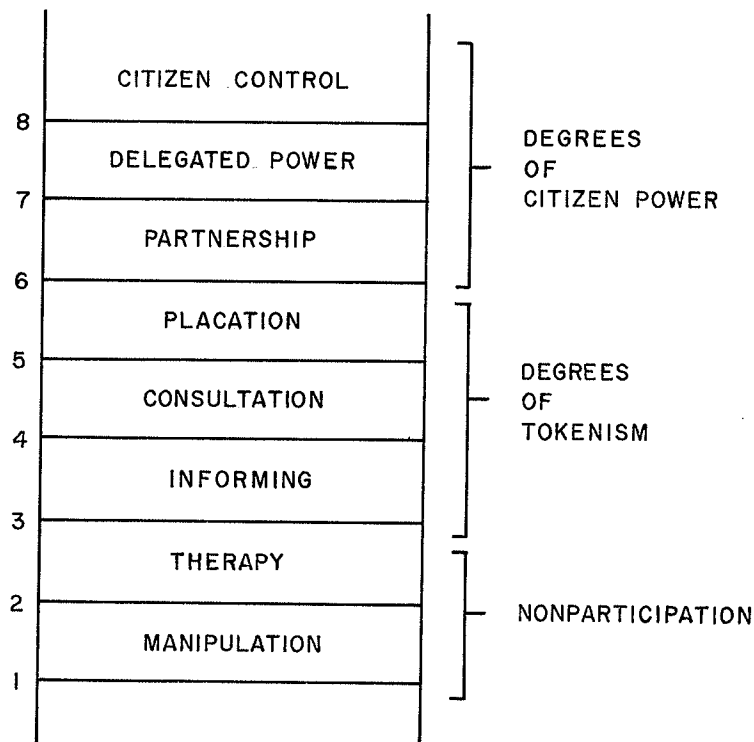


Figure 1 Arnstein's Typology of Citizen Participation

The bottom two rungs of this ladder are termed Manipulation and Therapy which are organizational devices that seek to "educate" or "cure" participants but offer no opportunity for participation in the decision-making process. Arnstein's example of manipulation is the invitation of local residents by Citizen Advisory Committees in urban renewal schemes where the emphasis is on information gathering and good public relations but where the final decisions are controlled by the traditional elite bureaucrate. In the use of therapy Arnstein suggests that this strategy is aimed at curing the individual's pathology rather than creating a just society that would negate the conditions that victimize the individual.

The next three rungs, Informing, Consultation and Placation, are viewed by Arnstein as being degrees of token participation. Informing is usually viewed as the distribution of information from the organization to the individuals affected by the organization. No attempt is made to provide a channel of communication from the individuals to the agency. In the use of consultation a "two-way street" of information is provided but there is no assurance that citizen ideas and concerns will be dealt with. Placation as a strategy does place citizens on boards but these are hand picked by agencies. In addition the citizen is allowed to advise but the powerholders reserve "the right to judge the legitimacy or feasibility of the advice." (1969: p.220).

The final rungs of the ladder, Partnership, Delegated Power and Citizen Control, are degrees of citizen power. In the use of partnership citizens and powerholders share planning and decision-making responsibilities which precludes unilateral decisions. Arnstein suggests that this strategy is effective in communities where citizen leaders are held accountable to an organized power-base. Funds for the citizen group leaders and the hiring of their own professional staff also enhances the use of this strategy.

Delegated power would refer to instances where an organization has devolved full power upon a citizen group for the actual planning, implementation and evaluation of a particular program. This strategy places the powerholders in a position that requires them to bargain with the citizen group as required.

Citizen control would be a strategy used by citizen groups where

they have guaranteed rights to manage organizations, have full control of policy decisions, and can "negotiate the conditions under which 'outsiders' may change them . . ." (p.223). Arnstein suggests that the model here would be that of neighborhood corporations with no third party between the corporation and its source of funds.

In view of this continuum of citizen participation and the extension to the continuum, this research study will be a descriptive-diagnostic study of the nature and extent of consumer participation within the Manitoba social welfare system as represented by primary private/public social welfare agencies in Metropolitan Winnipeg. Recognition is given to the fact that consumer participation is a recent visible phenomenon in the social welfare field and necessitates the exploration of inducements and impediments to the successful application of this strategy. Attention will also be focused on the future plans agencies have for implementing citizen participation that involves the consumer of service as opposed to the traditional elite.

## CHAPTER III

### RESEARCH METHODOLOGY

The preceeding chapters have provided a resume of citizen participation in the field of social welfare from the traditional involvement of the elite to the recent phenomenon of consumer participation in the decision-making process of social agencies. The intent of this study is to determine the nature and extent of consumer participation within the Manitoba social welfare system. A descriptive-diagnostic method has been chosen in view of the fact that consumer participation is a recent phenomenon in social welfare.

#### Scope of the Thesis

In this study citizen participation will refer to the involvement of the consumers of service in various agency programs. The intent is to determine which of these activities affect the agency's decision-making process or are focused on meeting various client concerns.

To determine the level of consumer participation twelve primary social work agencies were chosen in Metropolitan Winnipeg. Those agencies that provide field placements for the School of Social Work were used in order to maximize agency co-operation. In determining whether agency structure had any effect on the nature and extent of consumer participation a comparison was made between six private and six public agencies. In each the level of inquiry is that of the executive director.

Throughout this study it was assumed that all executive directors and agencies had some idea of citizen participation that included the consumers of service, were committed to the idea of citizen participation from all levels of society, and had either initiated consumer involvement or planned to do so in the near future. It was also assumed that each executive director and agency had future plans for increased consumer involvement, particularly in the decision-making process.

One of the variables noted in this study was that executive directors would differ in their perceptions of the definition and purpose of citizen participation. This affects how they perceive implementation of consumer participation, recognition of the problems and solutions, and future planning.

#### Problems and Limitations

1. Several problems and limitations are present in this study. The major limitation is the small sample population of primary social work agencies and the exclusion of secondary agencies. Relatively few client activities were found in the sample agencies which provides a dearth of material for analysis. Exclusion of the secondary agencies also precludes a comprehensive study of citizen participation and data for a comparison between primary and secondary agencies.

2. The sample population used in this study is also limited and not truly representative of the Manitoba social welfare system. It does provide a sampling of the agencies used by the School for field placements.

3. By using only one level of inquiry it is also impossible to compare what the executive director and his staff consider to be the level

of citizen participation in their agencies. In one instance it is known that a client activity exists that has exerted some influence on the agency's decision-making process through feedback of opinion and where staff are heavily involved but this activity was not acknowledged by the executive director.

4. Another limitation is the fact that client participation is a recent phenomenon in the field and activities of this nature have only been initiated within the past two years. Because of this the study limited itself to those activities present as of January 1, 1970 which does not take into account approximately 3 - 4 client activities that existed prior to this date.

5. The final limitation is the lack of an adequate knowledge base and experience among the research group in undertaking a study. In some instances insufficient data was obtained which precluded an analysis of the composition of the groups, frequency of meeting, funding, and the relation of group membership to the agency client population.

#### Interview Schedule

An open-ended questionnaire was chosen for this study and initially was divided into three parts:<sup>1</sup>

1. The executive director's perception of citizen participation:--this included what the executive director understood citizen participation to be, when he first became aware of this and how, whether he believed it was a new phenomenon in social welfare and why, what he believed could be

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<sup>1</sup>Refer to Appendix B, p. 75, for pre-test questionnaire.



achieved through its use and what forms this participation could take.

2. The extent to which citizen participation had been implemented in the agency:--clarification was provided for the executive director, if required, that citizen participation in this study referred to the participation of the consumers of service in the decision-making process. The questions in this section related to the various client activities present in the agency and a description of their nature, purpose, membership and funding. Information was also requested as to who had initiated the groups, the effective dates, whether the agency had legitimized the groups, what problems had been encountered in the use of citizen participation activities, what was the attitude of staff and whether the executive director was committed to the idea of furthering these activities.

3. Future planning related to citizen participation:--in this section the projected views of both executive directors and their agencies for citizen participation in the next five years were requested as well as information about the obstacles the executive directors foresaw. The final questions related to whether or not clients had requested different forms of participation and the extent of their requests.

#### Pre-test

In testing out the questionnaire two private and two public agencies were chosen; both private agencies were secondary social work agencies. The pre-test revealed initial confusion among the agency directors about the study's definition of citizen participation, i.e., the involvement of clients in the decision-making process, and each executive director placed emphasis on the traditional forms of participation that excluded

the consumers of service. In one case a client was a member of the board but generally the executive directors focused upon recipients as the consumers of service rather than as participators in the decision-making process. There was also little client activity in terms of client groups and the executive directors listed such problems as basic need fulfillment among clients being greater than the need to participate, the fact that client participation was a recent phenomenon, the lack of commitment and knowledge in this area among staff, an insufficient number of staff and lack of funds for client participation activities.

As a result of the pre-test it was determined that insufficient data would be available for an exploration of the extent these social agencies had undergone organizational change in order to accommodate effective consumer involvement. The study's focus then shifted to a description of client activities and a judgment was made on the extent to which these activities affected the decision-making process. This was determined from the purpose of each activity. Attention was also focused on the influence executive directors had over client participation through a description of their personal views, and a tentative future for client participation was obtained through a description of the executive directors' and agencies' projection for this activity.

A separate section in the revised open-ended questionnaire was devoted to the participation of community citizens in agency programs which helped to distinguish the consumer activities.<sup>1</sup> An initial section was also placed in the questionnaire to obtain data about the agency

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<sup>1</sup>Refer to Appendix B, p.78 , for revised questionnaire.

structure, executive director, client population and agency staff. While this data was not used in the analysis the section served as a comfortable prelude to citizen participation in the personal interviews. In each case the executive director was interviewed by two members of the research team.

### Method of Analysis

In proceeding with data analysis to determine the level of citizen participation in the twelve sample agencies, five main areas were chosen. These are:

1. Client Activities
2. Executive Directors and Citizen Participation
3. Future Projection for Citizen Participation
4. Problems and Solutions
5. Conceptualization of Data

In the client activity section the six private and six public agencies are described separately in order to effect a comparison between the two agency structures and the effect this has on client participation. In each case the activities are grouped according to those activities that affect the agency's decision-making process and those that revolve around various social concerns. Each activity is then described as to purpose, who initiated the activity and which of Burke's five citizen participation strategies were used, i.e., education-therapy, behavioral change, staff supplement, cooptation and citizen power.<sup>1</sup>

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<sup>1</sup>Refer to Chapter II, pp. 20-22 for a description of Burke's citizen participation strategies.

In the second section the similarities in the executive directors' definition and purpose of citizen participation are also grouped with varying definitions being described separately. Groupings are also made of the similarities in the projection section.

The fourth section deals with the problems and solutions noted by the executive directors and these are divided into five main areas:

1. Clients;
2. Funds;
3. Organizational Structure;
4. Staff;
5. Other.

Following this an overview is presented of the level of citizen participation found within these twelve agencies. A link is then made to Arnstein's typology of citizen participation in an effort to conceptualize the data obtained.<sup>1</sup> As Arnstein's typology refers to the various levels of power "have not" citizens possess in the decision-making process, an extension was added to this continuum of citizen participation which allows for those activities, personal views and projections that focus upon the provision of direct services as opposed to participation in the decision-making process.

With each agency the client activity that achieved the highest level of participation according to the continuum was chosen and plotted as A. The same method was used for the executive directors' definition


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<sup>1</sup>Refer to Chapter II, Fig. 1, p.29 for a description of Arnstein's ladder of citizen participation.

and purpose which is plotted as B, and the future projection for citizen participation is plotted as C. Groupings are then made of similarities and attention is focused on the levels of citizen participation where the agencies tended to concentrate.

A link is also made between Burke's citizen participation strategies used in the activities and Arnstein's typology in an effort to determine at which level on the participation continuum these strategies tended to concentrate. In each case the strategies and the level of participation have not been applied in a predetermined manner.

In the summary an overview will be made of the current level of consumer participation in the twelve social agencies which will also include a comparison between the private and public agencies.



## CHAPTER IV

### ANALYSIS OF DATA

For the purpose of this descriptive-diagnostic study the level of consumer participation present in the Manitoba social welfare system will be determined through an analysis of the client activities found in the twelve sample agencies as of January 1, 1970, the executive directors' personal opinions regarding client participation, and the executive directors' and the agencies' projection for this participation in the sample agencies. Included will be an analysis of the problems and solutions related to this activity as identified by the executive directors. This data will be analyzed using Arnstein's typology of citizen participation in an effort to conceptualize the level at which these private/public social agencies view clients within the decision-making process.<sup>1</sup>

Of the six private agencies studied three are from the field of child welfare and family services, one from family services, one from services to the aged and one from community services. Each of the six public agencies is from the field of public assistance and of these five are decentralized regional offices with one having an additional focus of community development services.

With the exception of the one private and one public agency that service all residents within certain designated urban renewal areas in

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<sup>1</sup>Refer to Chapter II, pp. 28-31 for an explanation of Arnstein's typology and the extension to it.

Winnipeg through the community development process, all agencies have a caseload of clients in receipt of direct services that ranges from 800 cases to 9,500.<sup>1</sup> Within these twelve agencies only two had no form of client participation. The other ten agencies had a total of 39 client activities of which 22 were found in the private agencies. Of all the activities 22 had been initiated in 1969, 9 in 1968, 1 in 1967, and the effective date of 7 was not known.

Insufficient data had been obtained about the size and composition of these groups but where this is available the number of participants ranges from one (board member) to 500 (Tenants Association). Available data also indicated that 16 of the groups consisted of both male and female participants while 11 of the groups had female participants. Three other groups had mostly female participation, 2 had mostly male, 2 had males only, and the composition of 5 groups was not known.

#### Traditional Forms of Participation

Preceding an analysis of client activities, the pre-test had indicated the need for information related to the traditional concept of citizen participation in social agencies. This was necessary in order to assist the executive directors in differentiating between the participation of community citizens and the consumers of service. From the data collected it was determined that an agency's organizational structure determined the form of traditional citizen involvement, e.g., board and board committees for voluntary agencies and elected representatives and

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<sup>1</sup>Refer to Appendix C, pp. 81-83 for agency identifying data and client activity data.

the Welfare Advisory Board for government agencies.

In each of the six private agencies studied community citizens are viewed as participating in the decision-making process of these agencies through membership on the board. With the exception of Pri. 6 where the board was identified as the only form of community citizen involvement in agency program, all private agencies utilize the services of volunteers either on an individual basis, in groups, or as members of board committees.

Of the six public agencies studied, four identified community citizens as currently being involved in agency programs. Pub. 1 has elected aldermen who determine minor and major policy issues, Pub. 2 utilizes volunteers as friendly visitors, the executive director of Pub. 4 noted the function of the Welfare Advisory Board where community citizens hear appeals and set allowance rates, and Pub. 6 listed all group activities as having the participation of community citizens. Due to the purpose of this agency which is to serve all residents of certain designated urban renewal areas whether or not they are in receipt of direct service from the agency, these activities have been analyzed under client involvement in agency programs.

#### Client Activities

In this area the analysis will include a description of

1. the purpose of these client activities;
2. who initiated the activity;
3. the nature of staff involvement;
4. which of Burke's five citizen participation strategies is used in each



activity; and

5. the extent to which these client activities have an effect on the agency's decision-making process.

In applying Burke's five citizen participation strategies an interpretation is made by identifying the activity's underlying focus. The strategies and their indicators are as follows:

1. Education-therapy.

The goal is to effect change in the participants who are the object of treatment.

2. Behavioral change.

The primary focus is the successful completion of a task through which a change may occur in individual behavior. The important point here is the focus on the task.

3. Staff supplement.

The objective here is to utilize individual ability and expertise in achieving the agency's goal.

4. Cooptation.

The focus is to absorb new elements into the decision-making process in order to achieve organizational stability. Informal cooptation absorbs new elements because their influence is crucial to current policy while formal cooptation absorbs new elements in order to win approval and legitimacy from the community.

5. Community power.

Two indicators exist here--informal cooptation and the creation of a new center of power. The later refers to an organization or group

where the members are in a position to negotiate with existing power centers in effected change.

(a) Private Agencies

All private agencies studied have some form of client activity at the present time. In five of these agencies some activity is related to the decision-making process. These are:

Board and Board Committee Membership.---Three private agencies have client representation on board or board committees. Pri. 4 has one client on the board, Pri. 6 has five, and Pri. 1 has seven board committees with client representation. Of these seven committees only one is directly related to the agency's decision-making process. The other six focus upon social concerns and will be discussed in that section.

In the policy-making activities the executive directors initiated client involvement, the board nominating committees determined the selection, and clients chose their own representatives for board committees. Staff are involved as consultants and the citizen participation strategy used is that of formal cooptation where responsibility for power, but not power itself, is shared between the agency and the consumers of service.

Policy Planning Group.---Two client activities are viewed as falling within this category. In Pri. 6 the executive director initiated a group whose purpose is to determine the nature and extent of consumer involvement in the agency's decision-making process. The responsibility for selection of members is retained by the clients while agency staff act in the capacity of consultants. As the focus of the group is to complete a task through which the members will develop self-confidence and self-

reliance, the behavioral change strategy of citizen participation is viewed as being utilized in this case.

The second client activity exists in Pri. 3 where wards assist in determining the board and room allowance for their care. This evolved from staff initiative through provision of counselling services to these wards which is enhanced by this form of participation. Selection is made by the agency and as the focus is on the selection of maintenance rates, the citizen participation strategy is that of behavioral change.

Staff Aide.--One agency, Pri. 5, utilizes clients in this capacity. These are homemaker-teachers who provide feedback of opinion about agency policy and programs while they carry out a direct service to clients. Agency staff initiated the activity and function as supervisors for the participants. The selection is made by the agency and the participants themselves and the citizen participation strategy is that of staff supplement.

The remaining client activities do not involve clients in the decision-making process but are either for the purpose of effecting change in the participants or the environment, or are focused on the resolution of common social concerns. They have been listed as follows:

Child Care.--Three private agencies have a total of 6 client activities in this area--Pri. 5, Pri. 3 and Pri. 2. In each case agency staff initiated the activity, act as resource persons and as therapists, and determine the selection. As the purpose of these groups is to effect individual change through the process of sharing and discussing com-

mon concerns, the citizen participation strategy is that of education-therapy. In each case the participants are the object of treatment.

The agency, number of groups and the participants involved are:

- Pri. 5 - 2 groups - permanent wards (male and female),
- Pri. 5 - 1 group - unmarried mothers,
- Pri. 3 - 1 group - foster parents,
- Pri. 3 - 1 group - adopting mothers,
- Pri. 2 - 1 group - permanent wards.

Education.--Two client activities are related to this area. The first is that of client representation on a board committee of Pri. 1 and the focus of this committee is to determine the training needs of personnel engaged in work with the aged. Client involvement was initiated by the executive director, staff are involved as consultants, clients select their own representatives, and formal cooptation is the citizen participation strategy used.

The second client activity is found in Pri. 6 and is for the purpose of providing adult education classes in areas such as child development. This activity was mutually initiated by the agency and clients and staff are involved as co-ordinators. As the activity is for the purpose of educating the participants, the citizen participation strategy is that of education-therapy.

Financial.--Two private agencies, Pri. 1 and Pri. 6, have one client activity each where the focus is related to income needs. In Pri. 1 a board committee is involved in social action for the purpose of effecting better income maintenance programs and purchasing concessions for senior

citizens. The executive director initiated client involvement, staff function as consultants, and the selection is determined by the clients. The citizen participation strategy is that of formal cooptation.

In Pri. 6 a group of clients have formed a consumer and buyer group whose purpose is to purchase food supplies in bulk and to make these available at a lower cost for low-income families. Agency staff and clients formed this group following mutual recognition of a common concern, staff function as resource persons, the selection is made by the clients, and behavioral change is the citizen participation strategy used.

Recreation.--Only one agency, Pri. 1, had two client activities related to this area. In both instances these are board committees with client representation. The purpose of the first committee is to plan leisure-time activities for senior citizens either at summer camps, for outings, or for educational programs while the second committee plans program activities for the Senior Citizen Day Centers.

In both instances client participation was initiated by the executive director, staff are involved as consultants, and the citizen participation strategy used is that of formal cooptation.

Other Concerns.--Four client activities fall into this category-- 2 at Pri. 1 and 2 at Pri. 6. The purpose of these groups is to effect change in the environment for matters such as adequate housing and better health services for the aged (Pri. 1), and adequate traffic control and obtaining divorces without legal aid (Pri. 6).

The first two are board committees with client representation, the executive director initiated client involvement, selection is made by

the clients, and staff act in the capacity of consultants. Formal co-optation is the citizen participation strategy used.

The last two activities were mutually initiated by the agency and clients, selection is determined by the clients, and staff act as consultants. The citizen participation strategy is that of behavioral change as each group focuses on the completion of a task.

Of the total client activities found in the six private agencies 18% had been mutually initiated by the agency and clients, 27% had some effect on the decision-making process, and 41% had been initiated by the executive director.

In the citizen participation strategies used, formal cooptation accounted for 41%, education-therapy for 32%, behavioral change for 23% and staff supplement for 4%.

(b) Public Agencies

In reviewing the various client activities present in the six public agencies, the executive directors of Pub. 2 and Pub. 3 listed no form of client activity as of January 1, 1970. The remaining agencies have client activities of which five can be considered as having some effect on the decision-making process through feedback of opinion. The other activities focused on effecting change in the individuals or in the environment and some were for the purpose of resolving common social concerns. The activities are described as follows:

Feedback on Agency Policy and Programs.---Three of these activities are Mothers Allowance groups found in Pub. 4, Pub. 5 and Pub. 6. All are

agency initiated and the selection is made by the agency and the clients themselves. Each group sets its own goals which includes varying tasks as well as sharing common concerns. Staff are involved as resource people and the agencies recognize feedback of opinion on agency policy and programs. As each group has a primary focus of task completion, e.g., organizing bazaars in order to raise funds, behavioral change is the citizen participation strategy used.

A Welfare Rights Group also exists in Pub. 6 and the purpose is to protect recipients' rights to the point of bringing about necessary change in welfare systems including the initiating agency. While the agency initiated the activity and staff act as consultants, the clients determine their own selection. Behavioral change is the citizen participation strategy used in this task-oriented activity.

In Pub. 1 a group of indigenous family visitors was initiated by the agency for the purpose of interpreting agency programs to clients and providing feedback of opinion on agency programs and policy. Selection is made by staff who act in the capacity of supervisors and the citizen participation strategy used is that of staff supplement.

The remaining client activities have no effect upon the decision-making process but have been initiated by the agencies to alleviate common problems and concerns faced by clients. These are outlined under the following social concerns:

Alcoholic Rehabilitation.--Two groups are present in this category for the purpose of stimulating and engaging clients with an alcoholic pro-

blem in A.A. therapy groups. Two agencies are involved, Pub. 1 and Pub. 6, with the later working in co-operation with Alcoholics Anonymous. The initiative for these groups came from agency staff who act in the capacity of teachers and therapists, and the selection is made by the agency and the clients. As the participants are the object of treatment, education-therapy is the citizen participation strategy used.

Employment.--The three groups in this category are specifically aimed at providing a stimulus for employment, locating employment for welfare recipients, and mediating against job discrimination or poor working conditions. All are agency initiated.

In Pub. 1 the purpose of the group is to stimulate the desire for employment or upgrading education. Staff are involved in the role of therapists and selection is made by the agency. Education-therapy is the citizen participation strategy used in this activity.

The other two groups are found in Pub. 6 and focus upon locating employment for welfare recipients and mediating in situations where job discrimination or poor working conditions are apparent. These groups were initiated by the agency, the selection is not known, and agency staff are utilized as consultants. Behavioral change is the citizen participation strategy in these task-oriented groups.

Household Management and Child Care.--One group is in this category and was initiated by the staff of Pub. 1. The purpose of this group is to provide clients with information about income and home management, and to assist clients to function more adequately as parents. Selection is made by the agency staff who act as teachers and education-therapy is the



strategy used.

Recreation.--Two client groups are in this category and were initiated by the staff of Pub. 6. One group provides activities for a youth recreational center and the other provides information about summer camps. The selection is determined by the clients in the first group and the later is not known. Staff function as therapists in the first group and as resource persons in the second group. Education-therapy is the citizen participation strategy used in both of these groups.

Staff Aides.--One group exists in this category and was initiated by agency staff in Pub. 4. The group consists of "hand picked" clients who assist other recipients with homefinding or shopping at the request of agency staff. While staff supplement is the citizen participation strategy used and staff act in the capacity of supervisors, no recognition is given for feedback of opinion on agency policy and programs.

Urban Renewal Area Concerns.--The three client activities in this category were initiated by staff at Pub. 6 and focus upon tenant and homeowner concerns within three urban renewal areas. All activity is for the purpose of effecting change in the environment and/or social institutions other than the initiating agency, e.g., reaction to urban renewal policy in U.R.A.I.

Selection of participants is determined by the clients and staff are utilized in the capacity of resource people. Behavioral change is the citizen participation strategy used in these task-oriented groups.

In the total client activities noted by the four executive dir-

ectors in the public agencies, all had been initiated by agency staff with none initiated by the executive director per se. Of these 29% had some effect on the decision-making process through feedback of opinion.

Of the citizen participation strategies used, behavioral change accounted for 53%, education-therapy for 35%, and staff supplement for 12%.

(c) A Comparison Between the Private and Public Agencies

In the twelve agencies studied the majority of client activities were present in the private agencies. These numbered 22 activities while the public agencies had 17. Staff in both the private and public agencies initiated these activities with the exception of Pri. 6 that had 4 groups initiated through mutual agreement between the agency and clients. This represents only 10% of the total client activities found in these social agencies.

In either agency structure client involvement tended to focus on activities that revolved around effecting change in individual behavior and/or the environment rather than on having some effect on the agency's decision-making process. This latter focus accounts for only 28% of the total client activities found in the twelve agencies.

By comparing the citizen participation strategies used in the private and public agencies it is interesting to note that none of the public agencies have used the strategy of formal cooptation which absorbs the consumers of service into the organizational structure and the decision-making process. While it was found that public agencies recognized the validity of feedback of opinion in some of the activities, they had made no organizational change that put these consumers in a position

where they were formally recognized as having a share in the responsibility for power. With the indicator of formal cooptation being the absorption of new elements into the decision-making process for the purpose of winning approval and legitimacy, we can assume that these public agencies do not view consumers as a threat to organizational stability at the present time.

The following illustration provides a comparison between the private and public agencies and their use of citizen participation strategies.<sup>1</sup>

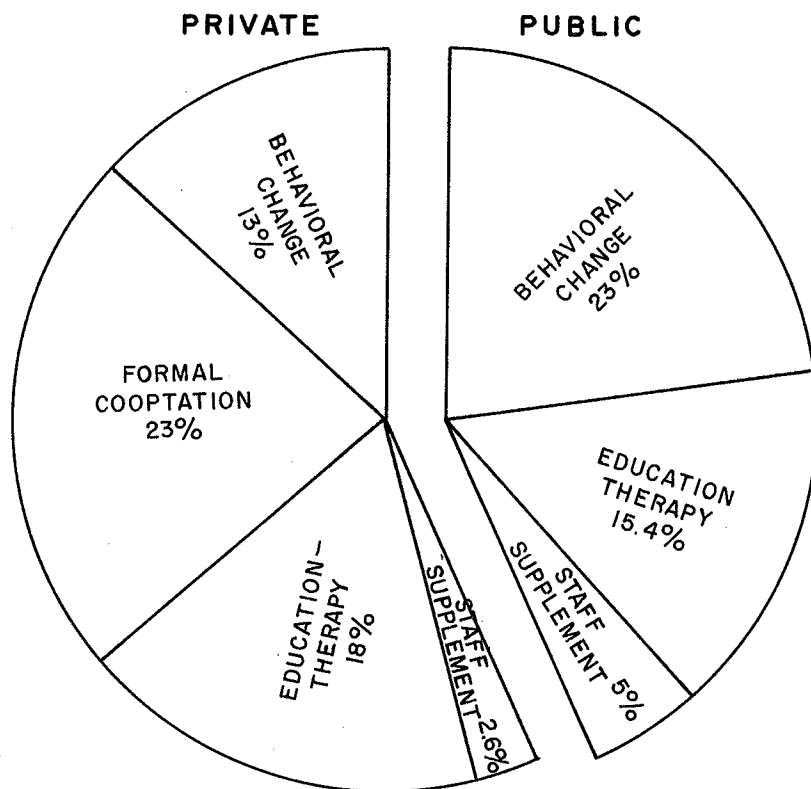


Figure 2 A Comparison of the Private/Public Agencies in Their Use of Burke's Citizen Participation Strategies

<sup>1</sup>Refer to Appendix D, Fig. 7, p.84, for a breakdown of the strategies found in the private and public agencies.

### Executive Directors and Client Participation

The data obtained in this area reflects the executive directors' personal opinions with regard to citizen participation. This led to varying responses some of which excluded the idea of consumer participation in the decision-making process. It is important to note that while five of the public agencies are decentralized regional offices, the executive directors vary in their perception of the agency hierarchy's view of client participation.

The difficulty which some executive directors had in defining citizen participation that included the consumers of service and in stating its purpose supports the view that client participation is a recent phenomenon in the social welfare field.

#### (a) Definition and Purpose of Citizen Participation

Some similarities were found in the definition and purpose of citizen participation as provided by the twelve executive directors. Attention will be focused here on the extent to which clients are perceived in this participation.

Three executive directors had difficulty in defining citizen participation--Pri. 3, Pri. 5 and Pub. 1. The first could provide no definition while the later two considered the traditional concept of citizen participation in the decision-making process that was legitimized either through law or the democratic process. The first executive director believed the purpose of citizen participation to be the use of agency services and essentially all three executive directors viewed clients as principally the consumers of service rather than as participants in the

decision-making process.

The next group of executive directors, Pri. 2, Pri. 4 and Pub. 3, viewed citizen participation as having some effect on the decision-making process through feedback of opinion. Client participation was included in this process by the executive directors of Pri. 2 and Pub. 3 while the executive director of Pri. 4 was "thoughtful" about the involvement of clients.

Four executive directors, Pri. 1, Pub. 2, Pub. 4 and Pub. 6, defined citizen participation as effective involvement in the decision-making process. Clients were recognized as having a legitimate place in the decision-making process due to their position as the consumers of services that were to be relevant to their needs. The extent of this participation was to the point of a joint sharing of responsibility but not to the point of client or citizen control.

The remaining two executive directors held varying views on the definition and purpose of citizen participation. The executive director of Pri. 6 saw participation as including the involvement of community and client citizens in the resolution of social problems without the "intimidation" of the agency. In this case the situation is under citizen control and the participants choose whether or not the agency should be involved in the decision-making process.

In the final agency, Pub. 5, the executive director viewed citizen participation as including the involvement of "volunteer" clients for the purpose of self-help activities, preferably without an agency setting.

In the twelve agencies studied it was found that the executive

directors' personal definition and purpose for citizen participation fell into five main areas:

1. Direct Service.
2. Therapy.
3. Feedback of Opinion.
4. Effective Participation.
5. Control.

The majority of the executive directors viewed citizen participation that had some effect on the decision-making process either through feedback of opinion, effective participation or through control of the decision-making process. The following illustration provides a comparison of the level of the executive directors' personal definition and purpose for client participation.

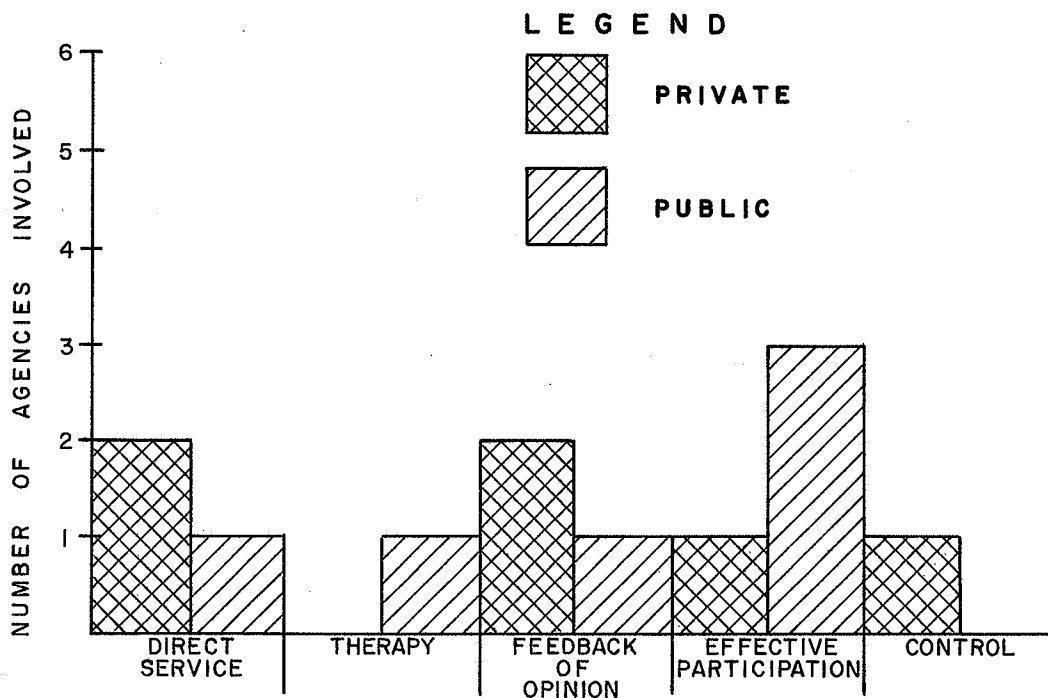


Figure 3 A Comparison of the Level of Client Participation as Found in the Executive Directors' Definition and Purpose for Citizen Participation

(b) Projection for Future Participation

Information for this purpose was obtained from the twelve executive directors by focusing upon their concept of an ideal form of citizen participation in the next five years as well as the agency projection, if any, for citizen participation. Again the focus is on the extent to which clients are included in this participation. Similarities were found among the twelve agencies and are the following.

Four executive directors, Pri. 2, Pri. 3, Pri. 5 and Pub. 1, placed top priority for themselves and the agency in the provision of direct services. This priority excludes a focus on furthering client participation and the "traditional elite" continue to plan and to implement social welfare services.

The next grouping also involved four executive directors, Pri. 4, Pub. 2, Pub. 3 and Pub. 6, who viewed feedback of opinions from clients as important in planning and evaluating agency programs. In Pub. 2 and Pub. 6, these were the projected views of the executive director and the agency while in the other two there was no agency projection for client participation. In all four agencies the overall projection will be considered as being feedback of opinion.

Two agencies are present in the next grouping, Pri. 1 and Pub. 4. Both executive directors and the agencies view the use of effective client participation as a strategy in assuring that agency policy and programs will be related to client needs. The agency projection is to further this activity.

In the two remaining agencies, Pri. 6 and Pub. 5, each executive

director provided varying information. In Pri. 6 the executive director's ideal form of citizen participation included clients as having control of the decision-making process. This view was consistent with the agency's projection. In Pub. 5 the executive director viewed citizen participation in the next five years as "one client helping another" for the purpose of providing therapeutic group experiences and encouraging brotherhood. The projected agency view was to support this activity.

From this data it is noted that little change has occurred in the projection for client participation as compared to the definition and purpose provided by the executive directors. It is significant to note that out of the three executive directors in the public agencies that viewed effective client participation in the decision-making process, only one executive director remained at this level for his and the agency's projection. This was the highest level of client participation reached in the projection area in the public agencies and indicates that this agency is the most forward thinking about client involvement in the decision-making process.

The following illustration provides a comparison of the level of client participation in the projected view of the private/public agencies in the areas of direct service, therapy, feedback of opinion, effective participation and control.



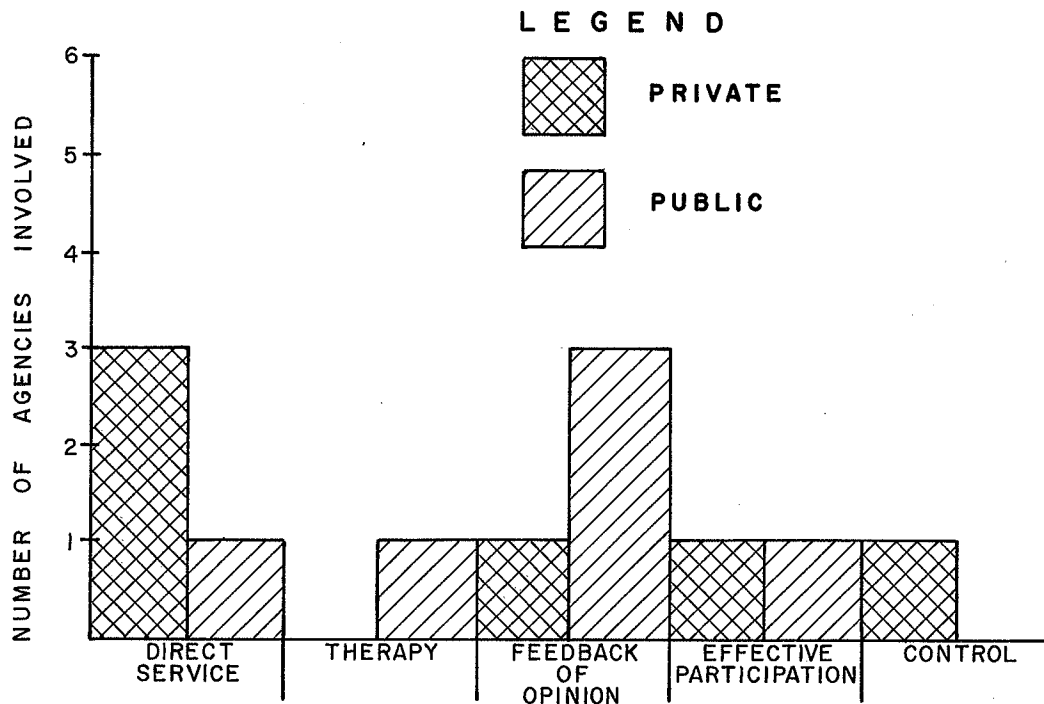


Figure 4 A Comparison of the Level of Client Participation as Found in the Executive Directors' and Agencies' Projection

#### Problems and Solutions Related to Client Participation

In order to understand the impediments and inducements that effect client participation the twelve executive directors were questioned about the problems and solutions they considered to be relevant to this activity. These were discussed in relation to present and future activities and fall into five main areas:<sup>1</sup>

1. Clients.
2. Funds.

---

<sup>1</sup>Refer to Appendix D, Fig. 8, p. 85, for a breakdown of the problems and solutions noted in each agency.

3. Organizational Structure.
4. Staff.
5. Other.

1. Clients.--The difficulties noted in this area revolved around the satisfaction of basic needs in the lower socioeconomic class as opposed to participation in activities, apathy, and a lack of education, employment, intellectual and social stimulation and communication. Knowledge about the social institutions that exist within the environment was also lacking as well as little perception of the value of participation in an advisory capacity. Of the clients that did participate in activities they were noted by the executive directors as being outnumbered, usually not vocal and with a tendency to take on middle-class values as a result of participation.

The solutions noted were to provide the intellectual stimulus for clients to participate in activities, to shift leadership to the lower-lower class, and to share responsibility with clients rather than agencies merely viewing them in an advisory capacity.

2. Funds.--The basic problem noted here was the fact that sufficient funds are not available for client participation activities. Recognition was also given to the source of agency funds which required accountability for monies spent. The possibility of a cutback by the funding body existed if client activities were perceived as being contrary to their wishes. The only solution noted was to continue attempts at resolving the funding problem.

3. Organizational Structure.--In this area the executive directors

noted the conflict that could arise between the goals of client participation activities and the goals of the agency, agency hierarchy and local/provincial levels of government. In some instances the entire concept of client participation in the decision-making process was contrary to the view held by agency hierarchy who perceived the traditional elite as responsible for this activity. The large bureaucratic structure of agencies was also noted as a problem in that innovation and delegation of responsibility was difficult.

The solutions involved the fostering of a closer relationship between agency hierarchy and clients as well as agency hierarchy and staff which would lead to mutual trust and cooperation. A period of trial and error during which the efficacy of client participation could be determined was also considered as well as a restructuring of the entire agency which would divorce financial aid from social services. This later would allow for client participation activities that were not contingent upon being in receipt of financial aid. Agency restructuring that would allow for client representation in the decision-making process was also considered to be essential for effecting client participation.

4. Staff.---In this area the executive directors viewed staff as an impediment to furthering client participation due to staff inadequacy in terms of quantity and skill in utilizing client participation strategies. Not all of the staff found in agencies were committed to the idea of client participation nor did all have the initiative to implement these activities. Some considered the participation of consumers to be a threat to their position. A high incidence of staff turnover also precluded effective im-

plementation of client participation activities.

To resolve these problems the executive directors saw the need for additional staff and educational programs that would stimulate and teach staff about the use of participation strategies. Some executive directors also saw the need for a study of research findings related to client participation.

5. Other.---The problems noted in this area were concerned about community apathy and attitudes towards client participation. Political implications were also viewed as a source of conflict through the use of client participation.

In resolving these problems the executive directors saw the need for stimulating community interest in furthering client participation as well as maximizing the democratic process and extending representational involvement to clients.

In the problems and solutions indicated by the executive directors, the area of staff concern appears most frequently. This supports the view that client participation is a recent phenomenon in the social welfare field and that social workers are either not accepting of the activity or are unskilled in the use of this strategy. This has implications for social work education which must provide this necessary knowledge for its graduates.

The following illustration provides a comparison between the problems and solutions found in the private and public agencies.

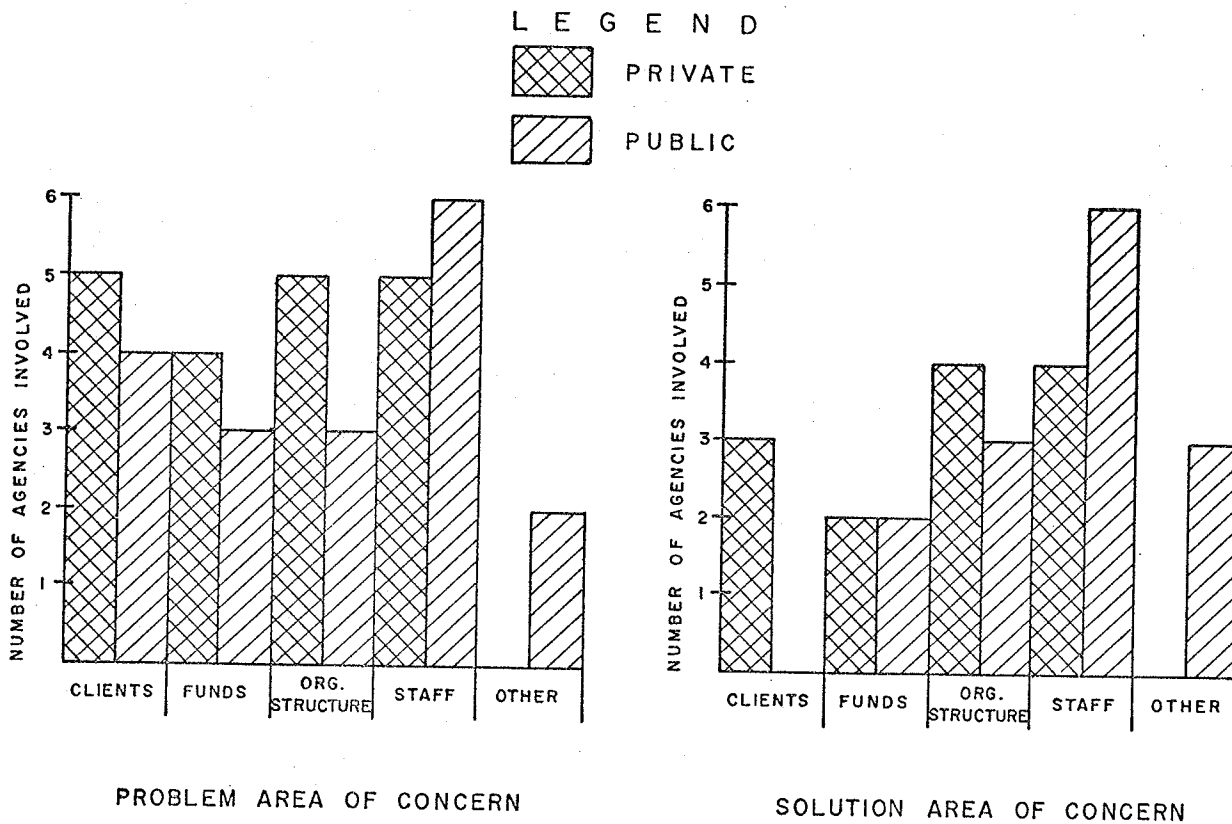


Figure 5 A Comparison of the Problems and Solutions Found in the Private / Public Agencies

### Overview of Findings

As a result of the data collected and analyzed for this study it is now possible to present some general idea of the nature and extent of consumer participation within the Manitoba social welfare system. The forms of participation vary and their focus ranges from an involvement of clients as the recipients of service to an involvement of some degree within the decision-making process of these social agencies. It must be remembered that this participation exists along with the traditional involvement of community citizens.

In examining the client activities found in the twelve sample

agencies we know that consumer participation is a recent activity in the Manitoba social welfare system. This is supported by the fact that most of the activities had been initiated in 1969 and of the known effective dates, none preceded 1967. When we link this to the fact that 28% of the activities had some effect on the decision-making process, we can see that Manitoba social agencies are increasingly aware of the need to use the strategy of consumer participation if their services are to have relevancy to client needs.

Agencies continue to assume responsibility for initiating client activities and the bulk of these are for the purpose of effecting individual change in clients or in the environment. Where clients have initiated activities through mutual agreement with the agency (this represents 10% of the total activities), the purpose is related to resolution of common social concerns or to effect change within the environment through social action. This would indicate that client priorities are focused on meeting their own needs rather than on being involved in the decision-making process of these social agencies.

In applying Burke's citizen participation strategies to the various activities it is important to note that only the private agencies make the use of formal cooptation which absorbs new elements (in this case the consumers) into the decision-making process. From this we can assume that public agencies have not undergone an organizational restructuring that would formally recognize clients within the decision-making process.

To obtain an idea of the future for client participation within the Manitoba social welfare system we turn to a comparison between the

levels of client participation found in the executive directors' personal definition and purpose of citizen participation and their projected view for this activity as well as their perception of the agencies' projected view.<sup>1</sup> We find that in the definition and purpose the major concentrations appear at the level of direct service and feedback of opinion in the private agencies (a third of the private agencies for each level) and at the level of effective participation in the public agencies (a third of the public agencies at this level). In the projection we find major concentrations at the level of direct service for the private agencies (a third) and at the level of feedback of opinion in the public agencies (a third). These changes occurred through a drop in the number of agencies at the level of feedback of opinion in the private agencies and in the level of effective participation in the public agencies. The number of agencies in the other levels remains unchanged in both areas.

A possible explanation for this change may be the major problem area identified by the executive directors, i.e., STAFF. From what we know of this area of concern, agency staff are not fully committed to the idea of consumer participation nor do they have the required skill for effectively using this activity. This points to the need for stimulating and educating staff.

In spite of this drawback, 8 of the executive directors (4 private and 4 public agencies) saw clients as having some impact on the decision-making process either through feedback of opinion, effective participation or control. This was determined from their definition and purpose for

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<sup>1</sup>Refer to Fig. 3, p.56 and Fig. 4, p.59.

citizen participation. In the area of projection for citizen participation, 7 of the executive directors remained within this range which is not a significant change. While this involved 4 public agencies and only 3 private agencies, the later attained the highest level of consumer participation which places clients in control of the decision-making process.

As a result of the data obtained in this study it can be said that Manitoba social agencies are generally committed to the idea of consumer participation in the decision-making process and will further their efforts in the use of this strategy. This future involvement will concentrate at the level of feedback of opinion particularly for the public agencies. To predict the rate at which this participation will take place would require a more comprehensive sampling, various levels of inquiry, and a prolonged period of time for observation and data-collecting.

#### Conceptualization of Data

While the study has determined the level of present and future consumer participation in the decision-making process, a link will be made to Arnstein's typology of citizen participation and the extension to it in order to conceptualize the amount of power consumers actually have in the decision-making process.<sup>1</sup> Arnstein applies her typology to community action programs but her ideas are useful in determining the amount of power "have not" citizens hold.

Eight levels are contained in this typology and they are listed with a description of their indicators as follows.

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<sup>1</sup>Refer to Fig. 1, Chapter II, p.29.



## Non-participation

### 1. Manipulation

This is an illusionary form of participation that seeks to educate or to obtain the support of individuals by placing them in an advisory capacity on "rubberstamp" boards and committees. There is no power held by the participants in the decision-making process.

### 2. Therapy

The purpose of activities at this level is to effect behavioral change. Extensive activity may be present but no action is directed toward changing the forces that "victimize" individuals and that create their "pathologies". No power is held by the participants.

## Degrees of tokenism

### 3. Informing

Individuals are told about their rights, responsibilities and options but no attempt is made to provide for feedback of opinion or for power in negotiations. This is the first step towards a legitimate form of participation but the individuals continue to have no power in the decision-making process.

### 4. Consultation

This provides for a two-way channel of communication between the individuals and the powerholders. No actual power is held by the individuals for the powerholders may or may not accept and use their ideas. In spite of this there is more recognition given to the individuals at this level than at Informing for there is a potential for change in the decision-making process.

#### 5. Placation

Individuals at this level have some degree of influence but tokenism is still apparent. The "worthy poor" are absorbed into the organizations but if they are responsible to constituents, the powerholders have the largest share of power.

#### Citizen power

#### 6. Partnership

Power is shared between the citizens and the powerholders and is distributed through the process of negotiation.

#### 7. Delegated power

Citizens achieve dominant control of the decision-making process either through major representation at this level, negotiation, or the power of veto.

#### 8. Citizen control

Citizens are in full charge of policy and managerial aspects of programs and are able to negotiate with "outsiders" that have the power to change them. This is the highest level of citizen participation that can be reached for no one has absolute control.

In relating this typology to the data obtained in the study, an extension was found to be necessary to accommodate the client activities and executive directors' opinions that focused on the consumers as recipients of service rather than as participants in activities. This extension will be the bottom rung of the continuum of participation. The underlying focus of the activities, definitions and purposes, and the projected views provide the link for relating these to the typology. As

each activity has also been related to Burke's citizen participation strategies, it will be possible to see at which levels the various activities concentrate.

Only those activities, definitions and projections that attained the highest level of citizen participation according to Arnstein's typology will be used in each agency. The activities are plotted as A, the executive directors' definition and purpose as B, and the executive directors' and the agencies' projection as C. For purposes of clarity the following illustration is used.<sup>1</sup>

		PRIVATE AGENCIES						PUBLIC AGENCIES					
DEGREES OF CITIZEN POWER	CITIZEN CONTROL						B C						
	DELEGATED POWER												
	PARTNERSHIP	B C							B		B C		B
	PLACATION	A			A		A						
DEGREES OF TOKENISM	CONSULTATION		B		B C	A		A	C	B C	A	A	A C
	INFORMING												
NON- PARTICIPATION	THERAPY		A	A									
	MANIPULATION											B C	
	DIRECT SERVICE		C	B C		B C		B C					
		PRI. 1	PRI. 2	PRI. 3	PRI. 4	PRI. 5	PRI. 6	PUB. 1	PUB. 2	PUB. 3	PUB. 4	PUB. 5	PUB. 6
		AGENCIES											

Figure 6 Relation of Activity, A, Definition, B, and Projection, C, to Typology of Arnstein's Citizen Participation

<sup>1</sup>Refer to Appendix C, pp. 81-83 for link between all client activities and Arnstein's typology.

From this illustration we see that the greatest concentration of client power occurs at the level of Consultation with one private and four public agencies being involved. The citizen participation strategies used vary from staff supplement to behavioral change. The next major grouping occurs at the level of Placation, is found in three private agencies, and the citizen participation strategy used is that of formal cooptation. The remaining two private agencies are at the level of Therapy and use the citizen participation strategy of education-therapy. Two public agencies have no form of client participation.

In the executive directors' personal definition and purpose for citizen participation the greatest concentration of client power exists at the level of Partnership. Of these four executive directors only one is in a private agency. In looking at the projected view for client power, four agencies are at the level of Consultation (one private) and four are at the level of Direct Services (three private). It should be noted that only one private agency reached the level of Citizen Control in the area of definition and projection.

By considering the number of times each level is used for the activities, definitions and projections, we can see that clients are viewed as holding most of their power at the level of Consultation. This is followed by Partnership, Placation and Citizen Power. This fact continues to support the view that Manitoba social agencies consider clients as having some effect on the decision-making process of programs related to their needs.

Summary

Within this study it has been possible to determine the nature and extent of consumer participation in Manitoba social agencies. Agencies have accepted the use of this strategy in providing services that are related to client need and not only have initiated activities that focus on social concern but have placed some emphasis on relating these activities to the decision-making process. This is an important point for the majority of the activities were initiated in 1969 while no known activities preceded 1967.

The future for client participation also appears to be encouraging when the executive directors' definition and purpose is considered along with the projected view for this activity. Of significance is the fact that these activities will include client participation that has some impact on the decision-making process. Not only is there hope for the future of consumer participation but it may be that the frequency of activity and the level of power reached in the decision-making process of these social agencies may be accelerated and enhanced through the stimulation and education of agency staff in the use of this strategy.

## CHAPTER V

### CONCLUSIONS

Citizen participation has been defined as the use of the democratic process that ideally represents constituents' desires and interests. In our modern, complex, and highly technical society we know that effective use of the democratic process is non-existent. Power and access to the decision-making process has tended to favor the middle and upper strata of our society while the poor and the lower classes have been excluded from this privilege.

A growing concern has developed in our society that seeks to rectify this situation. In the field of social welfare a strategy has been initiated for the purpose of being attuned to the needs, desires and demands of the individuals that turn to social agencies for satisfaction of vital physiological and psychosocial needs. This strategy is the use of consumer participation within the decision-making process of these social agencies which provides for a true relationship between needs and services. The dilemmas are many for basically this is a dilemma between client participation and professional expertise.

In this descriptive-diagnostic study of the Manitoba social welfare system we have been able to determine that client participation is basically a recognized fact---not only in the form of an activity but with relevance to the decision-making process. The activity is recent in Manitoba and social work staff are having difficulty in accepting and

implementing this strategy, but the future of client participation is encouraging when note is made of the projected views held for this activity in the next five years. It is hoped this will be enhanced through educational programs at the graduate level which will prepare social workers for effective use of this strategy.

While a comprehensive picture of consumer participation was not possible in this study due to the limitations of time, number of agencies chosen, and the single level of inquiry, it is hoped that a future study will be done without these limitations and which will focus on the development of consumer participation and the changes which social agencies must undergo in order to accommodate this participation.

In any event, the Manitoba social welfare system has taken the first step in accepting and implementing consumer participation within the decision-making process and this activity appears to have a promising future.

APPENDIX A

LETTER TO EXECUTIVE DIRECTORS

School of Social Work  
University of Manitoba

Dear

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, two representatives from the research group will be contacting you for an interview.

Yours sincerely,

---

M. Whitehead, Chairman



APPENDIX B

PRE-TEST QUESTIONNAIRE

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
  - welfare rights
  - other

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

...con't.

Social Welfare?

Answer:

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

PART II - 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

B) to make suggestions re: effectiveness of service

C) to actively get things done as;

i) volunteer

...con't.

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

CITIZEN PARTICIPATIONInterview ScheduleA. 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

...cont'd.

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  
Advisory board member  
Other

Staff aide  
Policy making member

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  
Client group  
Policy making member

Staff aide  
Advisory board member  
Other

b) When did it start

c) At whose initiative

d) 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?

...cont'd.

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 C

## CLIENT ACTIVITY

PURPOSE	EFFECTIVE DATE	INITIATED BY	SELECTION	SIZE	SEX	MEETINGS	FUNDS	STAFF INVOLVEMENT	BURKE'S C.P. STRATEGY	ARNSTEIN'S LADDER
POLICY PLANNING AND EVALUATION WITHIN AGENCY	1969	EX. DIR.	SELF	N/K	MIXED	N/K	NONE	CONSULTANT	FORMAL COOPTATION	PLACATION
PLAN TRAINING NEEDS OF STAFF ENGAGED WITH AGED	1969	EX. DIR.	SELF	N/K	MIXED	1/MONTH	NONE	CONSULTANT	FORMAL COOPTATION	PLACATION
INCOME MAINTENANCE PLANNING FOR AGED	1969	EX. DIR.	SELF	N/K	MOSTLY MALE	N/K	NONE	CONSULTANT	FORMAL COOPTATION	PLACATION
PLAN LEISURE ACTIVITIES FOR AGED	1969	EX. DIR.	SELF	N/K	MIXED	N/K	NONE	CONSULTANT	FORMAL COOPTATION	PLACATION
PLAN DAY CENTER PROGRAMS	1969	EX. DIR.	SELF	N/K	MIXED	N/K	NONE	CONSULTANT	FORMAL COOPTATION	PLACATION
TO IMPROVE HEALTH SERVICES FOR AGED	1969	EX. DIR.	SELF	N/K	MOSTLY FEMALE	N/K	NONE	CNSULTANT	FORMAL COOPTATION	PLACATION
TO IMPROVE HOUSING FOR AGED	1969	EX. DIR.	SELF	N/K	MOSTLY MALE	N/K	NONE	CONSULTANT	FORMAL COOPTATION	PLACATION
SOLVE COMMON PROBLEMS THROUGH MUTUAL SUPPORT	N/K	AGENCY	AGENCY	N/K	MIXED	AS REQUIRED	AGENCY	THERAPIST; RESOURCE	EDUCATION - THERAPY	THERAPY
CHOOSE OWN MAINTENANCE RATE	1968	AGENCY	AGENCY	N/K	MIXED	AS REQUIRED	AGENCY	THERAPIST; RESOURCE	BEHAVIORAL CHANGE	THERAPY
SOLVE COMMON PROBLEMS	1968	AGENCY	AGENCY	N/K	MIXED	REGULAR	AGENCY	THERAPIST; RESOURCE	EDUCATION - THERAPY	THERAPY
EDUCATE RE: FEELINGS OF U. M.	1968	AGENCY	AGENCY	N/K	FEMALE	REGULAR	AGENCY	THERAPIST; RESOURCE	EDUCATION - THERAPY	THERAPY
PLAN AND EVALUATE POLICY AND SERVICES	1969	AGENCY AND BOARD	BOARD COMMITTEE	1	N/K	N/K	AGENCY	CONSULTANT	FORMAL COOPTATION	PLACATION
PROVIDE HOME MANAGEMENT INFO. TO CLIENTS	N/K	AGENCY	AGENCY AND SELF	N/K	FEMALE	N/K	AGENCY	SUPERVISOR	STAFF SUPPLEMENT	CONSULTATION
SOLVE COMMON PROBLEMS	1969	AGENCY	AGENCY	13-15	FEMALE	1/WEEK	AGENCY	THERAPIST; RESOURCE	EDUCATION - THERAPY	THERAPY
SOLVE COMMON PROBLEMS	1969	AGENCY	AGENCY	12-13	MALE	1/WEEK	AGENCY	THERAPIST; RESOURCE	EDUCATION - THERAPY	THERAPY
SOLVE COMMON PROBLEMS	1969	AGENCY	AGENCY	VARIES	FEMALE	1/WEEK	AGENCY	THERAPIST; RESOURCE	EDUCATION - THERAPY	THERAPY

APPENDIX C

IDENTIFYING DATA

CLIENT ACTIVITY

AGENCY	FIELD OF PRACTICE	STRUCTURE	DIRECT CASELOAD	SOCIAL WORK STAFF					TYPE	PURPOSE	EFFECTIVE DATE	INITIATED BY	SELECTION	SIZE	SEX	MEETINGS	FUNDS	STAFF INVOLVEMENT	BURKE'S STRATE
				MSW	BSW	WW	CD	OTHER											
PRI. 1	SERVICE TO AGED	VOLUNTARY	2,450	1	1	4	—	3	1. BOARD COMMITTEE	POLICY PLANNING AND EVALUATION WITHIN AGENCY	1969	EX. DIR.	SELF	N/K	MIXED	N/K	NONE	CONSULTANT	FORMA COOPTAT
									2. BOARD COMMITTEE	PLAN TRAINING NEEDS OF STAFF ENGAGED WITH AGED	1969	EX. DIR.	SELF	N/K	MIXED	1/MONTH	NONE	CONSULTANT	FORMA COOPTAT
									3. BOARD COMMITTEE	INCOME MAINTENANCE PLANNING FOR AGED	1969	EX. DIR.	SELF	N/K	MOSTLY MALE	N/K	NONE	CONSULTANT	FORMA COOPTAT
									4. BOARD COMMITTEE	PLAN LEISURE ACTIVITIES FOR AGED	1969	EX. DIR.	SELF	N/K	MIXED	N/K	NONE	CONSULTANT	FORMA COOPTAT
									5. BOARD COMMITTEE	PLAN DAY CENTER PROGRAMS	1969	EX. DIR.	SELF	N/K	MIXED	N/K	NONE	CONSULTANT	FORMA COOPTAT
									6. BOARD COMMITTEE	TO IMPROVE HEALTH SERVICES FOR AGED	1969	EX. DIR.	SELF	N/K	MOSTLY FEMALE	N/K	NONE	CNSULTANT	FORMA COOPTAT
									7. BOARD COMMITTEE	TO IMPROVE HOUSING FOR AGED	1969	EX. DIR.	SELF	N/K	MOSTLY MALE	N/K	NONE	CONSULTANT	FORMA COOPTAT
PRI. 2	CHILD WELFARE AND FAMILY SERVICES	VOLUNTARY	864 FAMILIES	5	1	12	—	—	1. GROUP FOR WARDS	SOLVE COMMON PROBLEMS THROUGH MUTUAL SUPPORT	N/K	AGENCY	AGENCY	N/K	MIXED	AS REQUIRED	AGENCY	THERAPIST; RESOURCE	EDUCATI THERAP
PRI. 3	CHILD WELFARE AND FAMILY SERVICES	VOLUNTARY	800 FAMILIES	14	—	2	—	—	1. GROUP FOR WARDS	CHOOSE OWN MAINTENANCE RATE	1968	AGENCY	AGENCY	N/K	MIXED	AS REQUIRED	AGENCY	THERAPIST; RESOURCE	BEHAVIO CHANG
									2. FOSTER PARENTS	SOLVE COMMON PROBLEMS	1968	AGENCY	AGENCY	N/K	MIXED	REGULAR	AGENCY	THERAPIST; RESOURCE	EDUCATI THERAP
									3. ADOPTING MOTHERS	EDUCATE RE: FEELINGS OF U. M.	1968	AGENCY	AGENCY	N/K	FEMALE	REGULAR	AGENCY	THERAPIST; RESOURCE	EDUCATI THERAP
PRI. 4	FAMILY SERVICES	VOLUNTARY	2900 FAMILIES	10	5	3	—	19	1. BOARD MEMBER	PLAN AND EVALUATE POLICY AND SERVICES	1969	AGENCY AND BOARD	BOARD COMMITTEE	1	N/K	N/K	AGENCY	CONSULTANT	FORMA COOPTAT
PRI. 5	CHILD WELFARE AND FAMILY SERVICES	VOLUNTARY	942 FAMILIES 2829 CHILDREN	32	6	92	—	44	1. HOMEMAKER-TEACHERS	PROVIDE HOME MANAGEMENT INFO. TO CLIENTS	N/K	AGENCY	AGENCY AND SELF	N/K	FEMALE	N/K	AGENCY	SUPERVISOR	STAFF SUPPLEM
									2. PERMANENT WARDS	SOLVE COMMON PROBLEMS	1969	AGENCY	AGENCY	13-15	FEMALE	1/WEEK	AGENCY	THERAPIST; RESOURCE	EDUCATI THERAP
									3. PERMANENT WARDS	SOLVE COMMON PROBLEMS	1969	AGENCY	AGENCY	12-13	MALE	1/WEEK	AGENCY	THERAPIST; RESOURCE	EDUCATI THERAP
									4. UNWED MOTHERS	SOLVE COMMON PROBLEMS	1969	AGENCY	AGENCY	VARIES	FEMALE	1/WEEK	AGENCY	THERAPIST; RESOURCE	EDUCATI THERAP



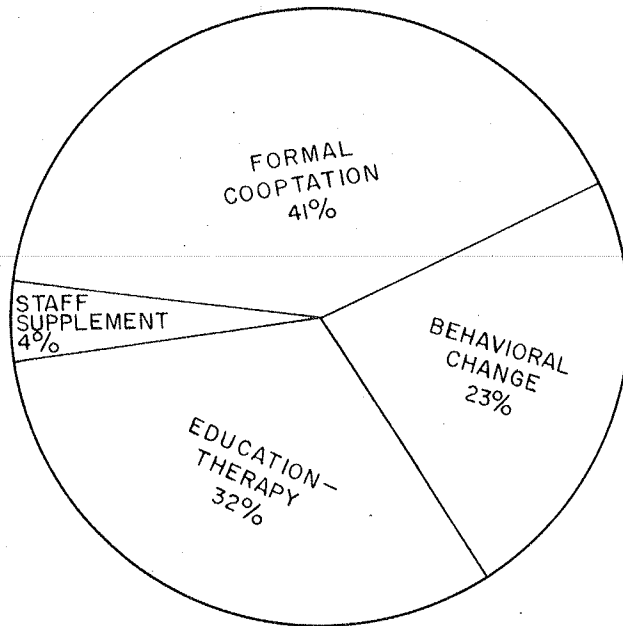
PURPOSE	EFFECTIVE DATE	INITIATED BY	SELECTION	SIZE	SEX	MEETINGS	FUNDS	STAFF INVOLVEMENT	BURKE'S C.P. STRATEGY	ARNSTEIN'S LADDER
PLAN AND EVALUATE POLICY AND SERVICES	OCT/69	EX. DIR.	BOARD COMMITTEE	5	N/K	1/MONTH	AGENCY	CONSULTANT	FORMAL COOPTATION	PLACATION
STUDY EXTENT PARTICIPANTS WANT TO BE INVOLVED IN DECISION - MAKING	OCT/69	EX. DIR	OWN	25	FEMALE	1/MONTH	NONE	CONSULTANT	BEHAVIORAL CHANGE	CONSULTATION
PROVIDE FAMILY INFORMATION	OCT/69	AGENCY AND CLIENTS	OWN	N/K	N/K	1/WEEK	NONE	COORDINATOR	EDUCATION-THERAPY	INFORMING
PURCHASE IN BULK TO AID LOW-INCOME FAMILIES	OCT/69	AGENCY AND CLIENTS	OWN	100	MOSTLY FEMALE	1/2 WEEKS	NONE	RESOURCE	BEHAVIORAL CHANGE	INFORMING
IMPROVE TRAFFIC CONTROL IN AREA	OCT/69	AGENCY AND CLIENTS	OWN	10	FEMALE	N/K	NONE	CONSULTANT	BEHAVIORAL CHANGE	INFORMING
OBTAIN DIVORCE WITHOUT LEGAL AID	OCT/69	AGENCY AND CLIENTS	OWN	N/K	FEMALE	N/K	NONE	CONSULTANT	BEHAVIORAL CHANGE	INFORMING
INTERPRET SERVICES TO CLIENT; PROVIDE FEEDBACK OF OPINION	1967	AGENCY	AGENCY	17	MIXED	AS REQUIRED	AGENCY	SUPERVISOR	STAFF SUPPLEMENT	CONSULTATION
AA THERAPY	1968	AGENCY	AGENCY AND OWN	80	MIXED	2/WEEK	AGENCY	TEACHER; THERAPIST	EDUCATION-THERAPY	THERAPY
PROVIDE STIMULOUS FOR EDUCATION AND EMPLOYMENT	N/K	AGENCY	AGENCY (SHIFTING)	150 (POP.)	EMPLOYABLE MALE	2 SESSIONS AFTER INTAKE	AGENCY	THERAPIST	EDUCATION-THERAPY	THERAPY
PROVIDE INFORMATION RE: CHILD AND FAMILY CARE	SEPT/69	AGENCY	AGENCY	N/K	MIXED	N/K	AGENCY	TEACHER	EDUCATION-THERAPY	INFORMING
OWN GOALS; SELF-HELP AND SOCIAL ACTIVITIES; FEEDBACK OF OPINION	MID/68	AGENCY	AGENCY AND OWN	60	FEMALE	1/MONTH	OWN PLUS AGENCY	RESOURCE	BEHAVIORAL CHANGE	CONSULTATION
ASSIST AT REQUEST OF WORKER	N/K	AGENCY	AGENCY	N/K	FEMALE	N/K	NONE	SUPERVISOR	STAFF SUPPLEMENT	MANIPULATION

AGENCY	FIELD OF PRACTICE	STRUCTURE	DIRECT CASELOAD	SOCIAL WORK STAFF					TYPE	PURPOSE	EFFECTIVE DATE	INITIATED BY	SELECTION	SIZE	SEX	MEETINGS	FUNDS	STAFF INVOLVEMENT
				MSW	BSW	WW	CD	OTHER										
PRI. 6	COMMUNITY SERVICES	VOLUNTARY	SERVE URBAN RENEWAL AREA II	3	-	3	ALL STAFF	2	1. BOARD MEMBER	PLAN AND EVALUATE POLICY AND SERVICES	OCT/69	EX. DIR.	BOARD COMMITTEE	5	N/K	1/MONTH	AGENCY	CONSULTANT
									2. POLICY STUDY GRP	STUDY EXTENT PARTICIPANTS WANT TO BE INVOLVED IN DECISION - MAKING	OCT/69	EX. DIR	OWN	25	FEMALE	1/MONTH	NONE	CONSULTANT
									3. ADULT EDUCATION	PROVIDE FAMILY INFORMATION	OCT/69	AGENCY AND CLIENTS	OWN	N/K	N/K	1/WEEK	NONE	COORDINATOR
									4. CONSUMER GROUP	PURCHASE IN BULK TO AID LOW-INCOME FAMILIES	OCT/69	AGENCY AND CLIENTS	OWN	100	MOSTLY FEMALE	1/2 WEEKS	NONE	RESOURCE
									5. TRAFFIC CONTROL	IMPROVE TRAFFIC CONTROL IN AREA	OCT/69	AGENCY AND CLIENTS	OWN	10	FEMALE	N/K	NONE	CONSULTANT
									6. DIVORCE GROUP	OBTAIN DIVORCE WITHOUT LEGAL AID	OCT/69	AGENCY AND CLIENTS	OWN	N/K	FEMALE	N/K	NONE	CONSULTANT
PUB. 1	PUBLIC WELFARE	GOVERNMENT	9,500	5	1	25	-	6	1. FAMILY VISITORS	INTERPRET SERVICES TO CLIENT; PROVIDE FEEDBACK OF OPINION	1967	AGENCY	AGENCY	17	MIXED	AS REQUIRED	AGENCY	SUPERVISOR
									2. ALCOHOLIC EDUCATION	AA THERAPY	1968	AGENCY	AGENCY AND OWN	80	MIXED	2/WEEK	AGENCY	TEACHER; THERAPIST
									3. EMPLOYMENT	PROVIDE STIMULOUS FOR EDUCATION AND EMPLOYMENT	N/K	AGENCY	AGENCY (SHIFTING) (POP.)	150	EMPLOYABLE MALE	2 SESSIONS AFTER INTAKE	AGENCY	THERAPIST
									4. HOUSEHOLD MANAGEMENT	PROVIDE INFORMATION RE: CHILD AND FAMILY CARE	SEPT/69	AGENCY	AGENCY	N/K	MIXED	N/K	AGENCY	TEACHER
PUB. 2	PUBLIC WELFARE	GOVERNMENT	2,960	5	3	N/K	-	N/K	NIL									
PUB. 3	PUBLIC WELFARE	GOVERNMENT	1,850	5	2	14	1	1	NIL									
PUB. 4	PUBLIC WELFARE	GOVERNMENT	2,230	4	2	10	-	3	1. MOTHERS ALLOWANCE	OWN GOALS; SELF-HELP AND SOCIAL ACTIVITIES; FEEDBACK OF OPINION	MID/68	AGENCY	AGENCY AND OWN	60	FEMALE	1/MONTH	OWN PLUS AGENCY	RESOURCE
									2. STAFF AIDES	ASSIST AT REQUEST OF WORKER	N/K	AGENCY	AGENCY	N/K	FEMALE	N/K	NONE	SUPERVISOR

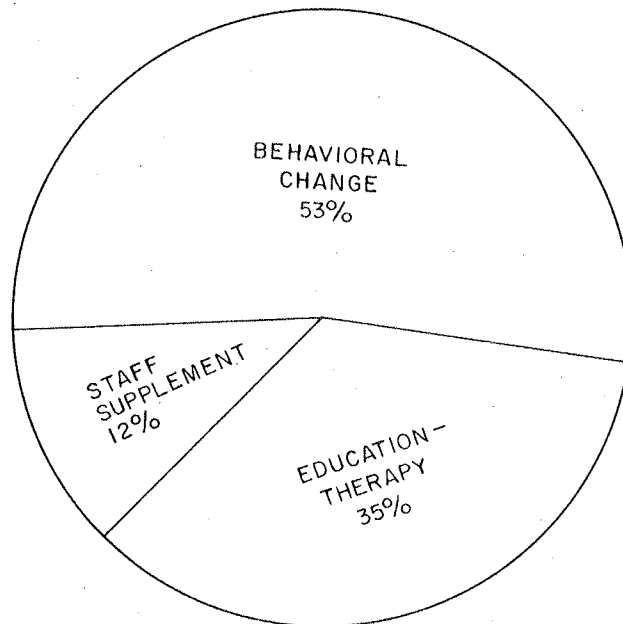
PURPOSE	EFFECTIVE DATE	INITIATED BY	SELECTION	SIZE	SEX	MEETINGS	FUNDS	STAFF INVOLVEMENT	BURKE'S C.P. STRATEGY	ARNSTEIN'S LADDER
OWN GOALS; SELF-HELP AND SOCIAL ACTIVITIES; FEEDBACK ON POLICY	MAR/69	AGENCY	AGENCY AND OWN	20	FEMALE	1/2 WEEKS	AGENCY	RESOURCE	BEHAVIORAL CHANGE	CONSULTATION
OWN GOALS; SELF-HELP AND SOCIAL ACTIVITIES; FEEDBACK ON POLICY	MAY/69	AGENCY	AGENCY AND OWN	30	FEMALE	1/WEEK	N/K	RESOURCE	BEHAVIORAL CHANGE	CONSULTATION
PROTECT CONSUMER RIGHTS AND EFFECT DESIREABLE CHANGE IN WELFARE SYSTEM	MAR/69	AGENCY	OWN	40	MIXED	1/WEEK	NONE	CONSULTANT	BEHAVIORAL CHANGE	CONSULTATION
A A THERAPY	N/K	AGENCY	OWN	100	MIXED	1/WEEK	NONE	TEACHER; THERAPIST	EDUCATION- THERAPY	THERAPY
MEDIATE AGAINST JOB DISCRIMINATION AND POOR WORKING COND.	N/K	AGENCY	N/K	20	MIXED	1/2 WEEKS	NONE	CONSULTANT	BEHAVIORAL CHANGE	INFORMATION
PROVIDE INFO. RE AVAILABLE JOBS	MAR/69	AGENCY	N/K	12	N/K	IRREGULAR	NONE	CONSULTANT	BEHAVIORAL CHANGE	INFORMATION
PROVIDE RECREATIONAL FACILITIES	N/K	AGENCY	OWN	16	MIXED	1/WEEK	N/K	THERAPIST	EDUCATION- THERAPY	THERAPY
PROVIDE INFORMATION	SUMMER/69	AGENCY	N/K	20	N/K	DURING SUMMER	N/K	RESOURCE	EDUCATION- THERAPY	INFORMATION
PROTECT RIGHTS OF TENANTS	SEPT/68	AGENCY	OWN	500	MOSTLY FEMALE	1/WEEK	NONE	RESOURCE	BEHAVIORAL CHANGE	INFORMATION
RESOLVE COMMUNITY CONCERNS IN DEVELOPMENT PROJECT	MAY/68	AGENCY	OWN	30	MIXED	1/MONTH	NONE	RESOURCE	BEHAVIORAL CHANGE	INFORMATION
REACT TO URBAN RENEWAL POLICY	JUNE/68	AGENCY	OWN	N/K	MIXED	AS REQ'D	NONE	RESOURCE	BEHAVIORAL CHANGE	INFORMATION

AGENCY	FIELD OF PRACTICE	STRUCTURE	DIRECT CASELOAD	SOCIAL WORK STAFF					TYPE	PURPOSE	EFFECTIVE DATE	INITIATED BY	SELECTION	SIZE	SEX	MEETINGS	FUNDS	STAFF INVOLVEMENT
				MSW	BSW	WW	CD	OTHER										
PUB. 5	PUBLIC WELFARE	GOVERNMENT	1,700	6	4	N/K	—	—	1. MOTHERS ALLOWANCE	OWN GOALS; SELF-HELP AND SOCIAL ACTIVITIES; FEEDBACK ON POLICY	MAR/69	AGENCY	AGENCY AND OWN	20	FEMALE	1/2 WEEKS	AGENCY	RESOURCE
PUB. 6	PUBLIC WELFARE AND COMMUNITY SERVICES	GOVERNMENT	18,000	10	—	32	1	—	1. MOTHERS ALLOWANCE	OWN GOALS; SELF-HELP AND SOCIAL ACTIVITIES; FEEDBACK ON POLICY	MAY/69	AGENCY	AGENCY AND OWN	30	FEMALE	1/WEEK	N/K	RESOURCE
									2. WELFARE RIGHTS GROUP	PROTECT CONSUMER RIGHTS AND EFFECT DESIREABLE CHANGE IN WELFARE SYSTEM	MAR/69	AGENCY	OWN	40	MIXED	1/WEEK	NONE	CONSULTAN
									3. ALCOHOLIC EDUCATION	A A THERAPY	N/K	AGENCY	OWN	100	MIXED	1/WEEK	NONE	TEACHER; THERAPIST
									4. EMPLOYMENT GROUP	MEDIATE AGAINST JOB DISCRIMINATION AND POOR WORKING COND.	N/K	AGENCY	N/K	20	MIXED	1/2 WEEKS	NONE	CONSULTAN
									5. EMPLOYER GROUP	PROVIDE INFO. RE: AVAILABLE JOBS	MAR/69	AGENCY	N/K	12	N/K	IRREGULAR	NONE	CONSULTAN
									6. YOUTH CENTER	PROVIDE RECREATIONAL FACILITIES	N/K	AGENCY	OWN	16	MIXED	1/WEEK	N/K	THERAPIST
									7. SUMMER CAMPS	PROVIDE INFORMATION	SUMMER/69	AGENCY	N/K	20	N/K	DURING SUMMER	N/K	RESOURCE
									8. TENANTS ASSOC.	PROTECT RIGHTS OF TENANTS	SEPT/68	AGENCY	OWN	500	MOSTLY FEMALE	1/WEEK	NONE	RESOURCE
									9. L.S.D. ASSOC.	RESOLVE COMMUNITY CONCERNS IN DEVELOPMENT PROJECT	MAY/68	AGENCY	OWN	30	MIXED	1/MONTH	NONE	RESOURCE
	FLORA HOME OWNERS	REACT TO URBAN RENEWAL POLICY	JUNE/68	AGENCY	OWN	N/K	MIXED	AS REQ'D	NONE	RESOURCE								

# APPENDIX D



## PRIVATE AGENCIES



## PUBLIC AGENCIES

FIG. 7 BURKE'S CITIZEN PARTICIPATION STRATEGIES AS FOUND IN THE PRIVATE / PUBLIC AGENCIES

AREA OF CONCERN	PROBLEMS		SOLUTIONS	
	PRIVATE AGENCY	PUBLIC AGENCY	PRIVATE AGENCY	PUBLIC AGENCY
CLIENT	1 3 4 5 6	1 2 3 6	1 5 6	/
FUNDS	1 2 5 6	1 2 4	1 5	2 5
ORGANIZATIONAL STRUCTURE	1 2 3 4 5	4 5 6	1 2 4 5	1 4 6
STAFF	1 2 4 5 6	1 2 3 4 5 6	1 4 5 6	1 2 3 4 5 6
OTHER	/	2 6	/	1 2 6

FIG. 8 PROBLEMS AND SOLUTIONS FOUND IN THE PRIVATE/PUBLIC AGENCIES

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