"Development programs in Canada"
by T. Palmer

Outline of Report

Preface

This study was made possible through grants from Internation Develop-

ment Research Centre, Department of Regional and Economic Expansion and

the Secretary of State and through the time and effort of the five regional

research co-ordinators who contributed their spare time, weekends and

holidays to managing and supervising the gathering of the information on the

various development and educational activities reported. Despite some

unusual delays involving administrative difficulties and a postal strike,

the original team which designed the project,has remained intact, responding

with patience and understanding to the difficulties experienced. These

delays, however, have not affected the findings since the intention was, from

the beginning, to provide information about development and educational

activities in Canada first of all as "case histories" and secondly, as a basis

for analyzing and understanding some of those principles and practices of

development which might have universal application.

A special word of thanks should be expressed to the many people who were

interviewed, sometimes at great length, about the particular projects with

which they were involved. In every case, there was lively interest not only

in reporting what they had done or were doing, but in the fact that a Canada-

wide study was being undertaken to gather information about development

activities generally. There were frequent comments that such a study was

overdue and that it would be of great value, not only in acquainting each

other with what is being done across the country, but in helping to understand

more clearly the reasons for successes and for failures. All felt it was a

worthwhile enterprise and that it should be extended and enlarged. In almost

every case, the person interviewed mentioned a number of other projects which

could have been documented and which had not earlier come to the attention of

the research team. This, in fact, was expected and only underlines further

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the need for a more regular and systematic reporting and sharing of some significant attempts in Canada to deal with social change.

The report is now submitted in the hopes that it will be of value to individuals, agencies and government departments engaged in operating, managing and financing development activities, whether in Canada or abroad.

<div align="right">
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CANADA

PROJECT SITES

MI.100 0 100 300 500 MI.

KM.100 0 400 800 KM.

ARCTIC OCEAN

Rae Point

Resolute

Pond Inlet

Arctic Bay

YUKON TERRITORY

Faro

Whitehorse

Coppermine

NORTHWEST TERRITORIES

Tungsten
Ft. Simpson

Yellowknife

Rankin Inlet

Hay R.
Pine Point

Ft. Resolution

High Level

Uranium City

Deception Bay

Churchill

Hudson Bay

Fort McMurray

Peace River

LESSER SLAVE

PRINCE RUPERT

B.C.

ALTA.

Edmonton

SASK.

MAN.

Prince Albert

Saskatoon

Regina

Winnipeg

Kenora

Calgary

LAKE Winnipeg

ONT.

James Bay

LABRADOR

ATLANTIC

PACIFIC OCEAN

Vancouver

Victoria

QUEBEC

NFLD.

ST. JOHN'S

Chicoutimi

GASPE PEN.

P.E.I.

CAPE BRETON

N.B.

N.S.

QUEBEC City

ST. JOHN

Halifax

Drummondville

Sherbrooke

Montreal

North Bay

Toronto

Guelph

OCEAN

PROJECT SITES

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2. Strathcona Property Owners and Tenants Association, Vancouver, B.C.

3. Raycam Co-operative Association, Vancouver, B.C.

4. Victoria Cool-Aid, Victoria, B.C.

5. Local Government, Yellowknife, N.W.T.

6. Indian Brotherhood of the Northwest Territories, Yellowknife, N.W.T.

7. Human Resources Development Authority, Edmonton, Alberta

8. Community Relations Unit, Syncrude Canada, Fort McMurray, Alberta

9. Community Vocational Centres in Northwestern Alberta, Lesser Slave Lake
   Area, Alberta.

10. The Lesser Slave Lake Special Area Project, Lesser Slave Lake Area, Alberta

11. West Ten, Edmonton, Alberta

12. The Saskatchewan Indian Cultural College, Saskatoon, Saskatchewan

13. Saskatoon Clinic: Community Health Services Association, Saskatoon, Sask.

14. The James Smith Community School, James Smith Indian Reserve, N.W. Sask.

15. Ontario Association for Continuing Education, Toronto, Ontario

16. St. Christopher House, Toronto, Ontario

17. Greater Riverdale Organization, Toronto, Ontario

18. National Film Board - Challenge for Change, Montreal, Quebec

19. Company of Yougn Canadians, Ottawa, Ontario

20. Algonquin College - Centre for Community Development, Ottawa, Ontario

21. The Crossroads of the Citizens of St. Urbain, Montreal, Quebec

22. Community Television of Drummondville, Drummondville, Quebec

23. Local Centres of Community Services, Quebec City, Quebec.

24. The J.A.L. Project and the Co-Operative of Agro-Forest Development of
    the Temesquata, Temesquata, Quebec

25. Community Animation and Personal Aid Educational Services, Quebec City,
    Quebec

26. The Co-Operative Association of Family Economy, Montreal, Quebec

27. St. Francis Xavier University, Antigonish, Nova Scotia

28. The Memorial University Extension Service, St. John's, Newfoundland

29. Community Learning Centre Project (MUN Extension Service), St. John's
    Newfoundland

CHAPTER 1

Introduction

The purpose of the project, along with its rationale, its method,
its scope and nature, and its interview instruments, are explained in
the original document "Documentation and Analysis of Development Pro-
grams in Canada". (Appendix 1). The reader is asked to familiarize him-
self with this material at this point so that the following interpretive
remarks, as well as the subsequent presentation of the various projects,
will be more meaningful.

The project undertook to document two distinct kinds of activi-
ties. First, it looked at actual development programs or projects in
which some kind of social, economic, political or cultural development
were identified as objectives. Of the literally hundreds of such pro-
grams or projects which could have been documented, thirty were se-
lected for documentation and analysis as representing different kinds
of development programs. Second, it looked at educational or training
programs which are designed to prepare people for work in the develop-
ment programs, either in Canada or abroad. All the information recorded
here was collected at various periods in late 1974 and in 1975.

Originally the research team had planned to document its own re-
search procedures, but because the project was conducted over such a
protracted period time and over such an extensive area, with a minimum
of central co-ordination and supervision because of budget limitations,
this sort of record proved unworkable.

Initial attempts to produce a glossary and definitions of develop-
ment activities brought the research committee into the midst of what
has been termed "conceptual confusion" in this field of largely applied
activities. Instead of pursuing this time consuming but worthwhile
activity, the device of descriptive terms or "descriptors" was employed,
as a step towards a definitive glossary. The "Index of Descriptive
Terms" indicates the variety of terms used by those most directly in-
volved in the various projects and should be interpreted in the context
of the project.

Development Programs

Because of the limitations of time and budget, thirty programs were selected from a much larger number of possibilities. They were expected to conform to the criteria for projects which are outlined on page four of the document in Appendix 1. Although these criteria could, in most cases, be applied, it was found that they were far too stringent and that hardly any project met all twelve criteria satisfactorily. As projects were studied for possible inclusion, the researchers adopted the procedure of confirming that most, if not all of the criteria, were observed. It was difficult, for example, to determine precisely point number nine under criteria: "The extent of technical expertise required will be indicated." Point ten was equally difficult to apply consistently: "There should be clear evidence of the development process involving learning as a part of the development goal."

As will be seen later in Chapter III which is devoted to an analytical discussion of the various projects, the projects finally chosen do fall along a wide range of interests, maintaining the diversity which was hoped for in establishing the criteria.

Each project studied portrays how a community deals with social change, with the impact of change, progress, or growth upon that particular society. Together, they show how various communities attempt to maintain and develop their identity, how they try to improve the conditions in which they live, how they develop their own resources with or without outside help. Each is an example of how citizens, governments, organizations, attempt to manage the growth and development of their communities. All have achieved some measure of success; all have experienced difficulties, difficulties springing very often from the very nature of the problem, or from the lack of understanding of the participants, or from the lack of awareness as to what is involved. Different objectives and different strategies are employed, sometimes as a quick response to a challenge or a threat, sometimes as a result of more long-term deliberation and planning.

Given the nature of the criteria used to select the development projects, it is not surprising that most of them could be described as

examples of "community development" although care was used to avoid this term because of its many interpretations. It is instructive to compare the criteria with some typical definitions of community development and with some descriptions of the essential characteristics of community development as distinct from other social phenomenon. The reader is referred at this point to Appendix II.

The values identified in the list of criteria, spelled out in the defintions and descriptions in Appendix II and implicit in the statement of the purpose of this study: "To document development activities in Canada with special attention to those projects which included attempts to rationalize and humanize change, and which involved people for whom they are intended in their design and implementation," (page 2, Appendix 1), place an emphasis on citizen participation in all stages of development, collaboration amongst all agencies involved, free access to information and knowledge related to the activity, and inter-disciplinary and holistic approach to social change.

Though it was not the intention of this project to deal exclusively with community development projects, it would seem that those projects selected are biased in this direction because of the criteria which were applied.

This study of development activities, along with the knowledge that there are many similar enterprises, indicates clearly that people in our society are not content to let changes simply happen to them. They are not content to be passive recipients of plans or programs, no matter where they originate from, no matter how benificent they may appear, no matter how well they are planned. They want a share in shaping those changes and they have developed effective and often ingenious strategies to influence decisions which influence them, and to increase their participation in the total democratic process. Such people do not regard social change or development as the inevitable outcome of a complex of social, economic, cultural and political forces over which they have no control. Each case history documented here is an example of a community's desire to shape its own future. Though many communi-

ties have allowed things to happen to them, through their own ignorance, lack of information, fear or feelings of powerlessness, there is a growing tendency on the part of citizens to intervene in those forces which are producing social change. In other words, the process or phenomenon of social change is deserving of careful study in itself, whether the specific area of change be agriculture, industry, health, education, etc. In the past, attention and effort has been focused almost exclusively on the area or subject matter of the change process, neglecting the more basic concern of manner, style or attitude which are rooted in the community's image of itself and which determine its predisposition for change and its ability to rationalize or assimilate the results of change. As a society, we have become reasonably effective in developing new technologies in agriculture, health, industry, but we have been less successful in introducing those technologies and their possible benefits to communities or societies which might benefit from them. A new device, a new mechanism, a new idea, is not good in itself but only as it is perceived to be good by the society for which it is intended. For example, an elaborate plan for urban redevelopment may be perfectly possible and may be desirable to some sectors of the community; however, as the Strathcona Property Owners and Tenants' Association demonstrates, such apparently desirable change can have many negative and disruptive results, perhaps costing the community more in the long run than an alternative plan. How this Association made its views known is recorded in this study.

If one thing emerges clearly from this study of development projects in Canada, it is that more careful attention needs to be given to the processes and strategies of change, to the informational and educational aspects of change, to participation and involvement on the part of those who will be most affected by change. With involvement and early participation, change and development are better understood and can be modified to suit more adequately the needs of all concerned. The report on the Saskatoon Clinic shows how a community organized to provide improved community health services, involving all concerned parties, notably the patients.

It also emerges through this study, however, that our society does not have the mechanisms or instruments to facilitate such involvement and participation where it would be significant and useful. The projects re-

ported here should therefore be seen as examples of social inventions which might provide the pattern for similar enterprises in other parts of the country, or even become an aspect of government policy.

Also raised in this study is the question of total cost, not so much in dollars but in terms of effort, energy and time on the part of citizens as well as on governments if joint planning is to occur. The excursions made by government into citizen involvement have not been outstanding successes. The Human Resources Development Agency in Alberta and in Saskatchewan both fell upon hard times; programs like Opportunities for Youth and the Company of Young Canadians, both of which attempted to encourage local direction of local activities, no longer exist. Fortunately, governments continue to experiment both provincially and federally with involvement strategies and it is hoped that through careful analysis of these activities, certain principles will emerge which will serve the needs of communities and of governments, whose objectives should be identical. This present study is an attempt to add to our understanding of the processes of social change.

Finally, this study has reinforced the possibility that there are common elements in the development process which can be applied with little modification to any society or culture. Just as man, throughout the world, has certain common needs and certain common objectives, so societies and communities have common needs and objectives which must be satisfied and ourished if their growth and development is to be sound and healthy. Just as those who are ministering to the needs of an individual for personal growth and development need to know something about those processes, so do community development workers need to know something about the processes of social change. An individual is not helped much in his personal growth if changes are imposed upon him "for his own good." Similarly, new food, new technologies, new educational patterns, unless understood, can seriously disrupt social patterns. If there are common elements in the development process in communities around the world, then it is unquestionably useful and instructive to look at Canadian development activities, not only to understand them better but to identify more clearly those elements which have universal application.

CASE NO. I

BURNS LAKE PROJECT

DESCRIPTIVE TERMS:

Economic and cultural development, social planning, community development, community planning, resource development

ABSTRACT:

Objectives:
i)   Comprehensive social, economic and cultural development for Native and non-Native people
ii)   To include social planning with economic planning
Population: The total Burns Lake community including four Indian Bands and local non-status Indians as well as the resident Whites.
Methods:
i)   Social development: education and training programs in home management, apprenticeships, small business, child care, alcohol and drug rehabilitation recreation
ii)   Economic development: training in all aspects of logging
iii) Cultural development: insistence on strong Native participation and direction of Indian activities, development of political identity, recognition of Indian tradition and religion
Training Component:
i)   Training in all aspects of this project is strong - that is, economic, social and cultural
ii)   Little apparent training in maintaining the emphasis and style and strategy of the project itself
Organizational Structure: Centres around the Burns Lake Development Corporation which is representative of all interest groups in the area (see detailed charts in case history)
Funding:
i)   Government grants - ARDA, FRED
ii)   Commercial aspects of the enterprize
Evaluation Procedures:
i)   The Corporation must submit annual reports to the provincial legislature.
ii)   Those government departments, both federally and provincially, which have special activities in the region require regular reporting and assessments by the people involved and by their own officers.

ANALYSIS:

In terms of the criteria set out in the proposal this program rates relatively high in that it involves a significant number of people, especially those directly concerned with the planning and the programs. It does emphasize labor intensive activities. It seems to be well based on a conceptual framework involving social, political, economic, cultural and education development. Learning, however, could be more of a developmental goal as it now seems to be concentrated almost exclusively on immediate product objectives.

REFERENCES:

"Burns Lake" by C. Graham, Article in ForesTalk publication B.C. Forest Service, Victoria, B.C., Winter 1974.

"Burns Lake Tree Farm Licence", Press Release, Minister of Lands, Forests and Water Resources, Victoria, Dec. 5, 1974.

"Resource and Environmental Planning in B.C.", Report of Environment and Land Use Committee, p. 3, 5, 8, May, 1975.

"The Burns Lake Project", a Report to the Legislative Assembly of B.C., March 1975.

Interviewer: Mrs. Margaret A. Mitchell, Community Development Consultant, 1176 Skeena Street, Vancouver, B.C. May 1975.

CONTACT:

George Brown, Box 1030, Burns Lake, Phone 692-3188 (President of Native Development Corporation)

Mike McKinley, Box 970, Burns Lake, Phone 692-3188 (Executive Administrator, Burns Lake Community Development Corporation)

Hon. Bob Williams, Minister of Lands and Forests and Stewart Headly, his assistant, Parliament Buildings in Victoria.

BURNS LAKE NEW DIMENSION PROJECT - BRITISH COLUMBIA

"The Burns Lake Project represents a partnership
arrangement amongst government, the Indian and non-
Indian Communities within the Burns Lake area, and a
major industrial enterprise - the new Babine Forest
Products Sawmill.

The success of this project to date indicates the
ability of a community, regardless of racial origins,
to develop itself from within, to minimize the
negative impact of a major industrial development; it
indicates the ability of Indian people to accept social
responsibility and the challenge of economic and
cultural self development, and significantly; this
project represents a challenge to non-Indian law which
chooses to divide Indian people by classifying them as
status and non-status Indians."

Burns Lake Native Development Corporation,
Report to Legislature, March 1975.

BACKGROUND:

Burns Lake community in northern B.C. was seriously deteriorating due
to the lack of any major industry, the high unemployment rate and the loss
of skilled people who moved away or commuted to seek work elsewhere. Over
75% of the 1/3 native Indian population were unemployed, lacking education
and job skills as well as job opportunities. Excessive drunkeness, family
breakdown and a high suicide rate created major social problems. Remaining
members of the once proud Carrier Indian Nation were without hope for the
future.

In 1974 Hon. Bob Williams, the Minister of Lands and Forests, proposed
that a major sawmill industry be developed in Burns Lake by a consortium of
government controlled companies in co-operation with the local community.
Native Indian people were offered an 8% share in the new company with full
participation in all levels of management. Increased employment was expected
to stimulate commercial businesses in Burns Lake to benefit the total
community.

Leadership of the local B.C.A.N.S.I. (B.C. Association on Non-Status Indians) group in co-operation with the four local Indian Bands (Lake Babine, Omenica, Burns Lake and Cheslatta Bands) formed a strong negotiating group insisting to government that a social package must also be included to train and educate native people, to develop improved housing, day care and other community programs.

They won their demands and in September 1974 a Burns Lake Native Development Corporation (B.L.N.D.C.) was formed which received a $500,000.00 loan from the B.C. Government as an advance against profits to initiate new self help enterprises. A Burns Lake Community Development Association (B.L.C.D.A.) was also formed with a grant from Human Resources Department to promote social and cultural development program over a five year period.

Action of the native people and the Minister of Lands and Forests eventually resulted in co-ordinated community planning involving several other provincial government departments - Labour, Human Resources, Housing, Municipal Affairs and Canada Manpower.

The Native Development Corporation and the Community Development Association have developed significant programs which are outlined in their report to the B.C. Legislature (see appendix). They have researched and planned many others while the new sawmill is being built.

OBJECTIVES:

The aim of the Burns Lake Project is comprehensive social, economic and cultural development which will provide opportunities for both native and non-native people.

1. <u>Economic Development</u>:

The government's initial aim was to develop a major new industry, with full participation of the community, that would minimize the negative effects on the environment and stimulate social improvements. The Native Development Corporation goals are to encourage and provide seed money and management resources for many kinds of self help enterprises, and to provide loans for capital costs e.g. lease to buy options for drivers of heavy logging equipment. All enterprises will be controlled by the people who participate.

2. <u>Social Development</u>:

Goals of the Community Development Association are

" a) To advance the level of education, training and opportunity amongst the people of Burns Lake area.

b) To provide, develop and carry out programs for development of the community and for relief of poverty.

c) To provide low cost or rental housing for the aged and for individuals and families of low income. "

3. <u>Cultural Development</u>:

This objective is not clearly articulated but includes research and craft programs related to the heritage of the Carrier Nation. The Burns Lake Project provides opportunities for native people to overcome social problems, develop pride in their achievements, retain their identity and control of their own organizations while they participate as equals and leaders in the larger community. Burns Lake native groups are committed to B.C. Native Land Claims. However, they see action on

this issue as a future goal after they have achieved greater social and economic independence. (Most Burns Lake native groups rejected the policy of the Union of B.C. Indian Chiefs who recently proposed returning all government grants and are taking militant action on land claims.)

4. Community Planning:

    Provincial Government policy stresses that comprehensive planning involving a number of government departments must be "tailored to the unique nature and requirements of the community." Planning in Burns Lake must involve native and non-native residents in all aspects of development including policy decisions and management positions. However, native people also do their own independent studies of needs and participate in government planning from a position of strength as a separate and powerful negotiating body.

Initially, there was considerable skepticism in the white community of Burns Lake although the Mayor and Council have participated as partners in provincial planning for the New Dimensions Project. Jealousies and personality clashes apparently still exist and criticisms that native people are being favoured with government grants. However, the visible improvements (e.g. less drunkeness, many native people training and going off welfare), the increase in local business and the open policy of B.L.N.D.C. and B.L.C.D.A. that include non-Indians in all programs have helped the Project gain wider local acceptance.

The Burns Lake Project has been widely acclaimed by the Provincial Government as a model for Canada, but it is criticized as a "band-aid program" by the militant leaders of the Union of B.C. Indian Chiefs. This split within the native peoples movement in B.C. is of considerable political significance. Burns Lake leaders led the opposition to oppose the Union policy regarding government grants and George Brown, President of B.L.N.D.C., recently ran on this issue to oppose the B.C.A.N.S.I. provincial president (and lost the election).

Despite these critics, this observer is convinced that the tangible results already indicate that within six months remarkable progress has been made by Burns Lake native people in achieving their objectives.

DEVELOPMENT PROGRAMS AND PLANS OF

BURNS LAKE NATIVE PEOPLES ORGANIZATIONS

SOCIAL DEVELOPMENT PROGRAMS:

1. Education: Basic Training and Skills Development:

   A continuous intake program for 62 students (some of them illiterate) to upgrade and graduate into advanced education, skills, training and employment.

2. Training: Logging Training Programs:

   Over 100 students (including many women) graduated in April to become independent logging contractors or equipment owner-operators in a logging co-operative.

   Training in Maintenance and Repairs of logging equipment

   Apprentice Training Program - advanced technical skills

   Truck Drivers Training Program - heavy equipment

   Home Management and Child Development Courses

   Leadership Training for Community Development Workers

   Training for Small Businesses

3. Child Care:

   Requirements for Child Care facilities investigated, family day care encouraged, Day Care Society organizing.

4. Alcohol and Drug Rehabilitation:

   Program planned with appropriate agencies. Four workers training.

5. Recreation Programs in co-operation with Burns Lake Village.

6. Community Resource Board:

   Future participation in community initiatives to elect a representative Board to administer future social services.

ECONOMIC DEVELOPMENT PROGRAMS:

1. Logging:

    Comprehensive plan approved to create a Native Logging Co-operative

    using Forestry consultants. Equipment to be owner-operated on a lease

    to purchase plan. Three logging contracts negotiated with Babine

    Forest Products and additional capital loan funds under negotiation.

2. Log Trucking:

    Three logging trucks purchased by Corporation for Indian drivers and

    21 logging equipment items.

3. Service Centre:

    Plan for construction and operation of a service centre for logging

    equipment.

4. Feasibility Studies and preliminary plans are also underway for a

    construction co-operative, food co-op, hotel complex, local bus service,

    farming co-op and air licenses.

CULTURAL DEVELOPMENT:

    A program of cultural and linguistic research and instruction to teach

young Indians about their past heritage.

Methods and Concepts:

1. The Executive Administrator stressed three essentials that contributed

    to the high continuing native participation in training programs:

    a) Programs were located in the community, allowing participants to

        live at home ("it won't work if they have to go away from

        families").

    b) Programs were planned with local involvement and used experienced

        loggers as instructors (rather than laid on programs by outside

        "experts").

c)   There was something to look forward to - a definite permanent job (not just a crash program or "make work").

2.   The Corporation and Association developed a strong negotiating team during initial planning and were able to negotiate as equals using effective political strategies. e.g. They dealt directly with ministers, rather than with bureaucrats, on policy questions. Although the native representatives worked with the systems rather than using confrontation tactics, they established a position of strength and achieved most of their demands and programs.

3.   The success of native participation in government planning was probably due to

a)   clear understanding of their goal and platform. (Social, economic and cultural development.)

b)   the unity established between five native groups.

c)   the political awareness and skill of leadership.

d)   their mandate from and accountability to a grass roots constituency of native people.

e)   the willingness to co-operate with and involve non-native people.

4.   The native leaders know how to cut through red tape and deal with bureaucracies to achieve their goals, e.g. when the interdepartmental planning involved a cumbersome process with 18 bureaucrats, the Corporation leaders went to Victoria to the two Ministers and insisted on one government representative. Allistair Crear from the Department of Lands and Forests was assigned as the sensitive liaison person and facilitator who was greatly appreciated by native people.

5. Following the initial stage of planning, negotiating and taking
    political action, the process became more administrative and
    organizational in nature. Skilled resource persons were used on legal,
    management and financial matters and a strong management team was
    established including both native and non-native resource persons.
    Native people began to train to eventually qualify for administrative
    and management jobs.

6. The importance of timing was stressed by all interviewees who stated
    that this project could not have happened five years ago. The new
    land use provincial policy for the north; the shared ownership policy
    for resource industries; the economic and social climate in Burns
    Lake; the available indigenous leaders and resource persons who
    combined their skills; and the growing political power of the native
    Indian movement in B.C. all combined to make this an ideal timing
    for an effective comprehensive development program that was planned
    and developed by the Burns Lake native community.

Organization and Administration:

The two attached charts show the organizational structure and staff
relationships of the Corporation and the Association. Both organizations
have interlocking Boards with the same Band representatives as Directors
but with additional persons added on the Community Development Association
Board of Directors. The Corporation is established as a permanent framework
to handle funds for capital investments and to help plan and provide loans
for native enterprises. The Community Development Association receives
funds from the Department of Human Resources for only a five year period as
a vehicle for researching and organizing new community programs which
eventually will operate under independent societies.

LAKE BABINE INDIAN BAND — 63% OWNERSHIP 1 DIRECTOR

BURNS LAKE INDIAN BAND — 2% OWNERSHIP 1 DIRECTOR

OMINECA INDIAN BAND — 12% OWNERSHIP 1 DIRECTOR

CHESLATTA INDIAN BAND — 9% OWNERSHIP 1 DIRECTOR

B.C.A.N.S.I. LOCAL 123, BURNS LAKE — 14% OWNERSHIP 1 DIRECTOR

CANADIAN CELLULOSE COMPANY LTD. — 2% OWNERSHIP 2 DIRECTORS

WELDWOOD OF CANADA LTD. — 44% OWNERSHIP 5 DIRECTORS

EUROCAN PULP & PAPER CO. LTD. — 2% OWNERSHIP 2 DIRECTORS

8% OWNERSHIP 1 DIRECTOR

BURNS LAKE NATIVE DEVELOPMENT CORPORATION

BOARD OF DIRECTORS

BABINE FOREST PRODUCTS LTD.

PRESIDENT

GENERAL MANAGER

VICE PRESIDENT

GENERAL MANAGER

SECRETARY TREASURER

FINANCIAL COMPTROLLER

PERSONNEL OFFICER

ASSISTANT PERSONNEL OFFICER

BUSINESS OFFICER

BUSINESS OFFICER

SECRETARY

BURNS LAKE NATIVE LOGGING LTD.

BURNS LAKE NATIVE TRUCKING LTD.

BURNS LAKE NATIVE CONSTRUCTION LTD.

LOGGING CONTRACT MANAGER

LOGGING CO-OP #1

LOGGING CO-OP #2

LOGGING CO-OP #3

TRUCKING CO-OP #1

TRUCKING CO-OP #2

TRUCKING CO-OP #3

OWNER/ OPERATORS

OWNER/ OPERATORS

OWNER/ OPERATORS

OWNER/ OPERATORS

OWNER/ OPERATORS

OWNER/ OPERATORS

DENOTES STAFF POSITION UNDER APPLICATION THROUGH DEPARTMENT OF INDIAN AFFAIRS

BURNS LAKE NATIVE DEVELOPMENT CORPORATION
Diagram of Corporate and Personnel Relationships

BURNS LAKE COMMUNITY

LAKE BABINE INDIAN BAND	BURNS LAKE INDIAN BAND	OMINECA INDIAN BAND	CHESLATTA INDIAN BAND	B.C.A.N.S.I. LOCAL 123 BURNS LAKE

1 DIRECTOR   1 DIRECTOR   1 DIRECTOR   1 DIRECTOR   1 DIRECTOR   1 DIRECTOR

BURNS LAKE COMMUNITY DEVELOPMENT ASSOCIATION

BOARD OF DIRECTORS

PRESIDENT

VICE PRESIDENT	EXECUTIVE ADMINISTRATOR	SECRETARY TREASURER

OFFICE MANAGER

HOUSING COORDINATOR	COMMUNITY DEVELOPMENT WORKER #1	EDUCATION COUNSELLOR	SECRETARY RECEPTIONIST

ON-RESERVE HOUSING COORDINATOR	COMMUNITY DEVELOPMENT WORKER #2	EMPLOYMENT COORDINATOR

ON-RESERVE HOUSING CONTRACT MANAGER		GUIDANCE COUNSELLOR (PART-TIME)

Denotes Staff
Position under application
through Department
of Indian Affairs

BURNS LAKE COMMUNITY DEVELOPMENT ASSOCIATION

Diagram of Association and Personnel Relationships

Staffing:

Key organizers have been George Brown - former Community Development worker, now the paid president of the Corporation: Duncan Speight (communications): Mike McKinley (administrator) and Gerry Presley (legal counsel from Vancouver). A competent general manager and accountant for the Corporation was a top priority.

The present staff of both the Corporation and the Association are mixed with both Indian and non-Indian workers and resource persons. Native people are training as partners to eventually be qualified for administrative and management positions. Decentralized staff from Canada Manpower assist in developing training programs and a liaison with New Caledonia College in Prince George has been established.

The Community Development Association has field workers and program workers who work in a decentralized way with local bands. Training is usually informal with less experienced workers learning from experienced staff after a general orientation. Leadership courses for community development workers stress building of self confidence and para-professional skills. Four persons are currently being trained to work with people with alcoholic problems.

Community Involvement and Participation:

Government planning encouraged both native and non-native representation in overall planning although the Village Council has participated in only a limited way. An elected representative from each Band brings local concerns to Board meetings and reports back to Band Councils. An average of over 100 people drop in at the store front offices to enquire about programs or attend meetings each day. About 300 people are directly affected by training programs and about 8,000 are affected indirectly, including many

non-Indians. Public meetings are held frequently and the Board members must report to a membership constituency of over 1,300 people.

Management and Finance:

Middle management consultants, legal and financial advisers are available through the Corporation for new business enterprises. All borrowers from the Capital Loan Fund are required to use these resources to establish sound business practices and they also must attend business management courses. A dynamic management team has been recruited which insists on strict business practices.

The financial considerations of the Corporation are outlined in their March report to the Legislature. The original government grant allowed native people to purchase 8% of shares in the Babine Forest Products. An additional $500,000.00 was negotiated for a Capital Loan fund for self-help enterprises. This is being used as equity to request additional federal Indian Economic Development Funds and funds from DREE and ARDA. It is anticipated major capital investments in Native projects will peak to over $7.5 million in the next two years, to purchase equipment and operate logging businesses. An additional loan request to the B.C. government is receiving favourable consideration because of the successful results to date.

The Community Development Association received a grant from the Department of Human Resources for initial programs and administrative costs.

Assessment and Evaluation:

Annual reports to the provincial legislature are required and reports are kept on each project.

Persons interviewed felt that the results to date have far exceeded their expectations, for example, the educational upgrading took much less time than expected - over 42 people are trained and ready to work now when the new sawmill opens.

Academic achievement records of Native students averaged 75% despite about 45 of the participants formally being illiterate. The anticipated drop-out rate in training programs was very minimal. Interest and motivation have been very high in all programs.

Manpower and educational experts and politicians will apply the usual measurements of achievement. However, the Burns Lake people have great pride in stating that one achievement is that the new programs have caused the local beer parlour to almost go out of business. By February, 1975, there was a 25% decrease in the number of Indian people receiving welfare despite a loss of 186 jobs in the forest industry. Over 250 of the 350 new jobs that will be created by current economic initiatives will employ Native men and women.

Current Status:

The Burns Lake Project, from the beginning, has been characterized by aggressive political action along with careful planning. Initial training programs proved that Native people had the ability and competence to achieve their goals while they planned many new programs and solicited increased development funds. Political action has drawn leaders into controversies with the B.C. Native peoples movement while administrators at home have trained staff and expanded the organization.

The next stage of development will be to move from organizational work and training programs to focus on sustaining employment in the sawmills and successful operation of co-operative native enterprises. Relationships in the wider community need to be expanded and improved, e.g. to develop a representative elected Resource Board.

The provincial government is very pleased with results and federal development funds have been promised because of the obvious success of this project during its first year of operation.

Results:

Many positive observable results have already been noted in this report; successful educational and training programs involving over 100 adults, new co-operative enterprises planned and soon to be initiated, decrease in social problems, welfare dependency and alcoholism; strengthening of family life and increasing participation of women as well as men; the building of two efficient, well-managed organizations that have established credibility in the Burns Lake community and with many government departments; effective co-ordination and participation of government resources and civil servants. The greatest change probably has been in the attitude of Native people who have developed pride in themselves and their achievements and who now have hope for their children.

Probably the greatest problems ahead are to sustain the organizational momentum and the interest of Native people in future employment and to learn to operate effective businesses that eventually will become independent of government loans. Social programs that now are planned must become operational and funds must be found to sustain

effective social programs independently. Relationships within the non-Indian community in Burns Lake need to be expanded to develop more mutual trust in the future. Improvements in the quality of education for children (Native children mostly attend separate Catholic schools) and new ways to develop knowledge and pride in Indian traditions have yet to be initiated.

MINISTER OF LANDS, FORESTS AND WATER RESOURCES

VICTORIA
BRITISH COLUMBIA
CANADA

PRESS RELEASE
DECEMBER 5, 1974

BURNS LAKE TREE FARM LICENCE

The Village of Burns Lake is on the way to getting
a 45,000-acre Tree Farm Licence.

Resources Minister Bob Williams announced approval
today of Burns Lake's application for a Licence.

Approval is subject to the condition that people
living near the Licence area, but beyond Village boundaries,
would also be involved in the management of the Licence. This
means that District 'B' of the Bulkley-Nechako Regional Board
would elect representatives to the management committee formed
by the Mayor and Council of Burns Lake.

"This government is absolutely committed to the policy
that local people will have a greater say in what's happening
around their community," said Williams. "Burns Lake managing
its own Tree Farm Licence is yet another step in this direction."

The advertising of the Licence, required by statute,
was completed early this year. The present announcement means
that the Minister will place the lands under reserve from further
alienation.

This gives the Burns Lake Tree Farm Licence Management
Committee an opportunity to prepare a Working Plan, which must
be on an Integrated Resource Management basis. This will ensure
maximum return to the community of all benefits - commercial,
recreational, and environmental.

"Integrated Resource Management simply means that the Licence will be managed with full regard for wildlife, for recreational potential, and water quality, so that all factors will be carefully weighed," Williams said.

The actual Licence will be issued when the provincial Forest Service approves the Village's Working Plan.

Doug Kelly, M.L.A. for Omineca, said from his home in Fraser Lake, "I'm pleased as I can be that local people should have such a chance to manage their own affairs. This concept is 100 years overdue."

BABINE LAKE

DECKER

DECKER LAKE

TALTAPIN LAKE

BURNS LAKE

BURNS LAKE

TINTAGLE

SHERATON

ENDAKO RIVER

PRIESTLY

TCHESINKUT LAKE

FRANCOIS LAKE.

ENDAKO

PRINCE GEORGE

26

1" 4miles
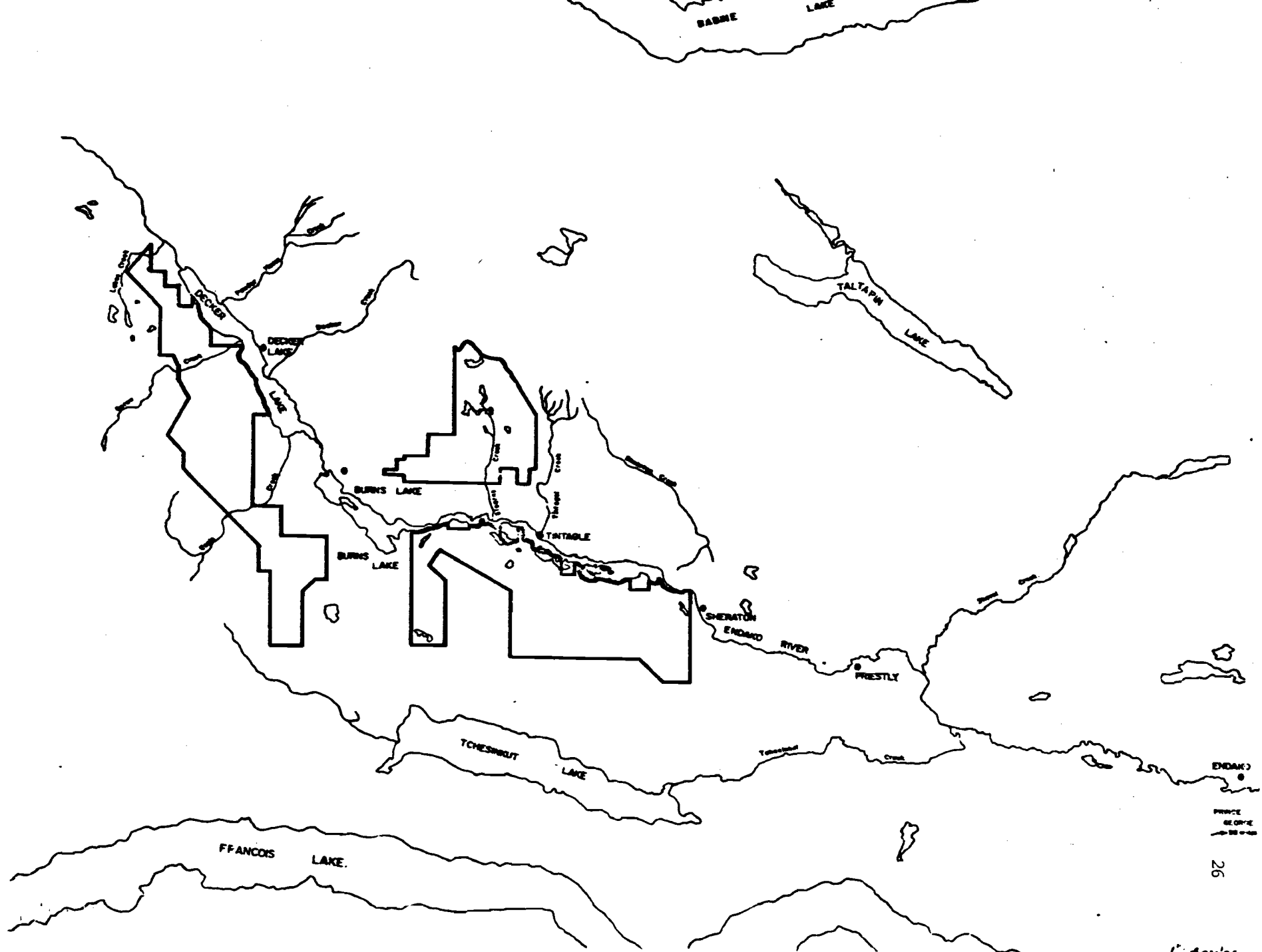
Burns Lake

by G. Graham

Nestled in an area of high ridges and rolling countryside, trees and lakes as far as one can see, Burns Lake is much like a village or town found anywhere in Canada. On the surface, that is. There is something special here. Something that sets Burns Lake apart from the ordinary.

The difference is the future.

Instead of waiting for some developer to find Burns Lake and conform the village to its economic needs, without any concern for the people and the environment, the reverse is happening. This reversal is called 'New Dimensions'.

Burns Lake has never had a permanent major industry and consequently, the people work in diverse areas and industries. Some commute as far away as 100 miles. Others don't work at all.

Another part of the make-up here is the native population. Native people make up one-third of the area's population and 75 percent are unemployed. Many who have basic training move to other areas in search of work.

Until a year and a half ago, the situation was a great source of worry to many people. But at that time, programs were initiated by many levels of government to deal with the situation. Thanks to these efforts, Burns Lake is moving in the right direction.

Since then, Robert Williams, Minister of Lands, Forests and Water Resources for British Columbia, has worked with Mayor Baker and people of the village, every step of the way, to ensure the success of 'New Dimensions'.

Today, as a result, a new $14 million sawmill is under construction. It will be in operation by September, 1975. The name of the company is Babine Forest Products. Of course, with a little push, any community can attract industry of some kind, regardless of consequences, but Babine is designed to involve the community.

George Richards, resident manager, feels Burns Lake is a perfect location for a mill, because of its proximity to timber and enthusiasm of the residents. "Our aim is to make money. We can't forget this point. In turn, the mill will greatly improve the economic base of Burns Lake."

What of the environmental impact? At the mill, smokeless burners will be used as well as its own water supply.

Babine is committed to a policy of preferential hiring in the Burns Lake area. Training facilities for residents will be provided prior to start-up. And Babine will employ a representative of the native people as assistant personnel officer for a period of one year after the mill opens.

The mill could employ as many as 200 people and create up to 250 jobs in secondary and spin-off industries. Burns Lake might see its local economy increase by $3 million in salaries per annum.

Retailers are concerned. They do not want to see shopping centres and other major competition move into the area as a result of the new money. One Burns Lake retailer, Don Hoffman, is excited about the challenge and thinks he has the answer to these problems: "As a citizen I feel good about the added economic input and I'm sure everyone will benefit. As a businessman I think we will have to carry larger stock with more variety, become more competitive and encourage at-home spending." Losing any of the new money is not the intention of local service and retail business.

Native people have also achieved great inroads with their own problems. Without social, cultural and practical training of substantial proportions, these people have not had the opportunities afforded the white communities. This reasoning not only applies to Burns Lake, but to most communities throughout North America.

Here, in Burns Lake, the effort has been initiated in a big way. The native people have assessed the situation and presented an organized picture of their needs to Mr. Williams. The result, 'New Dimensions', incorporates a major effort on many levels of government to help correct the native people's problems. Programs initiated here could very well be of a historic nature and a major step forward for native communities throughout Canada.

Mayor John Baker

In essence, this is what the native people have achieved through detailed negotiation with Mr. Williams.

They will participate in the activities of Babine Forest Products in a real way at every level up to and including the board of directors. They will be apportioned 8% of the chip production to sell when and where they see fit. They will have 8% ownership in the company whose major shareholders are Eurocan, Cancel and Weldwood of Canada. The native people have received a $500,000 loan from the British Columbia Government, essentially an advance against profit. This loan will be used to fund and develop subsidiary and supporting industries in the area. They will also be funded by the province for the development of community oriented programs.

In relation to the community in general, native people will have access to on-the-job training and counselling, to be set up by Canada Manpower and the provincial Department of Labour. Bill King, Minister of Labour, has given approval to the principal of preferential local hiring. He will give assistance to whatever training and education programs are necessary. They will range from on-the-job training for potential sawmill employees (from within the community), to courses for logging sub-contractors and instruction in the management of small business. Training programs and educational courses will be carried out locally minimizing the problem of family dislocation. A Canada Manpower office was recently opened in Burns Lake and the Department of Labour is assisting the people of the area in an extensive human resource survey. The Department of Housing, the Department of Human Resources and the Department of Municipal Affairs, are participating with the whole community in a comprehensive program of housing and development.

The Burns Lake native people have caused two entities to be incorporated. The first is, Burns Lake Native Development Corporation (B.L.N.D.C.) in which all native people in the area hold shares and will act as the economic entity for the native people. B.L.N.D.C. will be the centre of all their financial transactions.

Executives and directors are: George Brown, representative of the Burns Lake local of B.C. Association of Non-Status Indians; Ted Lowley, chief of the Lake Babine Band; Durban Skin, band manager of the Omineca Band; Peter John, counsellor of the Burns Lake Band; and Abel Peters, counsellor of the Cheslatta Band.

The second entity is Burns Lake Community Development Association (B.L.C.D.A.), whose function will be to develop and work with the social and cultural aspects of the native people. With the help of the Department of Human Resources, B.L.C.D.A., will embark on a five-year program to provide development in the areas of housing, life skills, employment, recreation and community development. Through B.L.C.D.A., the native people will also have a chance to revive some of their cultural and artistic talents.
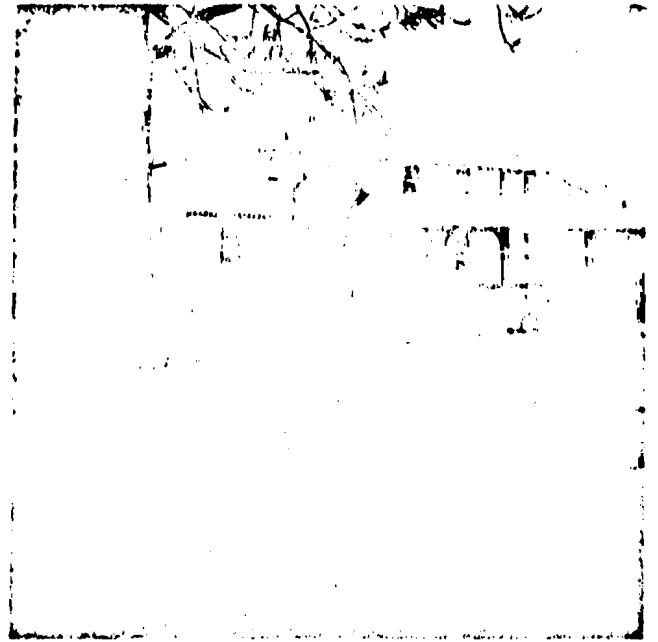
Executives and directors of B.L.C.D.A. will be George
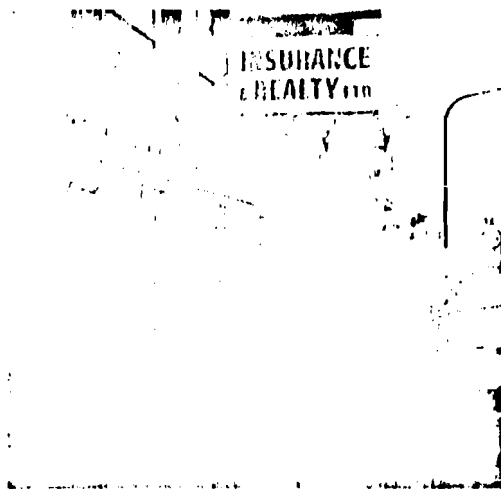
*Don Hoffman, at the
door of his retail store.*

*Margaret Patrick, Band Manager of the Lake Babine Band
(right), feels the new approach is long past due.*

*George Brown, local representative of B.C.A.N.S.I. and spokesman for
the Burns Lake native people.*

Brown, Ted Lowley, Peter John, Durban Skin, Abel
Peters, Margaret Patrick, Band Manager, Lake Babine
Band, and Vincent Morice of the Burns Lake local of the
B.C. Association of Non-Status Indians.

Financially, the B.L.N.D.C. will receive a forgivable
loan of $425,000 from the Provincial Government, to
purchase their 8% interest in Babine. The province will
also provide a bank guarantee of $720,000, representing
8% of the operating costs.

The B.L.N.D.C. will receive a loan from the province
for $500,000 interest free for a period of five years and
repayable at 3% thereafter. The loan will enable the
native people to take advantage of the opportunities in-
herent to the development.

B.L.N.D.C. will receive grants from the province
totalling $500,000. These operating funds will be used to
supply self-help projects within the native community.

Native representatives realize the nature of the pro-
ject and, at long last, the opportunities provided. After
signing the agreements with the Provincial Government,
George Brown commented: "We are optimistic that the
spirit which prevailed throughout our negotiations will
continue as we work together." He added, "The rest is
up to us. Because of its significance to native people
throughout the province and indeed throughout Canada,
this unique project must succeed."

Ted Lowley, chief of the Lake Babine Band, said the
project has nothing to do with the settlement of land
claims but would put his people in a good position to
deal with a settlement when it finally comes. "My first
responsibility is to my people. I cannot allow the world
to pass them by as they wait for a land claim settlement.
This project is for Indian and non-Indian alike. In this
area, the non-Indian needs housing, jobs and recreation
to almost the same extent as the Indian. The only way
to stabilize the population and workforce characteristics
of the north and reduce the social problems is to make
the north a more attractive place in which to live and
work."
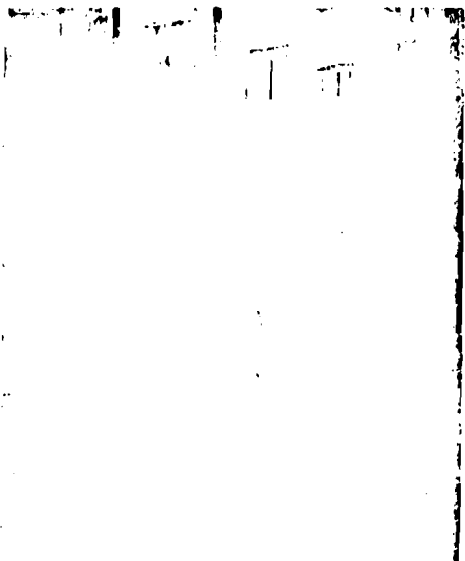
To successfully plan and administer the needs of the Burns Lake project, a number of areas are being studied. The studies include housing, schools, commerce, recreational facilities, transportation, health care facilities, industrial needs, aesthetics and these subjects are only a sample of the community's needs.

Local input plays a great part in formulating questions and answers. A community resource board will be formed with its members elected by the community. The board will hold public meetings to assess the needs and gain local opinions. B.L.N.D.C. will work closely with the Community Resource Board to make sure the community plan includes a viable future for all Burns Lake residents.

The job before various government departments, local associations, and the community-at-large, is monumental. They must assess resources and services, establish needs and priorities, draw up budgets, hire staff, locate facilities and services, to feed the current and future needs of Burns Lake.

Mayor Baker understands the magnitude of the project and the inherent problems. He hopes people of Burns Lake will live up to the challenge. "The local population must meet the impact of development. As a result, we will need some change and there are people who will resist the change. But we must learn to meet the challenge and to deal with it in a real way. There is also a unique opportunity here for the native people. They now have a chance to prove themselves and if this project works, it will mean a new way of life for native people across Canada."

Mr. Williams, upon completion of the negotiations said, "We have now completed all the extremely difficult and detailed agreements and people on all sides should be commended for their unique achievements."

Burns Lake is the first of several municipalities in the north slated to receive a tree farm licence. The application is awaiting governmental approval. Mayor Baker thinks the licence will be an interesting proposition for the village because of the control they will have over the environment in the surrounding area. One object of having a licence (which gives the licensee the right to log an area including the responsibilities of management and protection) under the direction of the village, is to create recreational facilities for the citizens. Profit will be secondary. The people of Burns Lake will have control of some of the countryside they see every day.

The British Columbia Forest Service, along with the Fish and Wildlife Branch, and other resource agencies, have the responsibility of overseeing and approving the proposals for logging. There are problems here which will necessitate tremendous co-operation between departments, Babine and the people in the area. Considerations include access road approvals, wildlife protection, effects of the development on trapping lines and hunting grounds, inventory control, and watershed protection. The list of ramifications and considerations could go on and on. The two departments have their work cut out, ensuring that industry will have as little, if any, effect on all the other users of the forests in the Burns Lake area.

Burns Lake, in essence is just beginning. The people in this tiny British Columbia community will not see or feel the full effect of today's decisions until sometime in the future. In fact, some people in the village still haven't fully grasped the feeling of the project. In time, however, they will become involved.

Burns Lake is an area to watch, for it could very well be making history as each day passes. ◘

"I hope some of our people will now come back to Burns Lake to help."
Lake Babine Band elder.
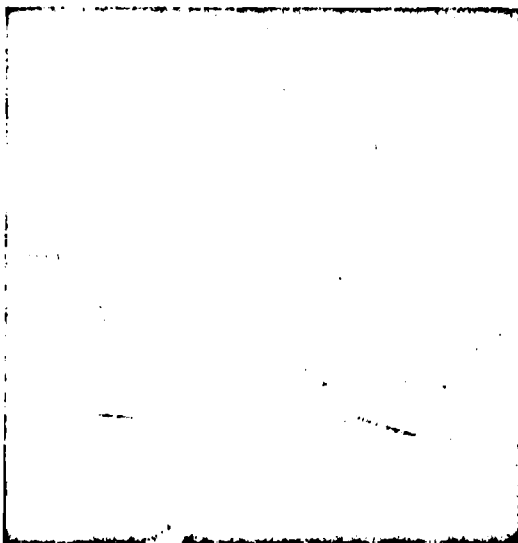
Robert Williams, Minister of Lands Forests and Water Resources and Norman Levi, Minister of Human Resources, signing final agreements with representatives of the Burns Lake native people.

CASE NO. 2

STRATHCONA PROPERTY OWNERS AND TENANTS ASSOCIATION

DESCRIPTIVE TERMS:

Urban renewal, (neighbourhood) rehabilitation, housing community action, consensus planning

ABSTRACT:

Objectives:
i) To preserve residential community against the onslaught of urban redevelopment
ii) To enhance the total community life
Population:
All residents (Chinese - 70%, Italian, Portugese) in Strathcona, Vancouver's oldest neighbourhood
Methods:
Confrontation, mass organization, lobbying, community development, negotiation, citizen participation, action research
Training Components:
i) Training was related to the tasks of the various concerns within the community
ii) Special training was given to staff doing specific jobs
Organizational Structure:
Board of Directors meets twice monthly; special meetings around special issues are held when necessary to advise and involve the community and the related government departments; information is maintained through publications, brochures, use of block captains; the structure of SPOTA extends into the use of the schools in the district as well as the various organizations represented there. There is a full-time staff or on-going responsibilities. The house-office serves as a drop-in place where citizens can obtain information or express their concerns.
Funding:
i) C.M.H.C.
ii) Joint funding by all three levels of government
Evaluation Procedures:
i) Periodically independent consultants are called upon to evaluate certain activities
ii) Documentation of the various activities of SPOTA

ANALYSIS:

In relation to the criteria set out in the program proposal, this particular activity clearly involved a significant number of people, counting upon them to originate much of the enthusiasm and the actual work involved. It would appear to be based on well-thought out objectives related to urban renewal and rehabilitation. It appears to be weak in the training aspect of its activities, whether for volunteers or full-time people. Also, its evaluation, instead of being on-going and built-in, seems to be occasional. However, the project is regarded by most, as a successful example of neighbourhood co-operation to achieve the goals which the residents prefer, as distinct from goals which may be imposed from the outside.

CONTACTS:

Strathcona Property Owners and Tenants Association
820 Jackson Street, Vancouver 4, B.C.
Telephone 242-9411

STRATHCONA PROPERTY OWNERS AND TENANTS ASSOCIATION
STRATHCONA REHABILITATION PROJECT

Address: 820 Jackson Stree, Vancouver, B.C.

Telephone: 259-9411

Interviewees: Mrs. Bessie Lee, Vice-President and Co-ordinator
                Jonathan Lau, Community Development Worker

Interviewer: Margaret A. Mitchell

Date: June/July 1975

References: Strathcona Rehabilitation Program, July 1971
                City Planning Dept., Vancouver

                Strathcona Rehabilitation Project: Evaluation Study
                Part I, 1975, City Planning Dept., Vancouver

                Don't Rest in Peace - Organize - "Strathcona
                A Community Helps Itself", page 47
                Neighbourhood Services Association, 2108 W. 4th Ave.,
                Vancouver

                Strathcona Property Owners and Tenants Association
                (S.P.O.T.A.), summary report prepared by a student
                for C.M.H.C.

BACKGROUND:

Strathcona community, the oldest neighbourhood in Vancouver, is a twenty block residential area adjacent to the city core and Commercial Chinatown. The area is enclosed by commerce, industry and railway on four sides. Two large public housing projects stand at either end of the area with a community of home owners between.

The residents of Strathcona are primarily (about 70%) Chinese. Many are non English speaking. Italian and Portugese residents are the next largest group. Public housing projects built in the 60's add a concentration of low income, single parent families and many additional senior citizens to the established ethnic community.

Strathcona Property Owners and Tenants Association (S.P.O.T.A.)
grew out of crises when bulldozers, in the name of urban renewal,
threatened to demolish the Chinese residential community. Many
individual homeowners, feeling frustrated and intimidated, sold their
properties to the city on promises (later unfulfilled) that they would
be able to move back later into new housing. People feared their ethnic
community would disappear along with clearance of old houses.

In 1969, a perceptive social planner recognized the potential for
rehabilitation of older homes and encouraged a few courageous citizens to
protest urban renewal. Their presentations to the Hellyer Task Force on
Housing began a reform of federal Urban Renewal Policy. City Council was
told that federal funds originally designated for urban renewal would be
available only for rehabilitation of homes in Strathcona and that planning
must be done with residents.

From these beginnings, citizens gained confidence and hope that their
community and their homes might be saved. With assistance of community
development workers, social planners, and other allies, they began to build
a strong bilingual organization called S.P.O.T.A. People were contacted in
each block, meetings were held, briefs prepared and S.P.O.T.A. began to
lobby with all levels of government. Several strong leaders and spokes-
persons emerged who had links into different political parties and
community resources. Following lengthy planning with S.P.O.T.A., the
Strathcona Rehabilitation Project (S.R.P.) was launched in 1971 as a
government funded project "designed to revitalize Strathcona through housing
renovation and improvement of public works". Grant loans were made available

to qualified individuals and 382 dwelling units were eventually renovated. A linear park was established (the first of its kind in Vancouver), trees were planted, streets paved, street fixtures installed and public services replaced. Funds also were allocated for a community centre, for maintenance of an on-site office and staff and for continuing services of a Chinese community development worker who was trusted by community people and was a skilled interpreter.

DEVELOPMENT OF NON-PROFIT HOUSING:

As S.R.P. progressed, S.P.O.T.A. recognized the need for low cost housing to be built on vacant lots. S.P.O.T.A. became a non-profit developer negotiating with city and province for leased land, initiating a small housing co-operative, and planning condiminium housing using a new form of provincial leasehold mortgages. Start-up funds were obtained from C.M.H.C., a community architect was retained. Political action often was needed to overcome many bureaucratic road-blocks. As with all their other projects, S.P.O.T.A. took great pride in the innovations they were developing for a new type of infill housing in Vancouver.

OTHER ACTIVITIES OF S.P.O.T.A.:

S.P.O.T.A. provided community leadership and established connections with other organizations to successfully oppose east-west and north-south freeway connectors, to stop plans for a city fire hall proposed for a site where housing was needed, to work for improved community facilities, parks, and to be a watch dog to ensure sound comprehensive planning for all of Strathcona.

In 1974 a Strathcona Joint Committee of Citizen Groups was formed
which included public housing tenatns, senior citizen groups, S.P.O.T.A.
and the community centre association. This group proposed and provided
leadership for a Community Resources Board which was elected in June
1975 to direct all social services for the area. The Joint Committee also
developed an innovative proposal for a self help community green house
project as an urban demonstration for United Nations Habitat Conference
in 1976. (Unfortunately, federal funds were recently withdrawn).

For the purposes of this case study, the analysis will focus primarily
on the Strathcona Rehabilitation Project and related housing developments
in which S.P.O.T.A. was involved.

ORIGIN O F THE PROGRAM:

As outlined earlier, the residents of Strathcona through S.P.O.T.A.
initiated a change in federal government policy which forced the city to
change from urban renewal to rehabilitation and led to the initiation of
the Strathcona Rehabilitation Project.

S.R.P. was designed primarily to meet the needs of the Strathcona
residents (and former residents) who were predominantly Chinese homeowners.
The needs of the community were defined by S.P.O.T.A. in earlier briefs to
governments, endorsed in public mettings, and were articulated by their
chief spokespersons, Shirley Chan, a young student, and Harry Con, a well
known leader in the community. Often strong negotiations were involved to
gain support for community goals.

The impetus for organizing the Strathcona Rehabilitation Project came
from two directions - from the community through S.P.O.T.A. and its many

allies (e.g. social planners, friendly lawyers and architects); and from the federal Minister of Urban Affairs (Hon. R. Andras). The Minister was determined to develop a better alternative than massive clearance and large public housing projects to solve problems of inner cities. S.P.O.T.A.'s action came at the time when the federal government was looking for change. Strathcona was chosen as the first major rehabilitation program in Canada that was planned and controlled by residents of the community. It was used by the federal government as a pilot project for changing the National Housing Act and initiating Neighbourhood Improvement Projects and R.A.A.P.

Preparation for S.R.P. was done in 1970 by a Working Committee chaired by the city Director of Social Planning and including S.P.O.T.A. representatives and physical planners (who originally had opposed S.P.O.T.A.'s goals). Community consultants were hired by S.P.O.T.A. (a community architect and lawyer) since city planners who had been opponents were not yet trusted. After approval by all three levels of government, the Strathcona Rehabilitation Committee was established, chaired by a City (physical) Planner with officials representing C.M.H.C., provincial government and S.P.O.T.A. (S.P.O.T.A. had only one vote, but many people could attend meetings).

A site office was established, staff were hired and funds were also made available for S.P.O.T.A. to have an independent office (a house) so as to continue to advocate community points of view.

By 1973, S.P.O.T.A. began to plan new non-profit housing. This
planning was under the independent auspices of S.P.O.T.A. and involved
complex negotiations with city and provincial governments to acquire
leased land and leasehold mortgages, and to gain approval for new styles
of high density infill housing on vacant lots.

OBJECTIVES:

S.P.O.T.A. was formed to preserve the residential community against
the onslaught of urban renewal and redevelopment and is concerned with the
total improvement of the community (physical, social, recreational). This
goal was expanded in 1972 to include the development of non-profit
housing to ensure reasonably priced housing for former residents in a
mixed community.

Initial objectives of the Strathcona Rehabilitation Project expressed
in the July 1971 report included the interests of both community and
governments e.g. "emphasis was on the desire of residents to stay in the
area, to preserve their homes and to participate in upgrading the community":
"rehabilitation was to be the general goal for the area": "(federal
government) agreed to participate only if a revised urban renewal scheme
for Strathcona emphasized rehabilitation rather than clearance and the terms
of reference were agreed on by the provincial and municipal governments and
the people in the area".

Initial objectives were articulated in S.P.O.T.A.'s constitution and
in S.R.C. reports prepared by city planners. The rehabilitation of
individual homes and improved public works was the first government priority.
However, as S.R.C. developed, the overall goal broadened to include social

developments (the community centre, linear park, U.N. greenhouse proposal) and support for S.P.O.T.A.'s new social housing programs. Community goals broadened to become comprehensive community development and S.R.C. reflected this philosophy even though the original S.R.C. terms of reference were not changed. However, housing has remained as S.P.O.T.A.'s first priority.

The S.R.C. objectives of rehabilitation (which originally was opposed by City Planning Dept. because of their urban renewal focus) was fully endorsed by the newly elected City Council after 1971. The concept of community involvement in local area planning became a city policy which was endorsed and supported by provincial and federal governments.

Public housing tenants living in Strathcona had not been involved in earlier rehabilitation planning but did not oppose it. Through the Strathcona Joint Committee of Citizens Groups, inter-group alliances began to develop and tenants were often invited to express their opinions in S.R.C. meetings (e.g. re linear park plans; traffic issues, community centre and U.N. planning).

S.P.O.T.A. and S.R.C. objectives are shared by most community residents since S.P.O.T.A. had a strong mandate and has always taken major policy issues back to public meetings for decisions. S.P.O.T.A. maintains close communication with residents through block representatives and regular newsletters (all communications are in Chinese and English).

TERMS/CONCEPTS:

Some of the concepts implicit in S.R.C. and S.P.O.T.A. developments include:

1. "Consensus Planning": S.P.O.T.A. rarely takes votes on issues and
    prefers instead to make decisions as a group after careful discussion,
    consultation and study. They also adopted this procedure in S.R.C.
    meetings and thus were never outvoted by civil servants on the
    committee.

2. "Community Action" involves social and political action by citizens
    including:

    a) Lobbying: S.P.O.T.A. became very skilful in lobbying
        politicians of all parties and at all levels using many
        community events as well as delegations.

    b) Confrontation: Confrontation was used in the beginning
        stages to stop a bulldozer approach to urban renewal that
        threatened to destroy an ethnic community. However,
        S.P.O.T.A. rarely used this tactic later prefering instead
        to persuade, lobby or negotiate with government officials
        and politicians to achieve their goals.

    c) Negotiation: When community goals or requests were not
        achievable through the S.R. Committee a negotiating tactic
        was the next step. This often involved careful preparation
        of a brief, individual lobbying of key decision makers,
        followed by negotiation sessions usually with elected
        officials. In this way S.P.O.T.A. was often able to
        influence reluctant civil servants.

    d) Mass Citizen Action: (pressure from "people power")
        On critical problems (such as the freeway issue and the
        fire hall site) where considerable public pressure was

needed, S.P.O.T.A. usually worked in collaboration with
many other groups who had similar goals but perhaps had
different styles. Mass action included large delegations
to City Hall, petitions, and huge public meetings prior
to civic elections (which extracted promises from all
candidates).

3. "Self Help": This is the theme of Strathcona groups who take great
pride in their own achievements. S.P.O.T.A. uses many resource
persons and consultants but always makes decisions independently as
a citizen group. They have launched many self help projects and
support or gave impetus to many others through the Joint Committee.

4. "Community Development": S.P.O.T.A. was assisted by C.D. worker(s)
in initial organizing stages and has continued to use C.D.
consultants. They have developed skilled indigenous leaders who
use C.D. methods of involving and developing people and resources.
Comprehensive community development is the S.P.O.T.A. goal as well
as their method of operation.

5. "Citizen Participation": "Involvement of citizens in decisions that
affect their lives". In some situations citizens are invited to give
"input" but have no decision making powers. S.P.O.T.A.'s role in
S.R.C. was to participate as an equal partner with governments and
to have a major influence on planning decisions. Participation
without decision making power usually becomes tokenism.

6. "Community Control": Planning in which the community retains veto
power or has a major say in decisions. Often a mass show of "people
power" is needed to retain community control. S.P.O.T.A. gained

"control" by becoming a recognized, credible organization in the eyes of government and the community at large. (In S.R.C., the community was a fourth partner but did not have voting control, therefore a consensus method of planning was more effective.)

7. "Community Rehabilitation": Technically, this concept referred to repairing of older homes and improvement of streets and services. However, S.P.O.T.A. expanded this concept to refer to the total community - strengthening of citizen groups, improved social services and schools, people development as well as physical improvements to their community. Economic development was to be a goal of the U.N. greenhouse proposal.

8. "Action Research": Surveys, studies and reports that documented developments but were also used for practical purposes by citizens and S.R.C. to set new goals and targets. Research often was used by S.P.O.T.A. to support citizen action, in briefs to governments etc.

9. "Community Consultants": Experts (lawyers, architects, planners, C.D. workers) who were sympathetic to community goals and were hired directly by community groups (as opposed to civil servants or consultants hired directly by governments and who usually represented government points of view). S.P.O.T.A. used many consultants and resource persons as advisors but always made their own independent decisions as citizens.

METHODS:

Many of the methods used by S.P.O.T.A. are described above. Originally confrontation and mass organization were needed to convince governments to stop urban renewal and support rehabilitation. Once this goal was achieved

then consensus was possible. The major methods used later were co-operative planning with governments through the S.R. Committee; community development within S.P.O.T.A. and throughout the Strathcona community; and community action to overcome bureaucratic road blocks or to initiate new developments. S.P.O.T.A. is famous for political lobbying and skilfully plotted strategies.

As noted in previous sections, the change in S.P.O.T.A.'s methods from confrontation to co-operation resulted from a change in government policy to support S.P.O.T.A.'s goals, the joint establishment of S.R.C. and the official recognition of S.P.O.T.A. as a competent planning group that had a mandate from and was accountable back to all Strathcona residents. As S.P.O.T.A. gained recognition, she also gained influence and power to effect changes.

ORGANIZATION AND ADMINISTRATION:

Structure: S.P.O.T.A. has a large Board of Directors (16) with both an English and Chinese person for every office. Meetings are held on alternate weeks and a housing committee includes any interested members and several consultants. S.P.O.T.A. reports back to the community regularly through block captains, newsletters and public meetings. Special meetings are called periodically when major policy decisions are pending and a wider community consensus is needed to establish a community position. S.P.O.T.A. also has links with many other community groups and two community schools and provides leadership to bring all citizen groups together in the Strathcona Joint Committee. In order to qualify for housing grants a separate legal identity was established called S.A.S. (Strathcona Area Housing Society) and a housing co-operative called S.C.O.O.P. was developed that now is independent of S.P.O.T.A. but has liaison persons on S.P.O.T.A.'s Board.

Strathcona Rehabilitation Committee was the planning body to implement and carry out rehabilitation programs and to establish an on site planning office during 1971-1972. It is composed of representatives of the four "partners" - a C.M.H.C. official (federal), an official from the Department of Housing (B.C.), a City Planner (who acts as chairperson), specialized staff employed by S.R.C., S.P.O.T.A. representative (and any members who wish to attend), S.P.O.T.A. consultants (C.D. workers, architect, co-ordinator). The social planner was withdrawn in 1972.

The S.R. Committee was very active during the period when renovations were underway. Now it meets only occasionally to finalize unfinished business, consider and complete an evaluation report.

Staff: S.P.O.T.A. has used several different kinds of staff over the past five years. A bilingual C.D. worker contracted from Neighbourhood Services Associated helped during organizational stages and has continued as an advisor and interpreter.

S.P.O.T.A. established a bilingual (Chinese speaking) Executive Director position in 1973 and has also employed a bilingual Secretary-Office Manager. The Executive Director-Co-ordinator position is filled by an experienced indigenous leader who has attended community development courses and has public relations skills. Two of the persons formerly in this position had experience in federal departments as well as knowing Strathcona well and having university training. The Community Development worker trained professionally in C.D. and social work and is very sensitive to the needs of the Chinese community.

S.P.O.T.A. also involves a number of Board members in part time jobs as receptionists and pays an honorarium. This provides office help and an opportunity for members to train and develop as leaders.

The most important qualification of staff is to be able to communicate with local residents and to have a commitment to S.P.O.T.A.'s goals and to group decision making. Beyond this training is on the job - with many opportunities to attend conferences and workshops and to learn from expert consultants. Key staff have done political lobbying and letter writing for S.P.O.T.A. executive.

Staff of S.R.C. site office (which operated for only one year) were employed by the City Planning Dept. They included social and physical planners, a co-ordinator, rehabilitation experts. A Vice-President of S.P.O.T.A. and S.P.O.T.A.'s Community Development worker were hired directly by S.R.C. during this period as interpreters and communicators. This civil service role had certain limitations that were frustrating to people who had formerly been advocates for S.P.O.T.A. (Both are now back working on the "side of the people" only.)

COMMUNITY INVOLVEMENT AND PARTICIPATION:

As has already been stated, S.P.O.T.A. communicates regularly with the total community through newsletters, public meetings and a very active word of mouth grapevine. There are frequent newspaper articles and T.V. coverage of events, and many students do theses and reports about S.P.O.T.A. S.P.O.T.A. news is covered regularly in the Chinese press.

"Client groups" (i.e. potential homeowners or persons who have had homes rehabilitated) are residents of Strathcona or former residents who are reached through the above media. In addition S.P.O.T.A. has a long waiting list of people wishing to purchase new homes when these are built. Some are directly involved in S.P.O.T.A. organization - others will become involved

when houses are ready. The S.P.O.T.A. Co-ordinator stresses personal contacts and actively encourages wide participation.

A number of persons involved in housing or rehabilitation programs are actively involved in S.P.O.T.A. Several S.C.O.O.P. (the housing co-op) members are on the S.P.O.T.A. Board. However, many Strathcona people work long hours, speak little English, and just prefer to drop in at S.P.O.T.A. house occasionally or attend public meetings for information.

S.P.O.T.A. contacts most of the 2,000 households in their rehabilitation area during each month. (This does not include public housing projects at either end of Strathcona Community.) Probably a core of about 200 people are actively involved in Board and leadership roles as block captains. During earlier periods when homes were being rehabilitated about 20 to 30 people might drop in to S.P.O.T.A. house or make phone calls each day.

In addition, S.P.O.T.A. is involved in wider community meetings and events involving public housing projects (1,000 households) and commercial Chinatown residents. The newly elected Strathcona Resources Board has a constituency of about 4,000 households. (16,000 residents).

FUNDING:

S.P.O.T.A. funds have come from special C.M.H.C. (Part LV) grants for core funding, from C.M.H.C. start-up funds for non-profit housing and from small payments from S.R.C. for community consultation and S.P.O.T.A.'s information services (since the on-site office closed down). Some future administrating costs (e.g. to hire a housing manager) may be covered by a 10% charge on costs of future housing.

The S.R.P. expenditure ($3.5 million for rehabilitation) involved major contributions from three levels of government. A breakdown of these costs and contributions is not available at this time but may be obtained from the Director of Planning, City Hall.

S.P.O.T.A. maintains a house office, but at a reasonable rent since it is owned by a member. Occasionally parts of it have been rented out for other offices. C.M.H.C. core funding for S.P.O.T.A. has not been continuous and S.P.O.T.A. has had to incur some debts (for architectural services) to be paid from future mortgage monies and down payments.

> Note: A financial statement from S.P.O.T.A. is
> not available at this time.

EVALUATION AND FEEDBACK:

A formal evaluation report was part of the S.R.P. The long delayed Phase I report, contracted through United Appeal, was received in July (see reference). Independent consultants are being hired by S.R.C. to complete a Phase II evaluation in 1976. Information will be used by the three government partners, by S.P.O.T.A. and by many communities and students who constantly request information for studies and theses.

A multi-lingual documentary on Strathcona may be prepared for U.N. Habitat Conference featuring a community self help theme. (The recent cut in federal funds may affect this.)

Past executive directors have done considerable documentation of S.P.O.T.A.'s development and the history of Strathcona, and clippings and photos of numerous events are collected.

S.P.O.T.A. feels they have achieved their goals of rehabilitating most homes in the area that wished grant loan assistance and were eligible. However, limitations of bureaucracies, inadequate financial grants and red tape regarding housing innovations were problems.

Many unexpected spin-offs have resulted, including improvements of rooming houses and apartments, general home improvements by all residents, community centre and park developments. Their spokesperson felt that the attitudes and feelings of people in the area have changed. People now are proud to live in Strathcona and there is a bond between all ethnic groups despite very diverse life styles and language barriers.

The strong and effective organization created by S.P.O.T.A. is able to innovate creative new developments and act as a housing developer, as well as maintaining a representative planning voice for Strathcona.

The S.R.C. 1975 report summarizes the following results:

> "382 dwelling units in all types of structures were
> renovated, representing 30% of all dwelling units in
> the neighbourhood. 212 houses were renovated
> representing 62% of all single family homes. A
> linear park was established, trees were planted,
> streets paved, street fixtures installed and public
> services replaced.
> The Strathcona Rehabilitation Project reflects two
> significant changes in public policy. Rather than
> the redevelopment of deteriorating neighbourhoods,
> government programs now focus on the conservation
> and improvement of existing communities. Also this
> was one of the first public programs in which
> community residents participated in the decision-
> making affecting their community."

CURRENT STATUS OF THE PROGRAM:

Strathcona Rehabilitation Project is in its last stages and was extended for one year to complete additional proposals for use of remaining S.R.C. funds. A housing manager is being hired by S.P.O.T.A. to assist their architect in the next stages of building non-profit condominium housing. Relationships between all community groups are being sustained through their newly elected Community Resources Board and the unofficial "Joint Committee" which will continue to press for the U.N. Greenhouse Project.

S.P.O.T.A. continues to have a positive image at City Hall and with all elected representatives but continuously has to lobby and use political strategies to overcome bureaucratic road blocks in the housing field. C.M.H.C. is considering a further grant for core funding to sustain S.P.O.T.A. through the months ahead.

OBSERVABLE RESULTS:

See results summarized above under "Evaluation".

The following elements contributed to S.P.O.T.A.'s successes and may be applicable to other citizen groups:

"1. The timing was right: The citizens' demands for their rights to rehabilitate their community coincided with a changing federal philosophy toward urban renewal and eventually resulted in Neighbourhood Improvement legislation.

2. A grass roots base: Although S.P.O.T.A. moved into sophisticated circles, they never forgot to inform and involve the people in each block, many of whom spoke no English.

3. Complementary leadership: The main leaders and the C.D. worker communicated with different constituencies, and brought together complementary personalities and talents. A large Board provided diverse supporting resources and extensive manpower.

4. Political awareness: S.P.O.T.A. members became very sophisticated strategists, selecting the best spokesman for the occasion, choosing always to lobby, charm and negotiate, rather than to confront power structures.

5. <u>Skilful use of resource persons</u>: Many outsiders were welcomed who

provided technical assistance and support in addition to the ever

present and essential C.D. worker. They used knowledge and advice

of experts but always made their own independent decisions."

Policies established by the Strathcona Rehabilitation Project are

applicable to other inner city urban communities and, through N.I.P. and

R.R.A.P. legislation, have become government policy throughout Canada. The

emphasis on community self help, on partnership planning between the

community and governments, and the accountability of politicians and civil

servants to the local community which is effected by developments are

concepts that have international application. Comprehensive development

that includes social and economic as well as physical redevelopment is a

desirable goal.

The organizational methods used by S.P.O.T.A. and their political

awareness and bilingual communications also have wide significance. Government

housing policies and financing (provincial and federal) that encouraged

social housing that provided leased land and subsidies for non-profit

developers are also important. Strathcona provides examples of the negative

impacts of mass clearance for mass superimposed public housing projects and

the more positive examples of subsidized, private, high density housing

program within a mixed socio-economic community.

DIFFICULTIES, PROBLEMS AND CRISES:

The greatest problems encountered by S.P.O.T.A. (after initial

opposition of City Planning Dept. was resolved) were the conservative and

traditional attitudes of most bureaucrats, the red tape and major delays to

approve rezoning for new housing, the complexity and enormity of the tasks involved when a volunteer organization becomes a housing developer. Most of these problems were administrative, both within government and within S.P.O.T.A. Often S.P.O.T.A. had to use political strategies and influence of elected representatives to expand existing public policies or plan new programs. (e.g. the provincial leasehold mortgage concept was adapted for Strathcona,and the Strata Titles Act was rewritten by S.P.O.T.A.'s lawyer.)

As with most organizations, there were occasional conflicts between factions in the community. e.g. one developer was given land by the city below cost, did not complete developments and now a legal case prevents S.P.O.T.A. from building homes on this site. In 1972, when salaries were allocated for two key staff positions, there was a conflict involving two former leaders and the former president resigned.

The main problems remaining are to complete unfinished business and to overcome zoning problems involved in next stages of building infill housing. Getting the right people (bilingual with planning skills) as staff expediters has been a concern of S.P.O.T.A. in recent months.

S.P.O.T.A. expects to be very involved in housing developments for another one to two years with new residents gradually taking over their own management. They are prepared to either continue in a more minor way as a parent planning body and watch dog, or to go out of business if no longer needed. S.P.O.T.A. will continue to groom new people to share their heavy leadership responsibilities and maintain the grass roots involvement.

ORGANIZATIONAL STRUCTURES:

These were described above. S.P.O.T.A.'s style of operating by consensus with a minimum of formal structure is typical of the Chinese style and works

well in this community. However, there perhaps needs to be more emphasis on administration and business practices (e.g. bookkeeping) through an Executive Director and a Housing Manager. Their excellent architect has assumed a very major responsibility for complex negotiations and administration to date.

S.P.O.T.A. acts as a parent organization to establish new independent housing groups (e.g. S.C.O.O.P. - Co-operative). This could be more a conscious goal in organizing new homeowners who soon will be selected from waiting lists. If this is not done the parent organization carries an overwhelming responsibility and could remain a paternalistic developer.

The drain on volunteer leadership is very great in such a long term complex development. Only their very strong commitment and achievements have sustained people through so many difficult times. This has required a stable corps of residents as well as the groomers of new people as partners to work with experienced leaders. It also requires excellent community consultants and resource persons to back up citizens.

<u>Address</u>: Strathcona Property Owners and Tenants Association (SPOTA)
820 Jackson Street
Vancouver 4, British Columbia

<u>Telephone</u>: 254-9411

<u>Purpose</u>: SPOTA was formed to preserve the residential community against the onslaught of urban renewal and redevelopment. SPOTA was successful in halting the bulldozer and negotiated with the three levels of government for the Strathcona Rehabilitation Project.

SPOTA is concerned with the total improvement and rehabilitation of the community, (physical, social, recreational). The priority is new non-profit family housing. Non-profit to ward off speculators and profiters, family to restore and maintain Strathcona as a healthy and strong residential community. Many other related social and community responsibilities are recognized and undertaken.

<u>Background</u>: Strathcona is a twenty block residential area adjacent to the City core and commercial Chinatown. The area is enclosed by commerce, industry and railway on four sides. It is currently defined by Gore, Hastings, Raymur and Prior Streets. The residents are primarily (about 70%) of Chinese cultural background (many are non-English speaking) with Italian and Portugese making up the next largest group. Since SPOTA was formed on December 14, 1968, its membership has averaged about 150 to 200. Membership fees are $5.00 per person per year.

From its founding in December 1968 to September 1972, SPOTA received no government grants but relied upon community contributions. In October 1972, SPOTA received a one year CMHC grant to undertake research evaluation and to participate in the monitoring of the Rehabilitation Project. From this grant,

much work was initiated on the Infill Housing Program. Since last fall, SPOTA has been operating from start-up funds for non-profit housing. The backbone of the organization is the high voluntary efforts of its members. Resources are needed to plan positively for the future of the community, in housing, rehabilitation and in the overall social and community development of the neighbourhood.

Programs & Policies: SPOTA recognizes that physical rehabilitation of housing stock (only about one-half of the housing units have been rehabilitated) is but one of many aspects of overall neighbourhood improvement and preservation. The stability of the community is a must. This includes new housing units and measures against outside pressures and speculation. Rehabilitation is a continuous process. This process encompasses the upgrading of resident skills and manpower training, especially in regards to self-repairs and home renovation and maintenance. Neighbourhood improvement includes the upgrading of park and recreational facilities, improved social services and community development - the strengthening of citizen participation in the decisions that affect their community.

1.   The Strathcona Rehabilitation Project: (1972 - 1975)

This project involved the construction of new public works, roads and sidewalks (after a ten year freeze on development in Strathcona). Financial assistance was given to homeowners to rehabilitate homes.

SPOTA is a member of the four level Strathcona Rehabilitation Committee which oversees the Rehabilitation Project. With the closure of the Site Office, the SPOTA office has ended up being the centre for liaison between the community and the Project. SPOTA is currently arguing for the

Rehabilitation Project to support a home improvement workshop centre and
is looking into other means to continue rehabilitation in the area after
the Project terminates. Many homeowners were never eligible for
rehabilitation assistance and many older apartment blocks were not
renovated.

The present Strathcona Rehabilitation Project is now drawing to a
close and SPOTA has directed its energies to the next phase of community
rehabilitation and preservation; the construction of new housing units in
the area, on a non-profit basis.

2.   Infill Housing Programs:

New family housing is planned on 44 Provincially-owned Infill lots
(these vacant lots were City-owned but were transferred to the Province
at SPOTA's request, so that they could be leased for non-profit housing).
The first Demonstration Project is a 7 unit co-operative on 5 Infill lots.
After the Demonstration Project begins, SPOTA will commence work on the
other 39 Infill lots.

3.   Strathcona Site C & D: (Old Firehall Site)

This large piece of land was acquired and cleared by the City under
urban renewal in the 1960's. SPOTA led the fight against the location of
a large Firehall Station there and argued for the return of family housing.
SPOTA will now be developing 70 non-profit family units on this site. It
is SPOTA's intention to provide the non-profit housing alternative in
Strathcona and to restore and maintain the neighbourhood as a healthy and
strong residential community. Therefore, all of SPOTA's new housing will
be non-profit. All future residents will be involved in the 'non-profit
process': education, planning, administration.

4.   Park Involvement:

A new Strathcona Linear Park will connect MacLean Park and False
Creek Park; and will also restrict non-residential truck traffic from
the neighbourhood. The Park will be built on vacant City lands (as
opposed to original Parks Board plans of "freezing" a residential block
for future park use). SPOTA initiated the park plans and co-ordinated
the community input in the park plans, with a park consultant. SPOTA also
requested and obtained $100,000.00 for the development of the park from
the Strathcona Rehabilitation Project. Development has commenced and will
require constant community supervision.

5.   SPOTA Communications:

Through public meetings, newsletters and block representatives, SPOTA
has maintained a good flow of information between the community and the
governments. Newsletters (circulation 700) have kept residents informed
on the progress of the Rehabilitation Project, non-profit housing and other
community activities. At SPOTA's Annual Meeting, two MLA's (including a
cabinet minister) and two aldermen addressed the crowd. SPOTA's Annual
Chinese New Year Tea Party this year was held in conjunction with the
Chinese Spring Festival of the Chinese Cultural Centre Committee. At
SPOTA's Spring Public Meeting over 120 persons attended. An alderman,
Chairman of the Vancouver Resource Board was the guest speaker. SPOTA's
Sixth Anniversary celebrations were held in June. The large Banquet was
attended by about 450 persons and included many dignitaries, cabinet ministers
and aldermen.

6.   Community Development:

Earlier this year SPOTA took the initiative in discussing with other
Strathcona groups the need for a full time bilingual community development

worker. SPOTA co-ordinated the submission to the City from itself, the
Chinese Elderly Citizens Association, Strathcona Community Centre Asso-
ciation, MacLean Park Residents Association and Ray-Cam Co-op Association,
which requested and outlined the duties and qualifications for a full
time community development worker. The Strathcona groups were successful
in their submission.

Recognizing the need for self development, during the past year SPOTA
has sent several of its members to community development courses.

7. Social Services:

SPOTA and other community groups are currently involved in the
Intergration of Social Services. The Strathcona groups are involved in
joint meetings assessing priorities in social services and preparing
information handouts and public meetings.

The SPOTA office also functions as a referral and information centre.
Many residents seek information on social services, translations,
immigration, employment and landlord and tenant matters.

8. Manpower Training:

SPOTA intends to involve local workers in the construction of the
non-profit housing. During the last few months a SPOTA executive member
has been working as a consultant to the Strathcona Manpower Outreach
Project in researching and exploring training programs in the home
construction field.

9. Community Liaison and Resource Information:

SPOTA has been consulted by governments and agencies in assessing
community needs and priorities in programs and services. Government
officials, citizen groups and students have also consulted SPOTA for

research information on rehabilitation, citizen organization, urban renewal and neighbourhood improvement. Examples this past year include Strathcona Area Services Team, Dept. of Human Resource, CMHC LIP Pilot Project Workshop, Institute of Asian-American Studies, University of Western Washington, Insights into Historic Vancouver, Fairview Slopes Area Citizens Association, Canadian Council of Social Development, Composite Committee, Neighbourhood Services Association, Vancouver City College and other co-operative non-profit groups.

Publications:

1. A Brief Summary of Strathcona and Urban Renewal

2. Strathcona Property Owners and Tenants Association - a newsletter published for the neighbourhood residents every two or three months.

CASE NO. 3

RAYCAM CO-OPERATIVE ASSOCIATION

DESCRIPTIVE TERMS:

Citizens organization, co-operative in low income rental housing, self-development, community development

ABSTRACT:

Objectives:
i)   To operate a co-operative store in a low income rental housing project
ii)   To improve community life generally through arranging day care, recreation and activities for senior citizens

Population:
Citizens occupying low income rental housing in Strathcona area of Vancouver

Methods:
i)   Initiation of co-operative enterprise
ii)   Community development, lobbying, government co-operation and negotiation, grassroots organization, community development activities, informal information sessions, protests

Training Components:
i)   Leadership training related to co-operative activities
ii)   Business training related to co-operative business enterprises
iii) On-the-job training for staff
iv)   Workshops conducted by resource people on training needs as identified
v)   Access to academic courses at the university or community colleges where appropriate

Organizational Structure:
A Board of Governors which holds open meetings; permanent staff of four full-time activities

Funding:
i)   Membership fees
ii)   Grants from Manpower for training of Co-operative personnel
iii) Federal and Provincial funds where appropriate

Evaluation Procedures:
i)   Formal evaluation of Manpower (LEAD) activities
ii)   Informal stock-taking and assessments as required

ANALYSIS:

It would seem that the people most likely concerned in this area have been involved in initiating the co-operative enterprise. Everyone has access to the decision-making program in the Co-ops. The enterprise is well-conceived and it appears to have ideological supports from the Co-operative movement generally. Learning about the co-operative way of life is part of the process.

CONTACTS:

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RAYCAM CO-OPERATIVE ASSOCIATION

BACKGROUND, ORIGIN AND OBJECTIVES:

Raycam Co-operative Association is a citizens organization located in a government built and managed low-income rental housing project in the Strathcona area of downtown Vancouver. Raymur Housing Project has 376 units containing 1 senior citizens highrise, 1 family highrise and several townhouse units.

The idea for a co-operatively managed store originated with a small group of women getting together over coffee, trying to find out how they could save money out of their welfare budget for "extras" like clothing and shoes. They decided that the only item where they could cut costs was food, since their rents, telephone and hydro payments were fixed.

The store opened in February, 1971, in the basement storage room of the family highrise building, after about a year of preparation. The women explored other existing food co-operatives, visited wholesalers, built shelves and borrowed $4,000.00 to get the store going. They used as a model, a co-operative store which had been organized in Riley Park, another low income housing project, learning from its earlier mistakes.

Just before the opening of the store in 1971, some of the mothers realized that the railway tracks which their children had to cross to get to school, inevitably would be the scene of a fatal accident. The newspapers dubbed them militant mothers after a group of ten camped out on the railway tracks, stopping transport to the docks. This issue brought people together in solidarity and encouraged them to use the co-op store. The store then evolved into an informal meeting place for tenants living in

Raymur where they could air their problems. Other concerns such as recreation, senior citizens activities and daycare, soon were articulated as areas lacking and needed.

In order to invest more directed energy into obtaining better recreation for Raymur tenants, the Board of the Raycam Co-op Association formed a Recreation Committee.

In 1971, a letter was sent to City Council asking that the adjacent vacant lot on which a B.C. Housing Commission office building had stood, be set aside for recreation purposes. At that time, no clear idea had been formed about what kinds of facilities were wanted. The city, the province (via B.C. Housing Commission which is responsible for managing public housing) and C.M.H.C. representatives, along with the citizens from Raycam, formed an advisory committee to plan and build a recreation building for the community.

OBJECTIVES:

The most important objective of Raycam is to work co-operatively to involve as many people as possible in decisions which affect their living conditions and in fighting for their rights. The immediate goal is to build the recreation building which will meet some of the earlier stated needs. The building will house a teen lounge, crafts rooms, senior lounge, daycare facilities, sauna and provide expanded space for the co-op food store. The next step will be to staff and manage the building with their own members.

There is no question that all members of the association support the objectives, because Raycam is working collectively towards the betterment of the community and achieving positive results.

TERMS:

Self-development is seen as a very important concept. Many women through their involvement in Raycam and the co-op store have developed sufficient self-confidence to take steps to get themselves off welfare and into jobs. Some have since taken up key policy making positions on Boards of service agencies. Community development, leading to self-help skills was also of importance in Raycam's formative years. It was found that the more brief writing, letter writing and strategy planning they were forced to do themselves, the greater the long term benefits. Raycam members now do their own community development work and ask for assistance from resource people when they feel they need it.

PROCEDURES, ORGANIZATION AND EVALUATION:

A number of methods that have been used to pursue the objectives are:

1. Communication with their members through word of mouth, coffee klatches and informal meetings in the co-op store as well as news-letters and open meetings. This serves as a two-way feedback; informing the Raycam members of the latest developments and keeping the elected Board members aware of any new concerns or opinions.

2. Door to door surveys and personal home visits were conducted to determine what kinds of recreational facilities were needed in Raycam.

3. Lobbying governments, brief writing and letter writing, and a lot of personal visits to politicians were used to inform government of the Raycam point of view.

4. Aggressive, visible protest methods were used to draw attention to problems. This took a lot of determination and fortitude in order to maintain the amount of public exposure needed to force responsible parties, sometimes governments and sometimes corporations, to respond.

5. The members of Raycam have begun to work co-operatively with other
    citizen groups in Strathcona. This indicates two important changes,
    firstly, that the residential Strathcona groups are ready to accept
    the tenants of Raymur as equal contributing partners in the
    development of the community and secondly, the tenants of Raymur are
    ready to view themselves in a larger community context than just
    Raymur Housing Project.

6. The Raycam Board have applied for and received Canada Manpower LEAP
    funds to provide formalized job training to members who will
    eventually manage and operate the new recreation building. These
    potential staff were chosen by a selection committee composed of a
    member of the Raycam Board and two knowledgable community workers.
    The staff will actually be an outgrowth of Raycam philosophy.
    The administration of the LEAP program is carried out by a Training
    Co-ordinator whose salary is half paid for by the city and half by
    LEAP. The funds of over $100,000.00 for two years are administered
    by Canada Manpower.

    The methods used have changed since the beginning. From protesting and
confrontation, Raycam representatives are now planning and talking with
government officials to accomplish their objectives, although the earlier
methods resulted in more immediate change. As an example, it took six months
to build an overpass over the railway tracks, two months to get a pedestrian
controlled light, but three years to have the building built through their
efforts in meetings and in committee work. Raycam members have resorted to
their former tactics once, when their LEAP grant was cut. After appearing
on television to state their case publicly, embarrassed and defensive
Manpower officials quickly opened Raycam's LEAP application for reconsideration.

The Raycam Board is elected by its membership and all of its meetings are open. Representatives, especially the President, Jean Amos, sit on advisory committees composed of various levels of governments which are involved in the realization of Raycam's goals.

The management of the co-op store is by the store manager who receives an honorarium of $100.00 per month paid out of membership fees.

Staff must be people oriented - they must be able to work both with the people and for the people. The staff hired to be trained to run the building are people who have worked for Raycam all along, therefore philosophy and concepts of the association have in part been formulated with their input. This total involvement, hopefully, will make for a highly responsive and successful management team.

The training program involves three aspects:

1.   On-the-job training in the areas for which staff have been prepared: administration, daycare, recreation, bookkeeping/typing.

2.   Special workshops conducted at Raymur by specialists and by resource people.

3.   Attendance at community colleges to take specific courses as well as a certain amount of academic upgrading.

Raycam is highly dependent on government funding in the implementation of its programs. Funding is always tentative and linked to changing policies, budgets and priorities of government funding departments. Large amounts of energies have been expended on applying and lobbying for grants. Funding breakdown at present is as follows:

1.   Raycam Food Co-op:

150 members each $2.00 per month .... $ 300.00

Equipment and start-up loan from Credit Union $4,000.00

2. Recreation Fund:

   a) Building Fund is financed under Section 40 of NHA with the
      partnership (Federal/Provincial) funding 70% of the total
      estimated cost of $539,500.00 and the City of Vancouver
      funding the remaining 30%. This ratio represents the space
      in the facility which will serve the residents of Raycam and
      the space which will serve the larger community.

   b) Recreation (Provincial/government) fund, a grant of $10.00 per
      unit each year. - 376 - units ...... $3,760.00. Although
      Raycam received the grant last year, the provincial government
      will only give it to a tenants association next year.

   c) The Rotary Club donated $3,000.00 for two temporary recreation
      out buildings.

   d) LEAP training funds from Canada Manpower have amounted over
      two years to approximately $160,000.00.

Evaluation of Raycam's activities is not formalized, although Board
members feel highly responsible and accountable for their actions and
policies. Evaluation of the LEAP program generally, and the Training Program
specifically, is formalized. As sponsors of the LEAP, the Board requests
regular meetings and reports from its co-ordinator. The co-ordinator, in
turn, solicits evaluation reports from on-the-job training supervisors as
well as providing minimal supervision herself. Success is measured in terms
of people involvement in decision making. Administratively, in the management
of the new facility, the amount of control governments relinquish into the
hands of the client group will be a measure of success. The Training program
is successful from many aspects. The amount of self-confidence developed by

those receiving training is a positive result regardless of whether they end up working in the new building or not. Similarly, the co-op food store may be viewed as a success in terms of personal self-development for all the women who have gone through the store on their way to other interests.

CURRENT STATUS AND OBSERVABLE RESULTS:

At present, Raycam members are close to seeing the building on which they have worked for the past three years finally built. The development permit is at City Hall awaiting approval. The building will be the consolidation and partial achievement of many of the community's needs. The LEAP program will end in September, although it is still too early to know whether the training has been sufficient to meet the demands of the job.

The recreation facility will be setting a precedent for other low income housing projects in the Province. Although it seems obvious that amenities and services should be provided in high density housing developments, resistance and caution by governments, to this concept has hindered progress to date.

The Association finds it necessary to defend their activities constantly. Governments and citizens continue to battle over what governments think citizens need and what citizens know is needed and wanted. Government officials sympathetic to citizens' problems and point of view have facilitated decisions and have often aided in circumventing stumbling blocks such as red tape or other less sympathetic bureaucrats.

Residents of Raymur find they also have to defend their homes and personal values against the stereotyped image of low income housing projects. In addition, they also find that they must deal with most people's conception of low income housing as a place without a sense of community.

The sense of community and the co-operative living experiences are very strong.

The most noticeable unanticipated result has been in the people who have been involved.

The greatest obstacle has originated from governments and the length of time it takes governments to take action. Housing is next on the list of priorities which Raymur tenants hope to tackle. Eventually, co-operative management of the housing project is forseen. The next few years will see the formation of closer links with the greater Strathcona community.

Raycam members have learned not to neglect their membership while working to bring about changes. As a representative body, it had to keep the interests of its membership alive. The changing composition of Raymur tenants from predominantly English speaking Caucasion to more non-English speaking Chinese has necessitated provision of bilingual translations at meetings.

This year, in order to fulfill the B.C. Housing Commission's requirements for technical recognition, a tenants organization will be formed. Although Raycam members have agreed reluctantly to do this, they view it as yet another form of opposition. They fear two organizations will split unity and disperse energies into one group working on housing and tenants problems and another group working towards community enrichment.

In retrospect, Raycam view the formation of the co-op store as a specific goal which initially helped build solidarity and reduce conflicts. Because leadership and life skills have developed considerably since 1966

when a tenant association had been organized and failed, it is hoped that two organizational structures will promote increased involvement and not dilute enthusiasm.

Raycam Co-operative would not have been possible without the use of paid volunteers from Vancouver Opportunities Program. This training and incentive program encourage over 100 tenants - mostly mothers alone raising families on social assistance - to gain confidence, take training and eventually go off welfare into paid employment.

Developments in Raymur neighbourhood are now becoming a part of larger development of Strathcona community in co-operation with other local groups.

CASE NO. 4

VICTORIA COOL-AID

DESCRIPTIVE TERMS:

Community development, self-help, social change, community involvement and participation, information and education programs

ABSTRACT:
Objectives:
i)   To meet the needs of drug freak-outs, runaways and vagrants
ii) To serve as a buffer between authority/power figures and youth
iii) To change public attitudes regarding youth
Population:
Client group is the youth described as drug users, runaways, vagrants, etc.; in addition, the general public is the population in need of more information and education about the problems
Methods:
i)   Organizing community resources to serve the youth
ii) Counselling and treatment
iii) Information and education programs for the youth and for the public
iv) Satire, parody and ridicule to point out bias and prejudice
v)   Public hearings, public relations
Training Component:
Most of the training was on-the-job or related to particular projects - to a large extent it was learning while doing
Organizational Structure:
Board of Directors plus a full-time staff and part-time staff
Funding:
i)   Secretary of State (Federal)
ii) Department of Human Resources (Provincial)
iii) Various municipal governments in the Vancouver area
Evaluation Procedures:
Very little formal evaluation was conducted but much of their success was measured by public recognition, media approval and perhaps most significant was the fact that Cool-Aid received the "Commonwealth Youth Award" for outstanding service in 1975.

ANALYSIS:

This activity could be described as a crisis activity which succeeded in mobilizing those people most directly concerned in a very short period of time, largely through involving as many people as possible. Community development techniques are reported as those used to organize the youth and the concerned members of the community. It is significant that they realised that a confrontation approach around this matter would be fruitless; instead, they chose to educate, to treat and to let their work speak for itself. In terms of the criteria set out in the proposal for this study, it is clear they involved a large number of people at all levels, both in counselling, in providing friendship, in socializing, in legal advice, etc. It was based on the immediate needs of the group and seems to have been well thought out. The learning which occurred was that of benefit to the youth suffering as a result of their condition and the learning also which was provided for the public in the area.

It will be noted that little attention was given to training and this might be considered a weakness. Moreover, evaluation was not something which was consistently done internally and this might have been remedied.

CONTACTS:

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VICTORIA COOL-AID

"The story of Victoria Cool-Aid can be divided roughly
into two parts: the first, from the summer of 1968 to
the summer of 1971, covers the period when Cool-Aid
was struggling for acceptance; the second, from 1971
to the present, shows Cool-Aid as an established, and
increasingly admired, provider of services and
resources to the community.

Cool-Aid's community development work took place mainly
in its first three years, when attitudes in Victoria
had to be changed. This is the period with which I'm
most familiar, and on which I'll concentrate in this
paper."

Greg Welsh

BACKGROUND:

Cool-Aid was initiated on June 10, 1968, at a special meeting called
by the Victoria Youth Council. The VYC had been in operation for 18 months,
and was the latest and longest-running incarnation of a group of 10 to 20
people who developed different organizations to carry out various programs
for social change in Victoria. Forerunners to the VYC, starting in 1966,
included the Peace Action League, the Peace House, and the Social Education
Centre.

Cool-Aid was designed to meet the needs of drug freak-outs, runaways,
and vagrants. The kids who made up the VYC had seen police called in to
deal with drug freak-outs, and knew that the medical profession was gen-
erally too ignorant or unsympathetic to handle freak-outs properly. They
disliked the use of police to apprehend runaways, and knew that many of

their friends and acquaintances who had to deal with social workers did
not relate well to their workers. They saw that society was very slow to
give jobs to any longhairs, and was very quick to have those same long-
hairs arrested for not having money in their pockets - "Vag. A" was a
very powerful tool for getting undesirables off the streets and out of
the public squares.

The kids in the Youth Council - average age about 18 - saw that their
friends and peers, and some of their own members, were victims of stupidity
and injustice, and decided to build a program that would change that
situation.

OBJECTIVES:

C-A had two major objectives: to provide services to youth as a
short-term strategy, acting as a buffer between authority/power figures
and the kids; and to change the attitudes that were hurting kids.

The first objective included providing counselling to drug freak-outs;
searching for runaways and mediating between them and their parents, on
the condition that the runaway wanted this mediation; and setting up a
hostel (in those days, crash-pad) to allow transients a place to sleep
other than the park, where they would be picked up by the police.

The second objective meant proving to people that kids, not even old
enough to vote, could organize and run a service to their peers such as
the above. It meant proving that having a hostel in town did not create
riots (as happend in Vancouver), that kids running away from home or using
dope need not be treated like criminals, and that long hair did not mean
fangs and green saliva.

These objectives have changed since 1968. The attitudes C-A wanted changed have changed, and work on that front has stopped. C-A has invested its time in expanding its services to youth - by opening a group home, a farm where transients could work and make a few dollars, and by expanding the hostel - and in creating services for all age groups in the Fernwood community where C-A is located. These include a medical clinic, dental clinic, day care centre and theatre.

As an indication of how acceptable C-A and its objectives have become, C-A won the first Commonwealth Youth Award for outstanding service in 1975. (C-A's description of itself was a youth-run, self-help project.)

Over the last few years, the objectives have come to be primarily the provision of services, and there is much less intra-organization friction than in the early days when 'fundamental social change' was the underlying motivation for people's involvement in the project.

From a C-A publication, circa 1969-1970:

> "This project is about kids gaining power over their own
> lives. It's about kids gaining control of their own
> institutions: a community organizing project that
> works towards young people having a voice in the
> decisions that affect them.
>
> We seek to develop alternate institutions, counter-
> communities for kids who find present political/social/
> educational facilities to be unsatisfactory.
>
> Social change. Social service. We're fundamentally
> interested in both. We can't change the world and
> ignore our neighbour. And we won't become myopic
> missionaries concerned only about our own salvation.
> Social change. A kind of revolution."

METHODS:

In its community development stage, C-A had one watchword: Organize.

An example of this organizing process is the work done by C-A staff
to buy a used church, a process which cemented their acceptance in
Victoria, a church where Cool-Aid still lives.

An account of the struggle is written in the article "Strategies For
Success" by Charles Barber, on pages 12-15 of the enclosed REP Essay E-17
on Housing (See Appendix REP Essay, Oct. 15, 1973).

"Strategies for Success . . . . . Homework
                                   Deadlock
                                   Public Hearing
                                   Counting Noses
                                   Giving Roses ... "

ORGANIZATION AND ADMINISTRATION:

a)   The organizational structure of C-A is composed simply of the staff and
the Board of Directors. The staff of each C-A component has the major share
of responsibility for that component: The Youth Resources Centre, as the
C-A church is called, contains the hostel, theatre, dental clinic and medical
clinic. The hostel staff run their operation and also look after the
theatre, which has no staff, and maintain the whole building (cleaning,
heating, etc.). The operations of the dental and medical clinics are run by
their respective staff.

The group home, day care centre, and farm each are in the hands of
their staff.

The Board of Directors is seen as a group of supportive and practically
helpful people, rather than as The Boss. This is part of the tradition of
the project, that the people who do the work run the show.

At this point it might be interesting to talk about some of the spin-offs from C-A. The first was the Pacific Community Self-Development Society, incorporated in 1969 as a group of responsible adults who would act as a legal front and maintain a respectable, mature public image for C-A when that was necessary. As can be seen in the account of the struggle to buy the church, the Board idea paid off.

It was decided that other groups should be allowed to take advantage of this legal front, and a provision was made in the PCSDS constitution to allow Branch societies. C-A itself came under a Branch society, simply called the Victoria Chapter, whose Board of Directors was for years virtually identical to the Board of PCSDS itself.

Other chapters of PCSDS include or have included the Residents of Gastown, Vancouver Opportunities Program, and Coast Floating Home Association.

In 1972, a project was organized under the sponsorship of the PCSDS Central Board, called the Resources Exchange Project. Two of the people at Cool-Aid's founding meeting of 1968 work on REP in BC, and another of those present at that meeting has started a REP in Nova Scotia.

b) Staff members of C-A have always been selected in an informal way, so that as well as being competent, they are acceptable to the present staff. In this way, C-A maintains a kind of family feeling. Staff learn by doing, rather than by formalized service-training programs.

COMMUNITY INVOLVEMENT AND PARTICIPATION:

In its early years, C-A used every means available to tell people about its services: newspapers, radio, TV, open houses, tea parties,

posters, benefit dances, calling cards, brightly painted trucks. No one needs to be told about C-A now.

C-A has been moving in the direction of giving more control of its facilities to the local neighbourhood association; this association is only one and one-half years old, and not ready yet to take over C-A entirely, but the movement is there. In fact, the C-A staff helped start the neighbourhood association in order to get more local input.

c) The hostel holds sometimes as many as 200 people a night in the peak season. The medical clinic sees about 20 patients a day. In its first 34 months, the dental clinic treated 1,665 patients. The group home capacity is 6 kids, the day care centre capacity about 15.

FUNDING:

In 1973:

$37,560 for the Youth Resources Centre: $19,000 from the Secretary of State

9,280 from the Department of Human Resources

9,280 from the 7 municipalities of Greater Victoria

$37,500 for the Day Care Centre from the Department of Human Resources:

$20,000 for purchase
2,500 for renovation and equipment
15,000 for salaries

$22,000 for the Group Home from the Department of Human Resources.

$13,300 for Local Initiatives Program, to hire 9 workers for renovation of the Youth Resources Centre and the Day Care Centre, and labour on the Cool-Aid Farm.

Funding has been steady for the last few years.

<u>FEEDBACK</u>: (Informal)

8, 9, 10, 11 (see Interview Schedule)

As far as they apply, the last sections can be dealt with together. In C-A's community development stage, the people involved learned to keep internal group workings informal and collegial, and to view structures as vehicles only, not as ends in themselves, to be used as needed, and discarded when useless.

They learned the value of working on many levels. In their spare time, the staff made 8 and 16 mm movies, some for fun, some for education (e.g. "A Film About Speed"). They wrote and produced such musical comedies as "LaBonza Unchained", organized happenings, love-ins, teach-ins, Youth Weeks. These served to broaden and intrigue their 'constituency' of kids, and to educate the public about the needs and interests of kids.

They had another use too: when one Victoria alderman said to the press he would like to have the police "whip the hippies out of the public squares", C-A workers organized a Whip Festival and held it in Centennial Square, right next to City Hall. The public laughed, the alderman looked foolish, C-A made new friends.

C-A never ignored the importance of creating alliances: every Wednesday, C-A workers would drive every car they had or could borrow to the rest homes of Victoria, transport senior citizens to the Silver Threads Activity Centre downtown, and pick them up afterwards to drive them home. When it came time for C-A to organize for its own building, the Youth Resources Centre, the seniors came out to public hearings and spoke up proudly about how great C-A was, and, of course, the kids should have their own building.

C-A decided not to use the confrontation tactics prevalent in the 60's, for one simple reason: they could not win with them. They were lucky to have Vancouver as an example, where problems became visible somewhat sooner, where solutions failed or were successful sooner, from which it could be learned what was likely to work and what was not. When riots were occurring in Vancouver over the hostel issue, C-A had a businessman tell Victoria City Council that having a hostel was "the best insurance you could buy against such clashes between transients and police". They bought it.

C-A organized on three fronts at once. Their tours of the downtown core, which they called "wardheeling", kept kids hanging around, aware of the programs they could get involved in. With the general public, they worked to establish an image of idealistic young reformers, clean if not clean-cut; this was accomplished through the press and media, but especially through speeches. In one year, the most active staff member gave 75 speeches about C-A, and the other staff did their share as well. Open houses, and the promise that anyone could visit C-A anytime to see what went on, reassured people that the premises were not being used as a house of assignation. Third, C-A studied the political power structure and lobbied to get what they needed.

If a fundamental social change has occurred in the last ten years, it has not been due to Cool-Aid. In Victoria, however, Cool-Aid was certainly the leader in the movement toward openness that did occur in the late 60's. C-A was successful in that a change did take place in people's attitudes towards its programs and principles, and young people did gain more power.

In choosing to do what was possible, C-A also chose conventional political methods to achieve its goals, rather than attacking the power structure head-on. C-A felt that such confrontation would not only fail, but would jeopardize their ability to provide services, on which many kids were depending.

The other option widely discussed in the 60's - dropping out and staying pure - was discarded as too self-centred. The people who stayed with Cool-Aid chose to get their hands dirty in order to help some people who were getting screwed around.

The same people are being helped still, but Cool-Aid does not need to use community organizing methods to survive now. Though it does not wield as much power - and does not care to wield power - Cool-Aid is as acceptable and as much a part of Victoria as the Rotary Club.

APPENDIX

Excerpts from REP ESSAY E-17, Oct. 15, 1973
Resources Exchange Project/Pacific Community Self-Development Society
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STRATEGIES FOR SUCCESS by Charles Barber

When Victoria Cool-Aid opened in June 1968, it was a despised institution.

By June of 1971 everything had changed, and Cool-Aid owned a $60,000.00 building and - more proudly - city-wide goodwill and good grace.

For the remainder of this article, and looking at Cool-Aid's success-ful attempt to obtain, rezone, and redevelop and old church, we will examine a few principles and strategies that may be of use to you.

> "One Sunday morning in September of 1970, two of
> us read in the classified ads: 'Church for Sale
> $60,000.00'. We drove over to look at it that
> afternoon, and by evening had decided to obtain
> it. We never worked so hard in our lives."
>   Cool-Aid staff member

HOMEWORK:

The staff had, over the previous summer, begun researching past and planning for future need. They had developed crude statistical data and made a few forecasts. There was a clear statement of program content, and a facsimile budget appropriate to it. Lines of authority with the adult Board of Directors were sound. By the time someone actually found a suitable building, they were ready for it. Homework came first.

There was to be a hostel, a medical/legal/dental/job counselling office, drop-in centre, and meeting space. The building they found also contained a gym, a small adjoining part and a 300 seat theatre.

Having done their homework already, the staff were able to move quickly and sustain the initial enthusiasm centred around the building itself.

> "I never thought they'd get it, myself, but
> those kids turned about to be the best damn
> politicians in the City."
>
> William Hooson,
> former City Manager, Victoria

The staff took its first draft proposal to the Board, got it approved, and mapped out strategy:

1. The staff would get financial details and agreement from CMHC and key civil servants in Secretary of State; lobby other agencies for support; keep everything out of the media until prepared to deal with them:

2. The Board would act as front men, obtain an option to purchase the Church, lobby with aldermen for necessary re-zoning, raise the 5% down payment.

By the end of October, the first round of negotiations had produced the following results:

- CMHC was willing to make a loan for the first youth hostel in Canada operating under its auspices, if Secretary of State and the Cool-Aid Board were willing to sponsor it;

- Secretary of State was willing to pay the mortgage and operations of the first year-round youth hostel, if CMHC and the City could actually produce a building;

- City of Victoria was willing to entertain a rezoning application if

the Board offered proof that finances were guaranteed for purchase.

DEADLOCK:

As is obvious, they were now caught in a predictable dilemma,

familiar to those who work with chickens. How to break it?

Simple. Make an issue, and win it, forcing opinion and influence to

your side. Make a move, watch what happens, and come out on top.

They went public.

> "Cool-Aid? Don't give me that. They're all
> really Communists. I've seen what they do."
>> Geza Benko
>> formerly of "Freeze the Cool-Aid"
>> later resident in Riverview Hospital

They went to the press, radio, TV. They held public meetings and

debates. They circulated petitions, posters, pamphlets.

They held four tea-parties and two open-houses, in the Church itself

for the neighbours and anyone else who cared to attend.

There was very loud and crackpot opposition from citizens like Mr.

Benko, and from one Alderman, Robert Baird. Cool-Aid exploited this

opposition by laughing at it, turning the other cheek, mimicry and parody.

More press than Cool-Aid had ever obtained was centred around this

building, and the staff gambled everything on the rezoning, scheduled for

December.

PUBLIC HEARING:

By intensive pre-arrangement, more than thirty friendly neighbours

and professionals showed up and spoke at the Public Hearing. Seventeen

people spoke against. All the timing and agreements with CMHC, Secretary of State, and the Church Board hung awaiting City Council's vote that afternoon. It went three and one-half hours, with an audience of 200.

The motion to rezone was tabled indefinitely, and Cool-Aid had lost. Deliberately.

COUNTING NOSES:

The motion to table was done with Cool-Aid's prior agreement that morning, because after two months of lobbying with Aldermen, they could only count on five votes out of nine. Two were opposed, and two were changelings.

The Public Hearing went extremely well, but there was no guarantee of the necessary two-thirds majority. So, they tabled their own motion. An extremely important tactic. Better no vote than a losing vote.

GIVING ROSES:

A civic election was held later that month, and Cool-Aid staff worked long and hard for its Aldermen on Council. A new mayor was elected, all the friendlies returned, and one opponent turfed out. A great victory.

Cool-Aid once again put on the pressure, and got a second rezoning hearing scheduled for March.

CMHC, Secretary of State, and the Church - as the result of good work by the adult Board - agreed to wait.

More tea-parties, more PR, more phone calls, and an opposition even crazier than before. They foolishly thought that they had won the first hearing and were not prepared for a second.

At it, no Cool-Aid staff spoke, except for the most respectable looking. He spoke last, and kindly of the opposition.

That morning, the Board had a private meeting with Council, also not attended by staff. It went over extremely well, and guaranteed success that afternoon.

Cool-Aid won the motion, eight votes to one.

> "It was the craziest thing I ever saw. Their
> opponents quoted the Bible at them and Cool-Aid's
> friends quoted it right back."
>
> Colonist Reporter to Editor

Cool-Aid won because they <u>took no chances</u>, and because they had a position, and stated it; a strategy, and followed it; a need, and proved it; an opposition, and ridiculed it.

<u>An example</u>: the dissenting Alderman was a self-announced Christian who took delight in attacking Cool-Aid with scripture. How to combat this? Cool-Aid made friends with a 78 year old neighbour, a Christian of the genuine sort. The neighbour agreed to speak, and was warned to bring his Bible.

He did, he spoke, <u>and better than Cool-Aid ever could by itself</u>, debated one of his own peers, and won the audience.

Cool-Aid had learned to organize, to make friends, to laugh at its enemies, and to move a whole city!

It took exactly eight months, to the day.

CASE NO. 5

LOCAL GOVERNMENT, DEPARTMENT OF LOCAL GOVERNMENT, NORTHWEST TERRITORIES

DESCRIPTIVE TERMS:

Local government, political awareness

ABSTRACT:

Objectives:
i)   To develop political awareness and administrative competencies
ii)   Self-determination in order to enhance people's capacity to be self-determining

Population:
The program involves specifically Indian, Metis, Eskimo and Euro-Canadians who are residents of small communities in Northwest Territories

Methods:
The program applies to the establishment and development of a settlement council, a basic representative organization of six to eight community elected councillors, one of which is elected chairman. A settlement manager is the chief agent in facilitating the development of a council as it moves through the initial stage, and the phases of gaining administrative competencies in municipal services and political awareness. In the final phase of development, a settlement secretary typically Native, is introduced and becomes council's chief agent when the settlement manager is withdrawn and council becomes a hamlet.

Training Component:
i)   The in-field or on-going training for staff include workshops and specific training events.
ii)   At a community level, these are community workshops, sponsored by councils and inter-settlement council conferences.

Organizational Structure: The program includes the development of a settlement council to that of a hamlet council. The program staff are organized at a local, regional and headquarters level and include settlement managers, settlement secretaries, regional Departmental Officers, regional Superintendents of Local Government and Development headquarters staff.

Funding:
Funds for municipal services are supplied by the Territorial government. Budgets are submitted for approval to the Department of Local Government.

Evaluation Procedures:
The formal process of evaluation is based on the change of status from settlement council to hamlet council.

ANALYSIS:

The settlement council program has been established in Arctic communities previously administered by a Euro-Canadian. It is a program designed to facilitate the transition from a 'colonial' period to the stage whereby Natives gain control of a southern institution.

LOCAL GOVERNMENT

DEPARTMENT OF LOCAL GOVERNMENT

NORTHWEST TERRITORIES

BACKGROUND, ORIGINS, AND OBJECTIVES:

As a consequence of a federally initiated report by the Advisory
Commission on the Development of Government in the Northwest Territories,
referred to as the Carrother's Commission, the territorial administration,
including the Department of Local Government, was created in 1967. The
Department of Local Government was given the responsibility of planning
and implementing a program, under the broad guidelines of Ottawa. Pre-
viously, the Department of Northern Affairs and Natural Resources was
responsible for the various levels of municipal government in the North-
west Territories.

From meetings in the N.W.T. and Southern Canada, the Carrother's
Commission considered the views of natives and non-natives. As stated by
the Commission, a continuing and intensified program for the development of
local government in which all residents could be offered the opportunity of
a meaningful role which they could understand was considered crucial to the
economic, social and political development in the north. In a sparsely
populated area where communications are a problem between a population
polarized in many small settlements, decentralization of government was of
paramount importance. Local problems solved locally were more likely to be
solved expeditiously and appropriately. As well, participation in local
government had an educative role to play as a means of developing
responsible government.

Within the Department of Local Government, local government was needed so that more responsibility and control could be assumed, given the impact of non-natives. As well, local government was needed so that the government could deal with the various communities.

The initially stated objective, as stated in the Annual Report of the N.W.T. Government and other government reports, was the establishment of settlement councils to involve residents in dealing with municipal affairs. This objective has changed in that a council is viewed as a means (rather than an end) in achieving the goals of political awareness and administrative competencies. Of these objectives, the goal of political awareness is of greater importance. The impetus for change of emphasis originated from the communities and the Development Division of the Department of Local Government.

The objectives of local government can be classified as those of self-determination in order to enhance people's capacity to be self-determining. At a community level, the goals of local government are generally acceptable to the community and leaders. However, the goals are not as acceptable to the minority of non-natives in the community because of the changing balance of power. The community acceptance of goals can vary, depending on how one interprets community responses. For example, a criticism can be interpreted as a lack of acceptance or as an indication of political awareness for the evaluation and transfer of control. Publicly, the federal government supports the objectives of Local Government but the level of acceptance has been questioned, given the perceived conflicting interests of the N.W.T. and Federal Governments. Within the N.W.T. Government, the objectives are publicly accepted. However, resistance to the objectives can come from other

departments. For example, participation in the communities may interfere with the technical efficiency of service departments and raises criticisms and demands on other program departments. Acceptance by other agencies varies. For example, groups with compatible goals such as the N.W.T. Indian Brotherhood, Inuit Tapirisat, and the Metis Association, may accept the objectives but differ over the structural means of achieving these objectives. Other Federal agencies may be less accepting of the objectives since they create problems or interference in their program areas.

PROCEDURES, ORGANIZATION, AND EVALUATION:

The methodology is based on an educational model of development. It applies to the development of the settlement council to that of a hamlet council and does not include the development of village, city or t n councils.

The development program model consists of the following components:

1. Local Governing Body:

The first step is the establishment of a basic representative organization of six to eight community elected councillors, one of which is elected chairman by the other councillors. The council and settlement manager meet regularly, at least once a month to consider and make desisions in the following areas:

a) Services: water delivery, sewage and garbage collection, road construction and maintenance, fire protection, airstrip maintenance, and street lights.

b) Finances: formulating and monitoring operating budgets, awarding contracts for municipal services, and forecasting capital expenditures.

c) Supervising such personnel as the Dog and Curfew Officers.

d) Town Planning, etc.

With respect to finances, the settlement council's decisions are subject to the approval of the Territorial Government. However, the council exerts control over per capita and recreational grants and funds from LIP, OFY, and other Federal funding programs.

As well as administering these services, the council is a structure whereby the community can make decisions concerning local matters and make an input into decisions at other levels which affect that community.

The Settlement Council from formation to incorporation is seen as developing through three phases:

a) Formation and Initial Assessment: The emphasis is on sustaining interest in the council and clarifying the purpose and procedures of municipal government. Introduction of community issues are encouraged.

b) Administrative Emphasis: The emphasis is the council and the development of administrative competencies.

c) Political Emphasis: The emphasis is on the continued development of council which has a realistic perception of the political and economic forces operating both within and upon a community; a recognition of the determinants influencing inter-ethnic relations within a community; and a commitment to the process of attaining an increasing measure of municipal autonomy and responsibility.

These phases are not concrete stages but represent sets of indicators for certain periods in the development of a Settlement Council. The next program level is incorporation as a hamlet council. Upon a community

petition to the Commissioner, a settlement council becomes a hamlet council with increased formal decision-making responsibilities according to the Municipal Ordinances.

2. Resident Staff:

The Settlement Manager, residing in the community, is responsible for the development of the Settlement Council. The Settlement Manager is charged with transferring control to the Settlement Council. Initially, his participation in council decision-making is considerable, but his participation will continually decrease as council develops to the point that they are effectively governing the settlement.

3. Local Governing Body Staff:

During the administrative phase of development, a locally selected resident is hired as Settlement Secretary to be responsible for council's day-to-day administration and continues with council after a Settlement Manager has been withdrawn in the final phase of development.

The remaining components of the program include structured educational sessions for council, settlement secretaries, general support by Regional Development staff who provide direction, assistance and supervision to the Settlement Manager and Settlement Secretary and act as a resource to the Settlement Council, specialized resource support from headquarters level.

The program of local government has changed from developing a council that carries out physical services to one which also develops greater political awareness. The role of the settlement manager is now one of acting as a servant of the council and community in carrying out their decisions rather than being an agent of the government carrying out government decisions. As well, the settlement manager now works toward

withdrawing from the community and a settlement secretary, usually a native

resident, becomes council's primary agent. These changes are a consequence

of dialogue with communities and the Development Division.

Organizationally, the program is structured at three levels: head-

quarters in Yellowknife, four regions (Inuvik, Fort Smith, Keewatin, and

Baffin), and the community. The settlement manager in a settlement is

accountable for the program of Local government to the Regional Director

for other departments. The Regional Superintendent is accountable for the

administrative responsibilities of Local government to the Regional Director

who is responsible to the Commissioner and for program responsibilities to

the Director of Local Government in Yellowknife who is accountable to the

Commissioner. Ten Development Officers located in one of the four regions

are responsible to the Regional Superintendent of Local Government who

relates to the Chief of the Development Division in Yellowknife. The

Development Division of Local Government in Yellowknife consists of a chief,

four section heads (training, development, finance, research), a develop-

ment officer, a research officer, an information officer, a VTR

specialist and two clerks.

With respect to qualification, the requirements vary. The superinten-

dents usually are former development officers who have, in some cases,

academic qualifications. Development Officers are selected on the basis of

community development or related training. Settlement Managers, ideally,

have Community Development and administrative skills and can work in an

isolated setting. Since the Department of Local Government does not hire

the Settlement Manager, they may not have developmental skills. Settlement

secretaries, who are selected by Settlement councils, are articulate, able

to handle administrative affairs and usually native. The Development
Division only requires that they read and write English.

Settlement Managers receive no formal orientation to their position
so orientation is a consequence of experiences - getting into the job.
Over a three to five month period, they are exposed to all phases of the
operation informally by the Superintendent. Similarly, the Superinten-
dent would be introduced by the Director of Local Government to all phases
of the program and Development Officers would be exposed to the program by
the Superintendent and the Chief of the Development Division.

The in-field or on-going training program include work-shops which
are situational in content, that is group discussions over concrete issues
which evolve into the development of policy for program or that provide
continual feedback between the community, Development Officer, Superinten-
dent, and Development Division Officers. As well, there are specific
training events for personnel focusing on such areas as political-
economic analyses, group processes, community analyses, role definition,
and administration training. Staff also participate in outside training
events, i.e., the Western Canadian Community Leadership Laboratory.
Settlement Secretaries also participate in similar training experience but
the events are more structured and used to consolidate their learning
experiences in the communities and emotionally vent about the job and
program.

The program is communicated by the Settlement Council, Settlement
Secretaries, Settlement Managers, the Development Officers, and Superinten-
dent of Local Government. The Settlement Council meetings are opened to
community attendance and the minutes are circulated within communities and

the various levels of the Department of Local Government. The Development Division circulates a newspaper covering the activities of Settlement Councils. VTR programs provide information about one settlement to another settlement and also provide feedback within a community. Inter-settlement conferences also facilitate communication between communities. Community workshops are sponsored by Council with the assistance of Development Officers for the community.

The participation of the clientele in the decision-making of the program is basic to the program objectives. The settlement council is the vehicle for involvement.

The funding of the program comes from the N.W.T. Federal Government. Approximatley $3.6 million are committed to municipal services. As well, additional per capita grants are allocated to settlements on the basis of $20.00 per person (minimum $2,000/settlement - maximum $12,000/settlement). Funds for the Development Division include $100,000 for travel, communication, conference activities, training events, and research and $400,000 for salaries (including salaries for settlement secretaries).

In terms of achieving the objectives, the program of local government is considered to be succeeding. However, comparing the Western to the Eastern Arctic, the development of political perceptions and skills in the Western Arctic are higher, given the issues and the impact of non-natives. Since the Eskimos are dominant in the Eastern Arctic, they have control of local government. It may be that developing municipal government is the issue and that political awareness may be necessary for Eskimos to deal with their own inequalities.

The formal process of evaluation is based on the change of status from settlement council to hamlet council. When a settlement council applies for a change of status, the Development Division appraises the council in terms of their political awareness and administrative competencies, the composition of the council, the basis of political support, and the ability to run their own affairs.

The standards of success or failure are measured in terms of native participation in the settlement councils and committees and council elections. Success is also measured in terms of the political actions taken by council which are motivated by native interests rather than token administration of government programs as an extension of the N.W.T. Government.

Feedback is provided from other departments of the N.W.T. Government and informally from the N.W.T. Indian Brotherhood, Metis Association, and the Inuit Tapirisat.

CURRENT STATUS AND OBSERVABLE RESULTS:

Formally, the program was presented to the Executive Committee of the N.W.T. Government who agreed in principle with the program. In the field, the stage of program development and implementation varies from region to region and from community to community. Councils are established in approximately 35 communities. However, these councils are at different phases of development. Some councils are gaining administrative competencies. Other councils are in the final stage of development and have assumed responsibility for municipal services, planning and land use, employment, as well as consideration of issues such as education, social development, economic development, etc.

Generally, it is necessary to defend or justify the program to other service and program departments of N.W.T. Government. The program is defended by staff or as a consequence of council's activities. For example, staff explain the program informally over coffee or formally in staff meetings or through memos. As well, council becomes accepted by other government staff because of the political power of council and their demonstrations of competencies.

Publicly, the N.W.T. Government attaches high priority to the program of Local Government. However, by comparing the budgets of other departments, the program is given lower priority.

As mentioned above, the achievements included the establishment of settlement council at various stages of development. As well, there are approximately seven hamlet councils.

It terms of consequences, given the objectives of the program, everything might be considered an unexpected consequence. Within the settlements people are demanding greater control and the program peaked more quickly than expected. For example, the efforts of the Wrigley Settlement Council to stop the MacKenzie Highway project were not expected or predictable. Another unexpected consequence was the continuing need to support the settlement secretaries when the settlement manager is withdrawn.

With respect to changes in other sectors, the energy crisis and the search for oil have impact on the program. As well, the Federal funding of the native organization is perceived as dividing the interests of natives and weakening the program of local government. Finally, other departments are establishing citizen's groups, i.e., education committees which have implications for the program of local government. More generally, the current world economic situation has led to budget cut-backs which affect the program of local government.

The lessons of the program support the viewpoint that people are capable and responsible for managing their own affairs, of defining their own needs, and given the resources, of meeting these needs. One cannot impose what is good for people. Rather, it should be an open door situation which allows people to state how things should be done or to be shown how to do what it is they want. As well, a developing community needs the continual support after the program becomes relatively autonomous. With respect to the Third World, the program approach has relevance, given the accessibility to resources. In terms of values, the situation in the N.W.T. points out the issue of human vs. physical resource development. The population, local and regional differences, and the influence of geography introduce elements which are particularly relevant to the program of local government.

The obstacle of geographical size has been overcome in a region by creating area offices. Also the program has evolved to encompass a political emphasis and a detailed program statement. Since its inception, the program has gained a degree of credibility in the communities. In future, the program could consider a number of issues. For example, the level of understanding, awareness, and acceptability of the program could be increased at a community level and within the Territorial Government. It has been suggested that the developmental approach should be applied to other departments. It is likely in the future, as the program evolves, that the program will become primarily concerned with municipal services.

CASE NO. 6

INDIAN BROTHERHOOD OF THE NORTHWEST TERRITORIES

DESCRIPTIVE TERMS:

political consciousness, political movement, treaty rights, Indian association, land claims, community development.

ABSTRACT

Objectives: Within the traditional and collective Indian culture:-
"a system of decentralized consensus decision-making; self-directed learning; shared economic resources; and collective community responsibility for social needs."
Population: Indian people of the Northwest Territories.
Methods:
(i) formation of a strong Indian organization representative of the 17 Indian bands in the N.W.T.;
(ii) establishment, with the Metis Association of the N.W.T., of 3 major programmes - Mackenzie Pipeline Inquiry, Land Research Programme, and Community Development Programme - all coordinated in the field by 4 regional coordinators.
Training Component: field worker training in group work, communication, community development, and field work planning - through special workshops, outside courses, and the employment of a staff trainer.
Organizational Structure:
(i) Joint General Assembly of the Indian Brotherhood and the Metis and Non-Status Native Association;
(ii) Board of Directors of the Indian Brotherhood comprising President, Vice-President, and 5 Regional Vice-Presidents.
(iii) Executive Director and Directors of the three major programmes;
(iv) field staff, working with the people.
Funding: Mostly from Federal Government, with some private funding. (Year ending March 1975, $887,000 from Federal Government and $78,000 from other sources).

Evaluation Procedures: Informal and on-going within the Brotherhood, in relation to the objectives.

ANALYSIS:

In relation to the criteria set out in the Introduction the programme seems strong in the following respects:
- it has a strong conceptual and philosophical framework and appears to be building up a systematic procedure of working;
- it involves a significant number of people;
- it involves people through the General Assembly and through the field work of its staff;
- it connects social, cultural, economic, and political aspects of development;
- it involves learning as a development goal.
- it has developed an integrated working relationship with the Metis and Non-Status Native Association, holding joint General Assemblies, and jointly directing field programmes through the Indian-Brotherhood-Metis Association Executive Committee.

- It appears weak in that it relies heavily on Federal Government funding. These funds have become more difficult to obtain as political pressure is exerted by the Indian people. The native land claims are also a major economic threat to the extractive industries.
- Financial support is currently obtained from Oxfam to enable the Brotherhood to continue programmes no longer funded by the federal government.

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INDIAN BROTHERHOOD OF THE NORTHWEST TERRITORIES

Background, Origins and Objectives

The Indian Brotherhood of the Northwest Territories emerged out of a growing political consciousness among Indians in the Northwest Territories in the late 1960's and early 1970's. Two events stimulated this awareness in communities in the South MacKenzie-Great Slave Lake Region. In early 1969, the Department of Adult Education organized a series of leadership workshops in Indian communities in this region. The Department contracted with George Manuel, later to become President of the National Indian Brotherhood, and Tony Karsh, a community development worker from Alberta, to conduct leadership workshops in the South MacKenzie-Great Slave Lake Region. The workshops, held in each Indian community, with a final regional conference in Yellowknife, served to challenge local Indian leaders to confront the political realities of Indians in the Northwest Territories in 1969. The community workshops identified problems and concerns common to all communities. The wind-up conference in Yellowknife gathered together representatives who had participated in the local workshops, and zeroed in on issues all Indian communities were struggling with. The key point was that native people constituted a majority of the people in the Northwest Territories, and needed to organize to make their political weight felt in acting to bring about needed change.

At the same time that leadership workshops were being held, the Company of Young Canadians was placing local volunteer workers in communities in the South MacKenzie-Great Slave Lake Region. The C.Y.C. volunteers used tape recorders to interview and share information between communities. An important aspect of this work was the documentation of the Indian position on the treaties signed between the Government of Canada and the Indian Bands in 1899 and 1921. This documentation presented the Indian view of the treaties, a view which regarded the treaties as a peace guarantee rather than a cessation of land rights. This documentation was later used by the Indian Brotherhood when it filed a caveat asserting a prior interest on the part of the Indians of the Northwest Territories to 400,000 square miles of land in the MacKenzie region of the Territories. The volunteer C.Y.C. workers also talked about community problems, raised questions about relations between the Indian communities and the Territorial Government, and raised the issue of Indian-White relations in the north. The idea of a territorial organization of Indians was put forward as a means of gaining greater influence and power than was possible by a single community organizing and

working on its own concerns in isolation from the other native settlements.
This isolation was all the more acute when one realizes that the communities
in the Territories are hundreds of miles apart with most travel being done by
aircraft.

The consciousness raising in the local communities by indigenous volunteer
workers organized and funded by the Company of Young Canadians, and the challenge
for leadership coming out of the workshops organzied by the Department of Adult
Education provided the groundwork for the organizing of the Indian Brotherhood.

In the fall of 1969 the Chiefs of the Northwest Territories made a crucial
decision which was in a few years to play a major role in shaping the social
and political development in the north. An historic meeting took place at the
last Indian Affairs Advisory Council meeting. (The Advisory Council meetings were
consultative meetings organized by the federal Department of Indian Affairs
to obtain input from the Indians on proposed revisions to the Indian Act.) The
Advisory Council was dissolved, and a steering committee was formed to explore
the possibility of forming an Indian organization to represent the interests
of the Indian people (Wah-shee). Within a year the leadership of the new
organization changed three times - Maurice Lafferty, Mona Jacobs, and finally
Roy Daniels in their turn headed the new group. Roy Daniels finally brought
about the formal organization of the Brotherhood, with the adoption of a
constitution and a board of directors. The constitutional convention was held
in Yellowknife in 1970. The draft constitution provided for a territorial
organization for all status or treaty Indians living in the Territories. Organized
on this basis, the Brotherhood would exclude all those of mixed Indian-White
ancestry, the Metis; non status Indians, those Indians who had become enfranchised,
thereby giving up their membership in an Indian Band and status as a registered
Indian; Innuit (Eskimo); and those of mixed Innuit and white ancestry. The
draft constituion, modeled on the construction of the Manitoba Indian Brotherhood,
in excluding many natives in the Northwest Territories gave rise to heated debate.
It was opposed by Agnes Semmler, President of the Committee of Original Peoples
Entitlement, C.O.P.E., whose organization was active in the MacKenzie Delta.
C.O.P.E. was in the process of organizing all natives in the MacKenzie Delta -
Indian, Metis, Innuit, and those of mixed Innuit and white ancestry. Mrs. Semmler
objected to the restrictions proposed by those who favoured an organization of
status Indians. These constitutional limitations were also opposed by Wally Firth,
now Member of Parliament for the Northwest Territories, but at the time
executive director of the Indian-Eskimo Association in the Northwest Territories.

Although the Indian-Eskimo Association was formed by a southern white support group, the Association at the time provided the only territorial wide link for native people, and Wally Firth, as Executive Director, and a native of mixed Indian-White ancestry from Fort MacPherson, acted as a representative and spokesman for native interests in the north. Roy Daniels, drawing on his own experience in southern Canada (Daniels was originally from Long Plains Reserve in Manitoba) where Indian and Metis groups are divided by statutes defining the rights of status Indians, and with the promise of financial support from the Federal Department of Indian Affairs for status Indians, was successful in having the constitution, with membership in the Brotherhood limited to status Indians, passed by the constitutional convention.

By 1970, there was considerable urgency to form an Indian Brotherhood in the Northwest Territories. The federal government had developed a policy paper which indicated that federal responsibilities for Indians as outlined in the British North American Act were to be transferred to provincial and territorial governments. This policy was rejected in Southern Canada because of the objections of Indian leaders. However, the policy was put into effect in the Northwest Territories in spite of its withdrawl elsewhere in Canada. The Department of Indian Affairs reduced its staff in the Northwest Territories to one. More important, the federal government had transferred funds allocated for Indian programmes to the Government of the Northwest Territories for education, social development, local government and economic development.

The Indian Brotherhood of the Northwest Territories, founded by a representative body of Indian Chiefs, determined to change this policy and to establish an organization to protect the rights of Indian Bands in the north. The Brotherhood also saw the need to work closely with other native organizations. In 1972, an umbrella organization, the Federation of Natives North of 60, was formed. The Federation included the Metis and Non-Status Native Association of the Northwest Territories. The Committee for Original Peoples Entitlement, the Indian Brotherhood of the Northwest Territories, The Innuit Tapirisat of Canada and the Council for Yukon Indians. Even closer ties were developed with the Metis and Non-Status Native Association, as the Association and Brotherhood united in their efforts to represent the Indian, Metis, and non status Indians of the MacKenzie region. Out of this merger has come a common identity. Members of these two groups now refer to themselves as Dene.

The initial goal that brought the Indian Brotherhood into existance was the need to create a political force representing all Indians,

in the Northwest Territories. From a loose political organization, the Brotherhood has become a political movement which is in the process of artic- ulating both its goals and its ideology. The one unifying issue is land rights, and support for the Brotherhood has grown as the Dene in the communities become aware of this issue: who owns the land; who controls development, who benefits from its exploitation. The issue is recognized in law, in the first instance by the signing of treaties in 1899 and 1921 which acknowledge special rights that existed between the Indians in the Northwest Territories and the Government of Canada, and subsequently by a key decision of the Supreme Court in the Northwest Territories which accepted a caveate recognizing the prior interest of Indians in the Northwest Territories to 400,000 square miles of land traditionally used by Indians.

A second major objective of the Brotherhood is to engage people in the communities in a dialogue concerning development. The belief is that people in the communities must ultimately control what happens, determine what a land settlement will consist of, and how and what form development will take. This goal is stated in a policy paper on development:

- We cannot call development any activity which takes away control from our people. True development must give us more control and greater independence.

- True development means growth in Indian communities...not only economic development but cultural, social,political and spiritual development...and the sum of these is greater than the parts.

- True development means building on the past, by strengthening traditional pursuits, by drawing on the community's experience, and by building on traditional skills.

- True development means that development is implemented in a way that fits the Indian way of doing things (which is not the same as the government's way or the companies' way).

- True development means a process which unites and builds up the community's sense of self and the sense of self of all its members.

- True development means development by the community rather than by outsiders. It means development by the community as a whole wherever possible, rather than by individuals within the community for their own benefit. (Regional Co-ordinators Workshop, Fort Simpson, 1974).

These objectives are both furthered and hindered by the funding the
Brotherhood is able to obtain. The federal government provides grants to the
Indian Brotherhood for land research, for community development, and for
preparation for a judicial inquiry into the construction of the MacKenzie Valley
Pipeline. There is continual tension between the requirements laid out by the
federal government for continued funding of the various projects, and the
organization's need to pursue its own stated objectives. The Brotherhood must
provide leadership in bringing its members to the point where they are aware
and are articulate about the Brotherhood's primary objective, protection of land
rights. To do this, it has embarked on a development process which determines
to place power and control in the communities where its strenght must lie. The
federal government has different objectives for the Brotherhood, implicit as
well as explicit. For example, the federal government will only support the
Brotherhood in documenting its land claims position as long as it feels that
that position is acceptable to the government. Appearing to meet the require-
ments of the funding body as well as the demands of the membership while keeping
its purpose clear is a difficult task. There is of necessity, a gap between
the legitimate need to reach and activate the membership around issues that concern
them, and the pressure by the funding agency to deliver programmes which may
or may not relate to concerns identified by the native leaders.

There is also pressure and manipulation from within communities and from
allied organizations to use the Brotherhood for their own ends. As the
Brotherhood wins support from its membership, both local and external groups
attempt to use the Brotherhood to legitimize their programs among local people.
External organizations, the oil companies, as well as the territorial and federal
governments have been willing to provide funds for a variety of programmes, and
this has resulted in the temptation to build a larger Indian organization with
more services, but which at the same time stretches its human talents to
impossible limits. The danger lies in the Brotherhood being diverted from its
primary objective of protecting land rights. The Brotherhood also runs the risk
of alienating its membership in the communities as its central power and authority
increases. This dilema is constantly being argued between staff and leaders in
the Indian Brotherhood and its parellel organization, the Metis Association where
a continuing debate is carried on over the definition and direction of development.

Opposition to the Indian Brotherhood has been most pronounced from Whites
North of 60, a fringe group which has attacked the special status and funding of
native organizations. The larger municipalities in the Territories, those with

a population between 900 and 9,000 have also opposed the special status of
Indians, as the Indian land claim threatens municipal control over development
lands within their jurisdiction. A small group of Territorial farmers is opposed
to the Brotherhood for similar reasons, as the federal government is unwilling
to extend leases on land to local farmers and ranchers while the land issue
remains unsettled.

Methods and Organization

The Indian Brotherhood together with the Metis Association of the Northwest
Territories has three major programmes: the Mackenzie Pipeline Inquiry; Land
Claims and Research Programme; and Community Development Programme. These three
programmes are co-ordinated in the field by four regional co-ordinators who bring
the field staff together as a team to carry out the programmes at the local level.
As an example, all field staff are co-ordinated by the four regional directors
in helping individual communities discuss the implications of the proposed
MacKenzie Valley Pipeline. Field staff prepare background data for the community
hearings and help local leaders arrange for the Inquiry when it takes place in
the community. The overall Pipeline Inquiry Programme is directed by a
Programme Head who reports to the joint executive committee of the Indian
Brotherhood and Metis Association. In this program, funding is controlled by
the Metis Association.

Land claims research is carried out by those staff with special training in
data gathering and who are familiar with the objectives of the land use and
research programme. Tape recorded interviews are conducted among residents in
each community to determine the use they have made of the land in their lifetime:
where they have travelled, worked, hunted, trapped and lived. Each respondent
is also asked to indicate on accompanying maps the places and areas where they
have travelled. Maps are compiled for each community. One set of maps will
show the lifetime on the land of six respondents. The total mapping programme
provides the researchers with an accurate visual presentation of the use the
people have made of the land in their lifetime. When the mapping is completed
in a community, the final drafts are presented to the community for approval. The
maps and taped interviews present a record of land use from the past to the
present which will both support the claim for title to the land and implicitly
convey what the land means to the Dene. An important factor in this field
research is that people living today and contributing to the documentation were
living at the time the Treaties were signed in 1899 and 1921. These individuals
provide a direct interpretation of the meaning of the initial agreements between
the Government of Canada and the people.

The land claims research project also includes research into the resource potential and value of resource development activity on traditionally occupied land. This economic assessment, and a study of recent agreements in the Alaska Land Settlement, James Bay Agreement, and other aboriginal land settlements is an important component in arriving at a policy for determining the future use of the land.

Community development staff besides assisting in the Pipeline Inquiry and Land Research have the responsibility to encourage local Band Development. Emphasis is placed on local control and involvement in the land settlement, and in the kind of development that will arise out of the settlement. The Brotherhood also runs programmes in Alcohol Education, Communications, Research into Indian Rights and Treaties, and has conducted a study of a proposed Government of the Northwest Territories ordinance on education.

Field staff have first had to win acceptance in the communities for them-selves, and then acceptance for the Brotherhood and its role in spearheading the land claims issue. In carrying out this task, they have to overcome local suspicion and resentment of a centralized organization operating out of Yellowknife, the Territorial capital. The headquarters staff have been extremely sensitive to this initial resistance and have made decentralized control a major organizational objective. As a result, Board members who are the elected chiefs of each band are becoming more aware of their role, and are asserting their right to set policy and pressure headquarters for specific action on programmes.

The first field staff were hired in January 1974 to carry out the Land Research and Community Development Programmes. Thirty-four field workers, programme directors and support staff participated in two initial training programmes. The first training event was a two-week community laboratory in which participants identified learning goals and their role as community workers. Heavy emphasis was placed on building skills in group work; communication; community development; and the planning of field work. The laboratory was also a time in which to begin thinking about the task the Brotherhood had undertaken, and the need for the Dene to assert their independence and control over their own lives. A second ten day workshop followed after six weeks in the field for the new staff. In the second workshop, the emergence of leadership within the Brotherhood staff; the relations between Indians and Whites working in the organization; the impact of alcohol as an issue in the north, and within the Brotherhood; and the first assessment of efforts to initiate community development had full play. Land research workers also learned specific data gathering and mapping techniques.

Staff training has continued as an important input into the programmes.
Individual staff members are encouraged to take part in training events elsewhere
in the country when the training offers knowledge and skill that can be used
in their work. Headquarters staff undertook a workshop in October, 1974 to help
them identify programme goals and their roles within the Brotherhood. In June
1975, all staff again took part in an inservice workshop, and recently, a staff
trainer was hired to provide continual in-service training. A workshop using
video tapes developed in Tanzania as a means to increase participants level
of consciousness is currently being run for field staff, local leaders, and
administrative and headquarters staff.

Three hundred delegates have attended each of the last two Joint General
Assemblies of the Indian Brotherhood and the Metis and Non Status Native Association
of the Northwest Territories. This General Assembly, which is now held each
year, is the most direct means of participation by members in the affairs of
the Indian Brotherhood and the Metis Association.

Control of the Indian Brotherhood rests with the elected Chiefs of the
seventeen Indian Bands in the Northwest Territories. The Brotherhood is divided
into five regions: Delta; North MacKenzie; South MacKenzie; South Great Slave
Lake; and North Great Slave Lake. Each region elects a Regional Vice President,
one of their chiefs, who together with the President and Vice President that
are elected by the General Assembly constitute the Board of Directors. An
executive director, and directors of Community Development and Land Claims and
Research are responsible for the Brotherhood programmes. The director for the
Pipeline Inquiry is attached to the Metis Association although all field
programmes are under a joint Indian Brotherhood - Metis Association Executive
Committee.

The main contact with the people in the communities is through their elected
chiefs or Regional Vice President who serves on the Board. Field staff also
work directly with the people in the communities and keep people informed of
the Brotherhood's activities. The Brotherhood until recently has also maintained
a Communications Programme which published a newspaper, put together radio
programmes, and used video-tape recording equipment to produce reports and
information packages for use in the communities. The Communications group has
how become the Native Communications Society of the Western Northwest Territories
with its own Board of Directors and staff.

The Indian Brotherhood has received most of its funding from the Federal Government with some private funding for special projects and events. In the year ending March 31, 1975, federal government funding totalled $887,500. Other sources provided $78,000. Funding has provided for core services, mainly headquarters expenses, a two year grant for Land Claims and Research and continuing grants for programmes such as band development, a communications programme, now a separate entity, and alcohol education. Funds have been advanced on a quarterly basis. In 1974, an annual grant of $30,000 to conduct research into Indian Rights and Treaties was terminated although similar grants are provided to other Indian organizations in Canada. The major expense the Brotherhood has encountered in its research into Indian Rights and Treaties has been the successful filing of a caveat on 400,000 square miles of land within the MacKenzie District of the Territories, and in the preparation for appeals expected to be launched by the federal government. The successful court action by the Brotherhood appears to have led to the cancellation of this grant by the federal government. Further expenses in this programme will be incurred to cover the cost of refuting arguments put forward by the federal government who hope to have the judgement overturned.

Current Status of the Programme, Observable Results, and Comments

The Indian Brotherhood is a political movement and is in the process of uniting the native people in the Northwest Territories behind the overriding issue of land rights. As a political movement, the Brotherhood's leaders including both elected band chiefs and staff, have held up a vision of Dene unity and development. The vision promises that things don't have to be as they have been in the past, that the Dene can determine their own future and that in the Northwest Territories, with a claim on the land and its resources and with the native people representing a majority of the population, they, the Dene people, have a unique opportunity to make that future reflect the values, beliefs and traditions unique to Dene of the north.

The support of the communities for the Brotherhood's position on land claims, as exemplified in public statements being made in each community in which the MacKenzie Pipeline Inquiry is currently holding hearings, indicates strong support and direction for the Brotherhood. Community spokesmen in fact are closer to the gut issue of land rights and are stating the view of the people who have lived on the land for generations. The Brotherhood's objective of bringing about local control of development is being realized in that local leaders are defining what development will be for them. Many suggest that a Pipeline will

not be acceptable.

The Brotherhood has not carried out a systematic evaluation of its programmes but it has taken the first step in defining its programme goals and the role of each person in organizing and delivering field programmes. These guidelines (staff workshop, October 1974) provide a basis for continual assessment of programmes at regular regional and organization workshops and staff meetings.

The Brotherhood is nearing the end of its sixth year. It is in the midst of helping communities present their position to the MacKenzie Valley Pipeline Inquiry into the building of the pipeline; the land research and mapping is nearing completion, while the development process in the local communities which is seen as a long term process is underway. An annual report describing the state of each programme is presented each year at the annual meeting of the Board of Directors.

The emergence of the Indian Brotherhood, and its impact on people in the Northwest Territories and the wider Canadian society has parelleled a growing debate on the exploitation and ownership of resources in Canada, the crisis in energy supply, and the emergence of Indian rights as one of the key issues in Canada in the 1970's. The Indian Brotherhood has been successful to a large extent in making these social and economic issues central to the Dene in the Northwest Territories. In the process, Dene spokesmen in the Territories have regularly stated their case to a national audience through the media; press, radio and television; and have created an awareness of Indian rights in the rest of Canada which was not present previously. This action has been part of a larger Indian campaign in Canada extending to the James Bay Hydro Electric Project in northern Quebec, the flooding of Indian land for the Nelson River Hydro Electric Power development in northern Manitoba; unresolved land rights in British Columbia;and land claims by the Innuit (Eskimo) in the arctic. The historical decision in the Territorial Supreme Court recognizing the Indian claim to 400,000 square miles of land in the Northwest Territories has forced the government of Canada to move towards a negotiated settlement on land claims. A prior decision of the British Columbia Supreme Court and the Appeals Court of Canada to acknowledge aboriginal rights contributed by forcing the federal government to recognize these rights. These successes in court, and the turnabout by the federal government in recognizing native claims have forced the Government of the Northwest Territories, a colonial style administration in which the Commissioner of the Territories is an Assistant Deputy Minister to the federal Minister of Indian Affairs and Northern Development, to also recognize the role of the Indian Brotherhood, as well as the role of Indian chiefs and the Band

organizations in each community. The Brotherhood, when it formed in 1969 set out to win this recognition for its chiefs and band organizations, and achieved this when the federal government re-established the Department of Indian Affairs as a functioning department in the Northwest Territories in 1972. Perhaps the most noticeable success is in the assertiveness of Indian leaders. The leaders are now stating where they stand on development issues, and are defining what development will be acceptable to them and the people they represent. This leadership and the movement behind it may be the most important achievement to date.

If development is to occur for others, then leaders with a vision that reaches to the innermost beliefs and values of the people must emerge to give leadership. Likewise, government that is committed to development of people - political, social, cultural, economic and spiritual, must be prepared to fund this process. In the Northwest Territories, with its vast distances, high cost of travel, and years of isolation between regions and communities, this process could not have taken place without financial support from some funding body.

A second consideration is the need for support within Canadian Society of a minority group, a group which is a majority in the Northwest Territories, if it is to develop its own political and cultural contribution within its own people and within the total society. The minority group must achieve a considerable degree of political power, a major factor in development, but a development goal not readily accepted or promoted by those who would hold that power for themselves.

A concern of programme directors has to be the continual need for training for elected leaders and administrators within the organization and in the communities. Political leaders have one overriding concern, to maintain their position, which means winning elections, providing effective leadership, and giving voice to the aspirations of the people. This leaves little time for reflection and assessment of one's own limitations. The concept of development being pursued by the program staff stresses that development needs to happen within the individual - new learning about oneself and others, new growth and increasing risk in trying new things, and that development in this sense is for all people. The task of the programme directors is to convey this concept to the leaders, as well as win acceptance for it. The nature of political power within the organization, and in political struggles with opposing groups makes such a commitment and risk next to impossible to achieve.

The dilema over the goals for development, and the underlying values implicit in any definition of development is most marked between the leadership in the

organizations which have formed a coalition to represent the native people in the north. The Indian Brotherhood has stressed the collective goals of the people. Development should benefit all, rather than a few who might benefit from individual economic opportunity. The difference lies in the traditional sharing, basically socialistic values of traditional Indian society and the individualistic competitive values represented by white industrial society and those native people who have assimilated these values, at this time reflected in the leadership within the Metis Association.

The values represented in the two cultures, native and white, are an issue in all aspects of society in the north: the achieving educational system which measures student's performance against the performance of peers: the struggle for political power to impose one's decisions and will on others and give those with power advantages over others; the structure of organizations in which a hierarchical system of authority controls the actions of subordinates; and an economic system which permits some individuals to achieve vast monetary wealth while others remain in poverty.

The individualistic, competitive system is most acutely reflected in the government system in the Northwest Territories, a government which dominates all aspects of life in the north; education, social welfare, health, economic and industrial growth, services, and administration. Opposed to this is the traditional Indian culture the Brotherhood is attempting to identify and put into practice, a system of decentralized consensus decision making; self-directed learning; shared economic resources, and collective community responsibility for social needs. Obviously, those leading the campaign have themselves been exposed to the social system and values of the dominant Canadian society, and also face the dilema of having to deal with the dominant values in relations with others in a society which reflects these values and way of life.

The struggle to bring about Indian development goes on amid pressures to bring about change overnight. The Indian Brotherhood must organize the people and prepare them for a land settlement within two years. The pressure by oil, gas and mining companies to exploit the resources in the north is intense, as is pressure from the federal government to obtain an early settlement of the Indian land claims.

The Indian Brotherhood sees the land settlement as only the beginning. The work done to achieve an acceptable land claim and development begun now is seen as the basis upon which Indian development will be built once a settlement of land claims is achieved.

DESCRIPTIVE TERMS:

community development, native people, social animation, physical resources development, regional coordination, government coordination.

ABSTRACT:

Objectives: "Free and creative individuals" through the integration and coordination of physical and human resource development.

Population: Inhabitants of Alberta, but particularly native people in rural areas.

Methods:
(i)   formation of a coordinating body of 5 Cabinet Ministers (the Authority);
(ii)   analysis of development proposals requesting government support, by staff of HRDA;
(iii)   Cabinet approval of funding and other assistance.

Training Component: There was support for leadership training programs through the University of Alberta-Department of Extension and other agencies.

Organizational Structure: Cabinet Committee; Director (a civil servant); Joint Specialist group of experts; Joint Advisory Group of 9 Deputy Ministers; initially (1964-1968) a Coordinator of Community Development and a CD Branch, which was absorbed into the Department of Industry and Development in 1968.

Funding: Provincial Government (about 50% recoverable from Federal Government).

Evaluation Procedures:
(ii)   HRDA itself - evaluated at the political level on broad political and economic grounds.
(ii)   Individual projects - informal evaluation within government.

ANALYSIS:

In relation to the criteria set out in the Introduction this programme seems strong in the following respects:
- it embraced economic, educational and social (and incidentally - political) development and attempted to coordinate various aspects of planning and development;
- it was concerned with a significant number of people;
- at the field level it involved the local people in projects, and at a higher level it involved native associations in budgeting and planning;
- it involved learning as part of development.
It appears weak in the following respects:
- programmes were almost entirely reliant on government funding and support, and on political considerations.

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·Human Resources Development Authority

Background and Origins

One of the major stimuli toward Human Resources Development in Alberta was a Report entitled The Metis in Alberta Society prepared in 1963 by the University of Alberta Committee for Social Research[1] for the Alberta Tuberculosis Association. This report recommended inter alia the "creation of an Alberta agency to initiate, take administrative responsibility for, and underwrite community and regional development programs" and "to clarify the idea of community development". Various sources gave the following definitions of the concept.

1. Community development can be described as "purposeful change of living conditions with the fullest participation possible of the people themselves and through utilization of all available resources."[2]

2. Community development is "the process by which the efforts of the people themselves are united with those of governmental authorities to improve the economic, social and cultural conditions of communities, to integrate communities into the life of thenation and to enable them to contribute fully to national progress."[3]

3. Community development is "a movement designed to promote better living for the whole community with the active participation and, if possible, the initiative of the community; but if the initiative is not forthcoming spontaneously, by the use of techniques for arousing and stimulating it in order to secure its active and enthusiastic response to the movement."[4]

The report referred to above was approved by the Alberta Tuberculosis Association and strong representation was made to the provincial government that early action be taken in keeping with the report's recommendations. Subsequent procedures and structures of the provincial government were strongly influenced by the recommendations of the report (especially

the one given above) and the definitions quoted.

They also had their influence on the thinking which resulted in The White Paper on Human Resources Development introduced in Alberta in 1967.

The content of the White Paper and the eventual establishment of the Human Resources Department Authority was likewise influenced by the provincial government's experience in its earliest action taken toward the implementation of the Report under reference. In early 1964 a Coordinator of Community Development was appointed, responsible to the Cabinet through a five-man Committee consisting of two members of the Legislative Assembly, a senior Deputy Minister and two regional representatives. Community development project areas were established throughout the province and this non-departmentalized organization did commendable work, especially among Native people (looked upon as the part of the total community in most need of development) in keeping with its definition of community development as "an educational-motivational process designed to create conditions favorable to economic and social change, if possible, on the initiative of the community, but if this initiative is not forthcoming spontaneously, then techniques for arousing and stimulating it in order to secure the fullest participation of the community must be utilized."[5]

This definition is very similar to definition 3 referred to on page 1.

It soon became apparent, however, that effective social animation by the Community Development organization without adequate bureaucratic ar-

rangements for promptly assisting the people in implementing the social

action programs, they began to clamour for was leading to much frustration

and unrest. This was evidenced to a marked degree when in July, 1966

fifty-six Indian and Metis from Wabasca-Demarais marched into Edmonton

and demonstrated in front of the Legislative Building.

No doubt, as a result of the considerations referred to above, or

similar ones, the definition of Community Development which the White

Paper seems to favour most is No. 2 on page 1.

The White Paper was intended to be a non-political document that

would be able to be supported by all Albertans. "A conceptual frame-

work, graphically portrayed . . . shows the ultimate objective of society

as one of 'free and creative individuals'. The achievement of that ob-

jective, according to this model, calls for an integrated engagement of

both human and physical resources, with the latter serving the former".[6]

The practical application of the development model put forward by The

White Paper was to be guided by the following formula:

"(1) A new priority for human resources development.

This was calling for commitment of both private and public
energies to humanitarian values and social concern in a more
positive and explicit way than heretofore when the Province
was preoccupied with physical resources development.

(2) A new emphasis on the individual in human resources develop-
ment.

This was 'to avoid the error of those who define their utopia
in collectivistic and socialistic terms (in terms of the
ideal society rather than the ideal individual) and who are
then committed to the implementation of coercive measures in
order to force individuals into some prescribed mold.'

(3) A broader purpose and objective in physical resources de-
velopment.

This involves a public recognition that physical resources,
while necessary, are means to an end, and not ends in them-
selves.

(4) A new emphasis on integration and co-ordination.

Perhaps more than the other three this carries implications
for action to bring together both physical and human resources
in co-ordinated development".[7]

The Human Resources Development Authority Act was passed in the

1967 spring session of the legislative session. The Authority was set

up to complement ideas in the White Paper. It contains powerful pro-

visions in that it authorized powers of intervention should this ever

be necessary in the functions of "any other Act" that relate to its

own in order to achieve its co-ordination and human development object-

ives.

Organization and Administration

The Authority consisted of a five member Cabinet Committee, one of

whom was appointed Chairman. In addition there was a Director, a civil

servant who was directly responsible to the Cabinet Committee.

A group of Ministers was appointed to avoid identification with any

one department and undue power to one individual. It was also intended

to establish the distinctive function of HRDA contrasted with line de-

partments and indicate its priority.

To assist HRDA in its tasks two special groups were established:

1. A Joint Specialist Group - representing experts in the fields

of economics, social and cultural development (a total of thirty), and

2. A Joint Advisory Group composed of the nine Deputy Ministers of government.

The Joint Specialist Group, drawn from the Branch Head and Director levels, was to analyze proposals presented to the Authority to determine their feasibility. Proposals or complaints could be submitted to anyone or any group, whether politician or private citizen.

The Joint Advisory Group was composed of Deputy Ministers, to serve as advisors to the Authority. Those appointed to the first Advisory Committee were from the departments of Agriculture, Education, Health, Industry and Tourism, Lands and Forests, Labour, Municipal Affairs, Public Welfare and Youth.

The established procedure was for the Joint Specialist Group to pass on its analyses of any given proposal to the Advisory Group whose duty it was to use its experience and expertise to submit a recommendation in support or otherwise of the proposal. The final decision was, however, reserved for elected officials, the Authority Ministers and ultimately the Cabinet.

Implementation

A press release of September, 1968 signalled the transfer to HRDA's jurisdiction of several development projects by ARDA (Department of Agriculture) and the Community Development Branch which, since 1967, had been "shorn from the Cabinet Committee and placed totally within the Department of Industry and Development, as a Branch for both administrative and policy direction."[8]

The pamphlet, HRDA in Alberta (undated) released around 1968 by

the Public Relations Office, listed 78 projects in their main areas of

concern; namely Research, Water Resources, Community Development, Land

and Forests and Forest Campsites. It was stated, however, that "no

attempt was made to include all projects under HRDA."

Of the 78 projects referred to above, 60 were taken over from other

jurisdictions and 18 were initiated by the Authority itself. Most of

the projects were relatively minor, but a major one taken over from

ARDA involved a total comprehensive development plan in the Edson,

Hinton, Whitecourt area and the newly-initiated ones included the so-

called Slave Lake Project, a regional project covering some 10,000

square miles and involving initial expenditures amounting to about

$600,000 in the first year.

Approximately forty professional staff were either transferred or

hired on a full-time basis for the above projects."[9] A press release,

dated September 18, 1968 gave the reason for recruiting this staff,

> With the growing complexity of government services and the
> persistence of many social and economic problems, there was an
> increasing need to ensure that programs being carried out by
> many government departments were being effectively co-ordinated,
> especially in developing areas of the province.

"A co-ordinated information and decision-making procedure, devel-

oped by a special consultant to the Executive Council, outlined a se-

quence of ten analytical stages in arriving at policy and program de-

cisions. This analytical procedure, designed to overcome blockage and

distortion of information, covered the entire communication process

from the time a case/concern was presented until it reached Cabinet.

The ten proposed steps were to be facilitated by the use of summary
assessment sheets to cover the following:

1. Description of Case
2. Social Analysis
3. Technical Analysis
4. Jurisdictional Analysis
5. Economic Analysis (General Comments)
6. Economic Analysis (Estimated Costs)
7. Policy Analysis
8. Advisory Comments
9. Recommendation to HRDA Ministers
10. Recommendation to Cabinet

Steps 1 and 9 above were to be prepared by the Director's office of
HRDA, steps 2 through 7 by the Joint Specialists, step 8 by the Joint
Advisory Group, and step 10 by the HRDA Ministers. For some reason
this procedure was never utilized. Officials seemed to prefer the
familiar ad hoc negotiations above the more open and objective alterna-
tive this provided."[10]

Results

HRDA functioned from the time of its inception, 1967 until early
1972, when it was phased out by a new government (Progressive Conserva-
tive) who had ousted the Social Crediters in 1971 after they had been in
office continuously since 1935.

It is noteworthy, however, that some, at least of the concept, and
operating principles of HRDA were taken over by the new government. The
following is an article in the Edmonton Journal of January 10, 1972. It
is also noteworthy that although the HRDA at Cabinet level was abolished
in 1972, the Progressive Conservatives, who are still in power, deemed
it necessary in 1975, to appoint a Deputy Minister of Executive Council,
senior in rank to all other Deputy Ministers, whose role seems to be some-
what similar to that of the former HRDA.

New Office Takes Place of HRDA - Edmonton Journal, Jan. 10, 1973, p. 17

A new office of program co-ordination will replace the Human Resources Development Authority which the Lougheed government today announced it is phasing out.

Don Getty, minister of intergovernmental affairs said that the concept and operation of the HRDA will continue in the new office.

Launched in 1967 by the Social Credit government, HRDA was to improve human resources and the economy of Alberta, and particularly some special areas.

R. G. McFarlane, former deputy minister of industry and commerce, has been named the deputy minister of the new office.

The new office, Mr. Getty said, will fill the need for greater inter-departmental co-ordination and give special attention to development areas such as the Athabasca oil sands and the eastern slope of the Rockies.

"We hope this tightening up of administration will save money," Mr. Getty said. Various projects of HRDA will continue but will be administered by the various government departments with tight co-ordination through Mr. McFarlane's new office.

The areas which will be affected by the change include the special Slave Lake region where HRDA, working with the federal government, has been develop-ing the economy through a program that will cost more than $50 million under a five-year plan.

The Slave Lake special project, through mass incentives, has created more than 400 jobs since it was launched in 1970. Double that number will likely be created when the task of upgrading the economy of what has been one of Alberta's most depressed areas is completed.

The provincial government, in announcing the phasing-out of HRDA, said all personnel will be absorbed in line departments.

In addition to the Slave Lake project, the government reorganization pro-gram will also take a closer look at the developing oil industry in the Fort McMurray area.

Mr. Getty said the new co-ordinating office will be dealing not only with the projected major expansion of the oil sands but will also try to come to grips with the town of Fort McMurray bracing itself for fast expansion.

Regional co-ordination refers to the Lesser Slave Lake De-
velopment Project, which was undertaken in response to a citi-
zens' group organized as The Lesser Slave Lake Development Asso-
-ciation.

. . . .

Considerable progress has been made in co-ordinating government
services and in attracting the private sector to establish industry
in the Slave Lake regiona. Special efforts have been made to pro-
vide support programs of adult training, improved housing, roads,
etc.--summarized as infra-structure--to insure that local residents
can participate in the development. Funding has been arranged
through the Federal Industrial Incentive scheme that applies to
"Special Areas" and through some joint cost-sharing federal/pro-
vincial schemes.

. . . .

Two additional achievements are mentioned in the concluding sum-
mary of the report documented above. The HRDA vehicle provided any
citizen of Alberta with direct access to the highest level of govern-
ment, and the HRDA presence fostered a greater sensitivity and re-
sponsiveness within government agencies to the needs and aspirations
of Albertans everywhere, especially the disadvantaged.12

The major difficulties can be inferred from the following list of

recommendations obtained by a researcher in 1971, interviewing samples

of personnel involved with HRDA at various levels:

From the Director:
"Must have full Cabinet support.
Should have full-time, strong, dedicated Minister as chairman
Require clear statement of aims and objectives
Full co-operation from line departments is essential
Procedures must be flexible
A mobile task force for problem areas
Balanced attention to disadvantaged and to Albertans generally."

From Cabinet Ministers who, for a period of time, served as HRDA
Chairman:
"Must have top priority attention and full support of Cabinet
Must remain non-political.
Must include mechanism for feedback from the field.
Development, not politics, must be the integrating factor
Structure must remain flexible
Concept must be clear and alive at all levels
A senior Cabinet with four divisions: i.e., social, physical,
    resources, finance, and justice, to function as the HRDA
The Premier should serve as chairman through the initial inno-
vative phase to insure that top priority is given to needed
    changes

A senior planning group including the Budget Bureau, personnel
and publicity expertise
A computerized Inventory Index
Insure clarity re; decision making responsibility."

From other Cabinet Ministers:
"Full Cabinet support necessary
Budget time co-ordination
Regular interdepartmental meetings of persons with Ministerial
    assignment to specific duties on the committee
Human resources development is the job of the Department of
    Social Development; no new body needed
Get rid of HRDA; it's been tried and failed
Let the sounding board function be carried by existing de-
    partments."

From the Director and Branch Head levels:
"Full support by Cabinet is primary
Clear communication to the line department levels re: policy
More aggressive leadership
A mechanism for making decisions including tough decisions
Should stay out of program administration
A secretariat as expeditors only without authority or funds;
    and with co-ordination done by line departments
Emphasize role of facilitating, promoting awareness of options
    and providing temporary support for new organizations until
    ready to make own decisions
Brains of Joint Specialists Groups should be recognized, not
    just the community
Jurisdictional gaps and overlaps must be overcome
A county/regional system of government would be well advised
More attention must be given to objectives then provide the
    appropriate structure, personnel, and plan to meet the ob-
    jectives
Eliminate the Autority image if serious about co-ordination.
    Co-ordination not achieved by edict, but by involved part-
    icipation."

From field personnel:
"Full commitment at the top (Cabinet), not just willingness
A field service unit from the Premier's office
'Rewards' for positive innovation
A multidisciplinary vehicle to make government's response con-
    gruent with the community's problems
A co-ordinating/planning commission answering directly to Exec-
    utive Council
Divide province into regions with a co-ordinator in each for
    information and feedback re: needs and priorities
C.D. should have separate, but co-ordinated existence.

Tough director in initial stage to effect necessary changes
Prior involvement and consultation with line department per-
    sonnel
Regional advisory groups needed
More attention to field staff morale and staff development."[13]

DESCRIPTIVE TERMS:

physical resources development, company-community communication; native people.

ABSTRACT:

Objectives: to provide contact between Syncrude as a dominant resource enterprise, and the people (town and native rural residents) to enable Syncrude to react positively to feelings and needs of people in the region.

Population:
(i) Syncrude management;
(ii) residents of Fort McMurray region.

Methods: Two-person community relations unit (one experienced CD worker) working under Syncrude Public Affairs Department, acting as liaison between native leaders and others in the community, and Syncrude management. One member of the unit attends Syncrude Board meetings to report community interests. Community groups are consulted before any projects relating to community relations are undertaken.

Training Component:
(i) development of training methods for potential workers, part-
   icularly native people;
(ii) training of young people in the community in leadership and
   other skills.

Organizational Structure: The two (any subsequent) members of the unit come under the Public Affairs Department of Syncrude, as employees.

Funding: Syncrude

Evaluation Procedures: Informal - related to the state of information flow between Syncrude and the community. There is a possibility of outside evaluation (eg. by community field workers) of the effect of the unit.

ANALYSIS:

In relation to the criteria set out in the Introduction the pro-gramme seems strong in trying to involve a significant number of the Fort McMurray population in plans of Syncrude which relate to the social, economic and cultural life of the community. But the pro-gramme is weak in that the people are not involved in decision-making, that the control is totally in the hands of Syncrude, and that there is no real way of knowing what effect on Syncrude's operations the community input has. -

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CONTACTS:

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Mr. Terry Garvin, Community Relations Unit, Syncrude Canada Ltd., Fort McMurray.

COMMUNITY RELATIONS UNIT, SYNCRUDE CANADA LTD.

Background, Origin and Objectives

Syncrude Canada Ltd. Is a consortium of oil companies and governments formed to exploit certain areas of the Northern Alberta tar sands.

The social problems revolve around the adjustment of Fort McMurray, from a small town to a large town, under the impact of a huge economic and engineering project. The population of the town is likely to rise from 10,500 to about 25,000 in the next four years. Altogether, there are likely to be approximately 1,600 permanent jobs in an area which, until recently, has been relatively isolated. Syncrude Canada Ltd. Is concerned about the social impact of its operations on the native and white people in the area, and the impact of its operations on the environment.

The community relations unit comprises (as of October 1974) two persons, employees of Syncrude Canada Ltd., who work at Fort McMurray. They form one of three units of the Public Affairs Department of Syncrude, the other two being Advertising and Publicity, and Extension. The former of these two is concerned with public relations and the promotion of the company's affairs, while the Extension unit prepares materials for use in the schools, about the tar sands development and about Syncrude's operations.

Syncrude appointed a Public Affairs Manager in May, 1972. He was responsible for appointing the first of the two community relations officers late in 1973 and the second member of the team in mid 1974.

Syncrude perceived a need to establish two-way communication with townspeople in Fort McMurray, and people living in the region, to overcome their suspicion of Syncrude as a large and powerful organization, to help them understand Syncrude's philosophy and plans, and to help Syncrude, as a major new developer, to react positively to feelings and needs of people in the region.

The impetus for the establishment of the unit therefore came from Syncrude itself. Its planning and organization were initiated by Syncrude, with Mr. T. Garvin, the first of the two members of the community relations team, subsequently providing input, from his previous experience in community development in Alberta and his particular knowledge of the region.

The initial and continuing objectives of the Public Affairs Department, articulated in formal job descriptions, and formal statements of Company and Departmental Objectives, were to establish two-way communication with various publics in the region: government agencies (federal, provincial, and municipal), the native people, Fort McMurray residents, the media, the groups that would serve Syncrude (engineering firms, suppliers, unions, etc.) and others, including visitors. For the community relations unit with the Public Affairs Department, the objective was to make contact with the people of Fort McMurray and district, with emphasis on contracts with the native people and working out with them ways in which they could work with the Syncrude operation.

The most important objective was to make these people as much as possible a part of the planning and development of the region, insofar as Syncrude was a major element in that planning and development.

Much of the early work of the team has been involved in discussing these objectives and working them through with the people in the community and other agencies. Part of the problem, and the need, as perceived by Syncrude, is the suspicion which the townspeople have of such a large operation, and the tendency in such a community for rumors to be a major element in social communication.

The government and other agencies such as the School Board, Town Board, Chamber of Commerce, R.C.M.P., etc. seem to accept these objectives. The objectives appear to be strongly supported at the top level of management in Syncrude. This helps to make them acceptable to other Departments which, though they do not necessarily share Public Affairs' view of the priority of community involvement, have generally co-operated with the community relations team.

Procedures, Organization, and Evaluation

A number of methods that have been used to pursue the objectives are:

(1)   A series of meetings between native leaders in the area and company officials, conducted mainly in the Cree language; with people in the school system to work out with them projections of needs; and meetings with the R.C.M.P., Chamber of Commerce, Town Board, Hospital Board, and other government agencies.

(2) A continuing series of personal contacts, initiated sometimes by the
community relations team, and sometimes by individuals in the community;
such contacts raise issues connected with such matters as employment,
help by Syncrude for community organizations, help for small industries
in the area, and the community relations team as a sort of referral
service in the community.

[N.B. It is not proposed by Syncrude to do anything in the community
for the exclusive use of its own employees, nor to become in-
volved in commercial projects, nor to get involved in providing
social services which are normally the responsibility of various
levels of government.]

(3) Discussions with various organizations with a view to helping finance
cultural and recreational centres and activities. This is a process of
feeling out the needs of the community and responding to or discussing
requests from existing organizations. The idea is to avoid having
Syncrude directly sponsor and finance recreational activities, e.g.
hockey teams, which previously have been sponsored by smaller organizat-
ions, and to underwrite facilities and programs aimed at reaching the
broadest possible cross-section of people.

(4) Syncrude proposes to help develop personal skills in the community,
particularly among young people. There will be a fund to be administered
within the community for sending young people away on leadership and
other types of programs. This fund will be administered by one of the
members of the community relations team, Director of Parks and Recreation
for Fort McMurray, and one other person. This will be done in liaison
with the local Preventive Social Service Director and the representative
of the Department of Culture, Youth, and Recreation.

(5) An important activity will be to develop training methods for potential
workers. To begin with, consultations will be held with the community
leaders, particularly in the native community, about the human needs
and the resources in the community and the ways in which these might
be developed. The selected members of the community will be brought
into the training stream, will be given advice and counseling, and will
be helped to proceed through training programs into the industry where
in-service training will continue. A Native Personnel Specialist is

being appointed to the Employee Relations Department. Though not a member of the community relations unit _per se,_ he will work closely with it. He will be a high-level planner of training, hiring, and orientation programs for native people.

(6)   The other end of the operation is that one of the members of the community relations team, Mr. Terry Garvin, comes to Edmonton each Monday and meets with top management, discusses proposals with them, and gives feedback from the Fort McMurray community to top management.

The extent and the ways in which client groups participate in the decision-making process which relates to them, is that no projects or programs within the responsibilities of the community relations unit are initiated without prior discussion with such client groups.

The qualifications, experience, and personality criteria used in the selection of staff for this unit relate to the function of being a community development worker rather than that of being an administrator. Knowledge of the area and of the people has been an important criterion, and will continue to be so, and in the case of the first member of the team, an important factor was his previous experience in community development in other community agencies in Alberta, such as the Community Development Department of the Human Resources Development Authority, and the Alberta Alcohol and Drug Abuse Commission. The second member of the team was appointed for her personality, knowledge of the area and the people, and communication skills.

The staff of the unit are introduced to the philosophy and concepts of the program informally through contacts with the first member of the team and the Public Affairs Manager of Syncrude. So far, the work has not progressed to the stage of including in-field or in-service training, other than visits to other northern resource communities to study how industry and government there have addressed related problems.

The sources of the funding for the community relations unit are entirely from the Syncrude organization, within the Public Affairs Department budget. The total estimated cost in 1975 of the community relations program, including local training grants to the community which will be administered by the co-ordinator of Community Relations is approximately $50,000.00*. Any large funding

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* Total budget for the Syncrude operation - ± $2 billion.

for projects which are decided upon as a result of the general contacts of the community relations team, including grants for major social or recreational facilities in the town, would come out of the company's operating budget, over and above the budget of the Public Affairs Department.

Current Status and Observable Results

It is still somewhat early to judge the extent to which the program is achieving its stated objectives, but the range of contacts between the community relations team and the community has expanded during the period of its work.

Within the Public Affairs Department a system of Management by Objectives is in use, but this recognizes the difficulty in quantifying and measuring the results of any particular process. The possibility is being considered of using outside field workers to evaluate some of the work, e.g. the use of graduate students working in the field of community development, doing field placements relating to the work of the community relations team.

One of the standards by which success or failure will be measured is the extent to which the flow of rumors in the locality can be decreased, and a freer flow of information created, with more open feed-back between the community and the Syncrude operation.

Top management, at board level, attaches high priority to this particular project at present. (It is difficult to conjecture how possible financial developments in future might divert top management's interest to other parts of the total development, and the extent to which the concern for community relations will continue). The program is still in the development stage and, in an important sense, will continue to remain in that stage. Planning and implementation will proceed continuously. In other words, this is a developmental program and by its very nature will continue to move and change.

To some extent it is still necessary to defend and justify the program with certain other operations in Syncrude, and at some levels of government which see this particular operation as competing with some of the government services. This is why one of the decisions is not to get involved in providing social services which are normally the responsibility of government agencies.

Some of the achievements to date appear to be as follows:

(i) There is a better information flow between the Company and the community and this appears to have some effect in dealing with rumors in a community of this sort.

(ii)   The influence of the community relations operation of Syncrude has
         been instrumental in getting 100 natives into training and employment
         in one of the contracting companies, and increasing the awareness for
         the need for training of local native people in the total operation.

(iii)   There has been a fairly satisfactory spreading of funds around in a
         number of recreational and cultural activities in the community, rather
         than creating large prestige projects in the name of Syncrude, which
         is a common phenomenon in communities controlled or largely influenced
         by large companies.

(iv)   A level of trust appears to have been achieved between Syncrude -
         at both top management level and at the level of the community relations
         team-and the native people at the political level (i.e. the Alberta
         Indian Association and the Metis Association) and locally.

Special Characteristics and Problems and Innovations

        One of the important lessons which seems to come out of this is that
the enormous threat which a large company operation in a small isolated community
can exert on that community can be reduced through a community relations operation
of this sort. This appears to be relevant to any other locality, either in Canada
or in other developing countries, where large economic resource developments of
this sort are taking place. At the same time, the recent high-level policy
decisions with regard to financing the whole project, and the uncertainty about
its future, make the whole operation a very volatile one, subject to political
manoeuvring. In such circumstances no amount of community relations work can
eliminate the ill-ease of people whose future is at stake. And this would seem to
be a feature of any such operation. In other words, community development can be
much affected, and vitiated, in schemes which are tied into larger national and
international decision making.

        Some other problems which are being faced are as follows:

(a)   The rapid development of the area raises serious problems in relation
         to housing, the provision of education, and the provision of recreation.
         These are normally problems which have to be dealt with at the wider
         social and political level, through government or government support. In
         education the Provincial government appears to have failed to accept
         projections of needs provided by the local authorities, and appears not
         to have done sufficient planning in this and in the area of health.

Syncrude itself set up such a study in 1973, to try to improve its own planning, but while Syncrude's community impact plans were the first to be done, and provided government planners with a previously unavailable resource, these plans were not completely successful in anticipating all impacts. The building of schools in the area is not keeping up with the demand. In recreation, all facilities are now used to the hilt and it is necessary to plan very expensive facilities in order to meet the need. A plan is now being proposed for a seventeen million dollar recreational and cultural centre on an island reserved for this purpose near the town. In housing, a part of the problem of providing adequate housing is geographical, in the sense that much of the land is muskeg, and the area is restricted by the geography, but the delays in planning and the approval of housing developments by the Provincial government appears to have aggravated this. These problems make the job of the community relations operation that much more difficult. In other words, community development efforts cannot be isolated from structural and other problems in the environment.

(b)   The intention of the community relations operation is to work with other agencies as much as possible, e.g. the Preventive Social Services. One of the problems that remains is that insofar as the total financing of the oil sands development remains doubtful there is a general sense of uncertainty and even suspicion, which increases the difficulties of the community relations operation.

(c)   It is expected that the community relations operation will continue, because the question of the relationship between Syncrude and the community is an ongoing one, but this is subject to the larger operation continuing.

There is an element of innovation in formally building into a private-enterprise operation of this sort a community development component, and particularly in providing for direct feedback from community level to top management through the attendance of a CD field worker at top management meetings. Whether such arrangements go beyond a concern for public relations and the primacy of the Company's short-term interests cannot yet be judged.

COMMUNITY VOCATIONAL CENTRES IN NORTHWESTERN ALBERTA

DESCRIPTIVE TERMS:

 Community Vocational Centres, adult education, upgrading academic courses, community involvement

ABSTRACT:
 Objectives:
  (i)   manpower training
  (ii)   human resources development
  (iii)   community involvement
  (iv)   management
 Population: Native adults and the older youth who have been out of school a year, make up the clientele of CVC's.
 Methods:
  (i)   The CVC program, which is administered by an Educational Management Committee (EMC) consists of individualized academic up-grading courses, grade 0 to grade 9, conducted by an Educational Technician and other short courses or workshops, eg. house wiring, cooking, or leadership development, conducted by instructors secured by the EMC. Students in the up-grading courses selected by the EMC are paid a training allowance and may enter or leave as circumstances dictate.
 Training Component:
  (i) The Educational Technicians are trained at the Grouard AVC to provide "individualized programmed instruction" to illiterate adults and grades up to and including grade 9.
 Organizational Structure: A CVC consists of the following organizational components at the local level.
  (i)   The educational Management Committee consisting of three to five democratically selected persons; usually Native, who assess community needs for adult education and leadership development and request and administer adult education programs.
  (ii)   Educational Technician who are hired and supervised by the EMC. There are two major structures serving CVCs at the regional level, the Grouard AVC and the CVC supervisory staff. As well, there are two regional advisory bodies, the Isolated Communities Board which draws some members from local EMC and an association of Educational Technicians and a provincial advisory committee on active education for the Minister of Advanced Education.
 Funding:
  (i) Funds are provided by the Ministry of Advanced Education. Budgets are worked out in consultation with EMCs. These individual community budgets are aggregated by CVC Spervisory Staff and forwarded to the Department of Advanced Education for approval and consolidation into the budget submitted to the provincial legislature.
 Evaluation Procedures: The CVC program is subject to continual evaluation by the Department of Advanced Education. Success or Failure is measured by the number of graduates of the program who find work in the area and elsewhere, and by the degree of activity among EMCs.

ANALYSIS:
 The CVC program has been responsible for the up-grading of adults and

raising their aspiration levels as well as creating a flexible job category between that of an aide and a professional teacher which has begun to meet mobility needs of an important segment of Native young adults. Also, there is a growth in the leadership capacity of EMC members and a demand for the program in other communities.

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REFERENCES: (Continued)

Staff Members of the Edmonton office of the Department of Advanced Education and Manpower and John Mitchell, retired Supervisor of Vocational Education in Alberta.

COMMUNITY VOCATIONAL CENTRES IN NORTHWESTERN ALBERTA

A Case Study in Social Invention and
Development in the Field of Adult Education

Background, Origins and Objectives

The first CVCs were created in 1970. They were a relatively complex
social invention which reflected the operation of three sets of factors,
those reflecting specific needs of Northwestern Alberta, those reflecting
new opportunities and resources available for the region, and most
important, the availability of a pool of concerned and talented persons
who were free to undertake inventing responsibilities. Eleven factors
identifiable in the inventing process are as follows:

Situational-Need Factors

1. Community change and trauma from successive Mainstream Society
penetrations of the area, with a consequent lessening of the will and the
ability of local inhabitants to gain a living from hunting, fishing and
trapping.

2. Commercial exploitation and depletion of lake and forest resources,
especially around Lesser Slave Lake, which jeopardized seasonal work
opportunities for a rising population.

3. Virtual entrapment of some native Canadian segments of the popu-
lation in lower social strata characterized by poverty, high alcoholism
and crime rates, unemployment, and anomie.

4. Low educational attainment of the region's population generally,
and more especially of the persons of native ancestry among whom there was
an excessively high rate of youthful dropouts and a significantly high rate
of adult illiteracy.

5. The expanding role of government in the region, which, while
extending controls, service and economics resources from Mainstream Society
to the area, also tended to decrease the sense of independence and the
decision-making power of local residents.

Opportunity-Resource Factors

6. The assault on the problems of the region by a succession of
researchers, community development workers and strategists bringing new

knowledge, increased motivation and new mobilizations of resources to bear on these problems. Their efforts led federal/provincial governments to create the Lesser Slave Special area for regional development in 1970, with a five-year funding from the Department of Economic Regional Expansion.

7. The availability of personnel, educational technology and educational programs from Alberta and Saskatchewan Newstart pilot projects for educating native Canadian adults.

8. The beginning of commercial exploitation of the Athabasca tar sands in Northeastern Alberta and the anticipated demand for trained workers of this and future tar sands developments.

9. The Grouard Vocational High School, opened in 1963 for the youth of the region, especially those of native ancestry, was closed in 1968. This closed, well-equipped facility, complete with residences, was a source of embarrassment to education officials and a focus of native Canadian lobbying for their adult education.

10. The emergence of native power and influence as organizations were formed and as leaders emerged among both Indians and Metis of the region.

11. The presence and availability in the region of senior education officials concerned with community-level and regional vocational education, of personnel with expertise and experience acquired in Alberta Newstart, and of community developers from the Lesser Slave Lake Task Force of the Alberta Human Resources Development Authority, who were in constant dialogue with residents of the region, particularly residents of isolated communities.

The inventing of the CVCs occurred in the late 1960's when Alberta was developing a three-tiered province-wide system of vocational education:

1. A provincial-level set of technical institutes augmented by universities.

2. A regional-level set of vocational centres for adults and augmented by regional colleges.

3. A community-level set of vocational high schools, adult education programs and apprenticeships, which would meet local employment needs, facilitate entry of local persons to agencies offering advanced training, and contribute to the mobility of the labor force in relation to work opportunities in the province.

CVCs were conceived by both inventors and provincial policy-makers as community-level agencies uniquely appropriate for underdeveloped or isolated

communities with native Canadian populations.

The objectives of CVCs were viewed operationally within the larger frame-
work of regional development. According to HRDA's 1971-72 Program A they
were to:

1. Provide introductory courses in occupationally oriented skills.

2. Provide training close to home community.

3. Provide foundation for additional training opportunities for
   employment or advancement because of training.

4. Improve leadership activities and skills.

5. Develop individual talents.

6. Raise aspiration levels.

In addition to these objectives, Villett saw CVCs helping adults acquire
enough basic skills to participate adequately in the English-speaking commu-
nity, upgrading youthful academic dropouts, and helping local communities
create an advantageous and supporting climate for children to continue
education in local schools.

The CVCs, as a requirement for obtaining designated-area funds, were also
expected to serve as vocational information centres for the community.
Underlying all these objectives was an unwritten goal of maintaining and
increasing the dignity, respect and self-worth of native Canadians by
recognizing the importance of their language and culture in CVC operations
and by sharing and honouring the decision-making power of the locally-elected
Educational Management Committee responsible for the CVC in its own community.

These early goals have remained constant in the operation of CVCs in
isolated communities. As satellite CVCs have been established in larger,
incorporated communities as a requested service operated by the Regional
Office of Advanced Education, the goal of community involvement and manage-
ment has been more difficult to achieve. The organizational, governing
structures and funding arrangements for achieving these goals are next
considered.

Procedures, Organization, and Evaluation

At the local level, a self-managed CVC has three organizational com-
ponents.

1. The Educational Management Committee or EMC--The EMC consists of
three to five democratically selected persons, usually Cree-speaking in

isolated communities, who meet as their affairs require. They assess and priorize community needs for adult education and leadership development. They also request and administer adult education programs, the latter including student selection and termination, acquiring and maintaining facilities, hiring and supervising Educational Technicians for upgrading programs and staff for short courses, and evaluating outcomes. They are recognized by the Minister of Advanced Education as having a legitimate involvement in all aspects of their local adult education. They may claim $15 for each EMC evening meeting, $25 for each day-long meeting as individual honoraria, and travel expenses for required meetings away from the community. Satellite CVCs, operated directly by the coordinator of CVCs as a service in larger, incorporated communities, make use of local existing organizations for advice, and do not have an EMC as such.

2. The Instructional Staff—The key instructor is the Education Technician engaged to conduct academic upgrading courses. The Education Technician has been trained at Grouard for providing "Individualized Programmed Instruction" to illiterate adults (grade 0) and all other grades up to and including 9. In six instances, where the Education Technician also has teacher certification, instruction is given for grades 10-12. The training of an Education Technician is shown in Figure 4. The pay rates are from $668 to $855 per month, depending on experience and qualifications, rates which are higher than for teacher aides employed in Northland schools, but lower than for professional certified teachers. Under the supervision of the EMC the Education Technician takes full charge of CVC upgrading instruction. Their informal roles often include some counselling, recreation leadership, and community development. They frequently recommend their advanced student for Education Technician training at Grouard, and themselves often move on to other work or advanced training. They tend to be a flexible and upwardly mobile component of the CVC organization and in this sense serve as dynamic role models for the community.

Other instructors are brought to the community by EMCs for short courses or workshops in such subjects as house wiring, cooking, or leadership development. Such instructors and necessary equipment are secured by the EMC on a contract basis.

3. CVC Clientele—Adults and the older youth who have been out of school a year make up the clientele of CVCs. Those who are admitted as

full-time trainees for upgrading are eligible for training allowances from Canada Manpower, Indian Affairs, or if they do not come in under these auspices, from Advanced Education. The 1974-75 allowance scale was $6 per day for a single person living at home to $18 per day for a person with four or more dependents. Since CVCs offer individualized instruction on a continuous intake and exit basis, trainees may enter or leave their program at any time for family or work reasons, and when they are again free, carry on from where they left off. Students taking short courses do not qualify for training allowances.

There are two major structures serving CVCs at the regional level. The Grouard AVC prepared Education Technicians as part of providing basic adult and vocational education for the region as a whole. The AVC is headed by a Centre Supervisor who reports directly to the Department of Advanced Education at Edmonton. The AVC instructors, counsellors and program developers preparing Education Technicians are in contact with CVCs through consultation with CVC supervisory staff at Slave Lake, through the Education Technician Selection Board made up of EMC representatives, and through association with Educational Management Committees from the entire region who hold meetings up to four times a year at the AVC.

The CVC Supervisory Staff, stationed at the Slave Lake Regional Office of Advanced Education, is headed by a Coordinator of CVCs, who is directly responsible to the Regional Coordinator of Advanced Education. The Coordinator of CVCs is assisted by an Administrative Officer, a Program Development Coordinator and Academic Supervisor. Each of these three persons has a lengthy background of experience in northern Alberta communities. They are assisted by a support staff of Cree-speaking counsellors and field supervisors, most of whom have been Education Technicians, and a truck driver and ware-houseman to look after supplies. In addition, the Coordinator of CVCs is responsible for a Program Development Staff of three, stationed at Grouard where they are engaged, in collaboration with Grouard AVC program developers, in preparing instructional materials for CVCs.

There are two advisory bodies at the regional leve, the Isolated Communities Board which draws some members from local Educational Management Committees, and an association of Education Technicians which in 1974-75 was in the beginning stages of organization. At the provincial level the Minister of Advanced Education has an advisory committee on native education.

At both regional and provincial levels, liaison is maintained with government departments, Canada Manpower, Indian Affairs, and Metis Colony administration in CVC policy-making, program development, and the funding of trainees.

As the name CVC implies, the important operations and involvements in the long run are at the community level, not as much the regional or provincial levels, except as these, through policy, staffing and budgetary arrangements, facilitate grass-roots community interaction and learning. The pattern for this was established by HRDA, and has been continued through the CBC Supervisory Staff at Slave Lake. Budgets are worked out in consultation with EMCs, on the basis of what they expect to do — enroll so many adults for upgrading, pay so much in training allowances, put on so many short courses, etc. These individual community budgets are aggregated by the Supervisory Staff and forwarded to the Department of Advanced Education for approval and consolidation into the budget submitted to the provincial legislature. This process has been likened to a private enterprise component in government, with each EMC in the role of a local entrepreneur in adult education. A diverging view is held by some middle-level government officials who insist on budgeting not as community involvement but as the necessary preparation for the delivery of another government service. Given the power of an EMC to select or dismiss and Education Technician, to admit and terminate studentship, to contract for short courses, and to control and manage local facilities, their budgeting is part of community involvement. They are in a sense the community's executive committee for adult education. In larger communities this degree of community control has not been evolved, though existing community organizations participate, somewhat intermittently, in a planning and advisory role.

As for actual budgets, the total estimated budget for CVCs in 1973-74 was $408,531 for tuition costs, $156,992 for training allowances. This was for an estimated 300 trainees, for whom per capita costs would be $1,361 for tuition, $523 for training allowance. The 1974-75 estimates were $493,100 for tuition, $381,077 for training allowance for an estimated 390 trainees, a per capita rate of $1,264 for tuition and $977 for allowance. The 1973 per diem cost for a day of training, including allowances and tuition, is estimated at $9.00 while in 1974-75 it approximates $13. These costs compare favorably with costs in post-secondary or adult-education institutions of Northwestern Alberta and adjoining British Columbia where, excluding CVCs,

they range from $8.27 to $10,35 for instruction only, and from $14.67 to $31.71 for total operating costs per student day. However, these comparisons should not obscure the differences in budgets for individual communities whose volume of potential trainees and their economic need can be taken into account by the EMCs. The principle involved here is that of locally-initiated unequal funding to provide equality of opportunity for persons whose ethnicity, language, age, location, socio-economic status, and traditional occupations for many years have rendered other approaches to educational equality ineffective and frustrating for all concerned.

Current Status and Observable Results

Since their inception in 1970-71, CVCs have increased steadily in numbers, in the numbers of students for which they have training places, and in the number of persons trained. In 1971-72, 175 students received approximately 8,000 days of training in eight CVCs. In 1974-75 it was estimated that 390 students would receive 67,250 days for training. During the mid-year there were indications that as many as 500 adults would be receiving training in 0-12 type basic and vocational courses and in short courses. While firm statistics were not available, supervisory staff estimated that educational and vocational aspirations of the student clientele were changing from basic literacy to completion of Grade IX as an expectation. In 1974-75 approximately 73 per cent of the students were at or near the 9 level, 40 students viewed 10 as their level, 14 grade 11, and 9 grade 12. Further, 15 per cent of the students, some aspiring to occupations requiring high school, were taking work at the 10-12 level. This is in a region where in 1961 one third of all native adults had no education and only 0.8 percent Grade 10 or more.

Perhaps the most remarkable transition is observable among Education Technicians. Between 1970 and October 1974, Grouard AVC had graduated 81 and had career information on 70. Of the 70, 29 were working at the AVC or in CVCs. Nine were working in related fields, but not with the Department of Advanced Education. Eight were working in unrelated fields, for example, laborers, while eight had completed one or more years of university but had interrupted studies for a year to earn money, seven were attending the University of Calgary, four the University of Alberta at Edmonton, two the University of Saskatchewan, one was taking teacher training in the Northwest

Territories, one had become a journeyman welder, while another was apprenticing in pipes trades at AVC Ft. McMurray. What the CVCs appear to have done, in addition to upgrading adults and raising their aspiration levels, is to have created a flexible job category, between that of an "aide" and a professional teacher, which has begun to meet mobility needs of an important segment of native young adults.

Two other results have become apparent, both not without risks to the future of CVCs, especially if they should expand rapidly. The first is that the growth in leadership capacity of EMC members if highly observable but also uneven, with the result that those manifesting leadership ability are frequently overworked locally or lured away from EMCs by requests for service at the regional level. Nevertheless, the pool of talented local leaders has increased through the work of the EMCs. The second is the growing demand of non-isolated communities and of different agencies for a CVC or a very similar organization staffed with Education Technicians or their equivalent in some other field. Requests for "satellite" CVCs or for out-reach CVCs for persons in jails have increased and some have been set up, though when this happens the local control aspect tends to diminish.

A final accomplishment should not be overlooked. In six communities CVCs have built their own buildings which have been sold back to the communities for the nominal charge of one dollar. These building projects have had an educative value for the entire community. It has been noted that vandalism has been absent where the community has done the building and taken over control of the CVC.

Special Characteristics, Problems, and Innovations

CVCs, beset with a bewildering array of problems locally, regionally, provincially and even nationally, have emerged from their formative years as adaptive, but still fragile outposts of democracy in adult education in a dynamic frontier situation. Their future appears to rely on two major factors, the strength of basic democratic process in the communities of the region, and a willingness of other levels of government and Mainstream Society to tolerate, facilitate and support this process. The array of difficulties and problems is formidable and crises of various degrees are virtually a daily or weekly occurrence. The following listing attempts to identify some of the major challenges of the CVCs.

<u>Locally</u>:

1. Excessive drinking, quarrelling, and outbursts of hostility and violence tend to paralyze and slow down community action in a number of the communities with CVCs, particularly along Lesser Slave Lake. The intense social problems of some communities tend to distort the goals and undermine the usefulness of any form of adult education and to make force appear as the most expedient solution for community problems.

2. Education is still not a priority value and needs development, though the situation has changed for the better as CVCs have begun to give new accessibility and meaning to education locally.

3. Overwhelming of the few willing, capable leaders with community responsibilities, to the point they have difficulty earning a living or caring for their families, especially as trappers or seasonal workers.

4. Abdication of EMC power and responsibilities by local EMC members to an Education Technician.

5. The lack of programmed instructional material for grades 10-12 puts an excessive load on the Education Technician. CVCs were originally designed and equipped with programs for 0-9. High school adaptations have been slow, partly because of divided opinion about their usefulness and legitimacy so far as CVCs were concerned.

6. A feeling among locals that much of the programmed instruction could be better related to their day-to-day concerns and experience. Life skills remain somewhat unintegrated with academic upgrading.

7. Some Northland School youth appear attracted to the idea of education with pay, so drop out and wait until they can enter a CVC, where they learn faster than in school and have an income. The actual numbers who do so are very small.

8. Persons without other means of support face hardship from delays in processing training allowance applications through Edmonton computers. This has been overcome by arrangements for emergency, short-term help from the region's Social Development office. The problem of transferring medical coverage from persons transferring from Social Development assistance to educational training allowances has been overcome.

9. The intrusion of provincially complex government services into small, isolated communities overloads the community's committee-carrying capacity. The EMC may be competing for local time and talent with an Early

Childhood Services Committee and Northland Division local school advisory councils, where they exist, with a committee for Preventive Social Services projects, another for the school's hot lunch program, with a local association required for the public nurse, with a recreation committee, or with a Local Further Education Council of Advanced Education, all of which are needed to have access to certain government funds or services. Top this melange with a local Metis Association, an Indian Band Council, and one or two church-related voluntary associations, and the small local community even in the Northwestern Alberta becomes a complex and competitive environment for adult education.

10. CVCs have not resolved the problem of culture shock as local trainees migrate to larger centres for further training or work.

Regionally:

1. Sheer distance between communities is a major problem. This has been alleviated in part by new road construction. CVC supervisory staff resolve it their own way, by being private pilots.

2. Rival views about whether CVCs should be out-reaches of an institution such as Grouard AVC or independent agencies supervised by persons with a community-development backgroud and interest. The basic issue here is related to programs and their administration on the one hand, versus process, with the programs to express and aid process on the other. Grouard and Slave Lake appear to have worked out an accommodative division of labor here that is difficult to transmit to the uninitiated.

3. Rapid expansion of CVCs, especially in larger communities of the regions, where there has not been the time nor the energy put into developing process aspects because of the immediacy of problems or the strong demand for academic upgrading programs by other funding agencies, especially on the part of Canada Manpower.

4. Modifications to the Education Technician role from those regional departments who would adapt it for social work, rehabilitation of prisoners, health education, or recreational leadership. Their single or combined efforts could render the new Technician a very powerful community figure, but without a local group to provide legitimation, supervision and appeal from his power. The EMC serves this purpose for the Education Technician who currently has a liveable, useful, but non-threatening community role.

5. Expansion of CVCs outside the Northwest Alberta initial

"Designated Area" puts strain on the capacity of Grouard AVC to train Education Technicians for a range of community environments and on the ability of the CVC Supervisory Staff to give sufficient attention to the local management component.

Provincially:

1. The organizational positions intervening between grass-roots EMCs and top provincial policy makers are filled with many highly-trained and dedicated persons recruited from developed Central and Southern Alberta concerned primarily with implementing policy in a regulated manner. The private enterprise, developmental and process aspects of CVCs do not conform to their traditional expectations. Recurrent instances of misunderstanding have to be worked out.

2. Major policy research in Alberta education has paid very little attention to CVCs. The Grouard AVC has been "phased out" of its contributions to CVCs in one long-range forecast, while another puts the Grouard centre on trial for two years. These studies imply a problematic future for CVCs, while at the same time providing no evidence that their unique contributions have been considered seriously.

3. The Education Technician role could readily lose its legitimacy and its flexibility from two sources:

(1) regulations regarding teacher certification which have been carefully guarded by both the Alberta Department of Education and the Alberta Teachers Association on the one hand, and

(2) provincial civil service on the other, which could provide a permanent "slot" for Education Technicians fixing their classification, job descriptions, pay rates, retirement, and other matters, at a time when role flexibility has been and continues to be a major asset for the Education Technician.

4. Provincially-sponsored formula financing or its equivalent, a means used to equalize opportunity on a mass scale, could undermine the adaptability of CVCs with their locally initiated and managed budgets. As long as funding can be kept flexible and adequate, the CVCs stand a chance of surviving.

5. The Indian Association of Alberta has had, in conjunction at times with the Alberta Metis Association, designs for a native education system of education. Should such a system emerge, the CVCs as now organized and funded, could undergo modification or be discarded for some other educational

arrangement, though CVC principles of operation might be retained for their essential usefulness.

6. The attraction and retraction of federal funding could change the CVCs. For example, a reclassification of Education Technicians to "Teacher Assistants" would allegedly open up grant possibilities from some federal programs. So far CVCs have withstood retraction of federal funds as the 1970 federal/provincial Special Area agreement ended in 1975.

7. A major threat at the provincial level is for a change of government to abolish or alter CVCs as a matter of take-over policy. The CVCs have passed through one change of government and survived, though the creative, facilitating arrangement known as the Lesser Slave Lake Task Force of HRDA did not. Perhaps the lesson here is that it is politically easier to alter regional organization than something so fundamental at the grass-roots level as a CVC. An alternative view might be that the CVCs persisted because they were perceived as a useful social invention by informed persons in all levels of government.

Underlying all the above problems is the possibility that CVCs, by successfully upgrading the educational levels and vocational skills of local community residents, may no longer be needed as they currently exist. When this condition arrives, new social inventions serving the Northwestern Alberta communities will be required, but these can be developed from a much better basis of knowledge and experience because of CVCs.

CASE NO. 10

THE LESSER SLAVE LAKE SPECIAL AREA PROJECT

DESCRIPTIVE TERMS:

community development, cultural development, economic expansion, community league, self-help, citizen participation, Company of Young Canadians.

ABSTRACT:

Objectives: economic expansion and social adjustment in Lesser Slave Lake area, Alberta.

Population: all inhabitants - native and white - in the area.

Methods:

(i)   Federal/Provincial Government Agreement covering development in this Special Area;

(ii)   financing and development of water supplies, sewage collection and treatment, roads, industrial park, hotel, elementary school, up-grading an existing adult vocational centre, portable training facilities, Manpower Corps Training Program.

Training Component:

(i)   expansion of day-care and primary school facilities;

(ii)   manpower training schemes;

(iii)   community vocational centres (see Case No.

Organizational Structure:

(i)   Program Coordination Office and Regional Management Committee situated at Slave Lake, staffed by government employees; (this office has now been closed and absorbed into the Alberta Department of Northern Development in Edmonton);

(ii)   Local officers of the Departments of Municipal Affairs and Social Development will continue to operate in the area;

(iii)   Lesser Slave Lake Development Association, a citizens' group representing 26 local communities;

(iv)   Isolated Communities Advisory Board.

Funding: Federal and Provincial Governments.

Evaluation Procedures: On-going evaluation by governments through officers involved in the project.

ANALYSIS:

In relation to the criteria set out in the Introduction this programme seems strong in the following respects:
- it involves a significant number of people;
- it emphasises labour-intensive projects;
- it is based on a sound conceptual framework of coordinated and multiple social, political, economic, and educational development;
- it has attempted to involve people in the area and to encourage local participation in planning and decision-making;
- it involves learning as part of the development goal.

It seems weak in respect of its strong reliance on one source of funding (but has attempted to build up self-generating industries).

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THE LESSER SLAVE LAKE SPECIAL AREA PROJECT

Background and Origin

The Lesser Slave Lake Special Area Region (see attached Figure 1) is 2400 square miles in area with a population in 1971 of 14,245, of which 45% were of Indian ancestry.

In April 1970 a five-year Federal-Provincial Agreement called for the undertaking of long-term measures of economic expansion and social adjustment in this Special Area. It was estimated at that time that an expenditure of some sixty millions of dollars would be necessary to achieve certain developmental goals.

The establishment of this Special Area and the signing of the Agreement referred to above was the culmination of many activities which go back to about 1960. In that year Improvement District 124 (the shaded area of Fig. 1) was studied intensively by the University of Alberta Committee for Social Research whose report and recommendations are referred to in some detail in the paper on the Human Resources Devlopment Authority. Reference was also made therein to the earliest action taken by the provincial government toward the implementation of this Report's recommendation, namely the approval in early 1964 of a Community Development Coordinator responsible to the Cabinet and the setting up of Community Development project areas.

Simultaneously, the Secretary of the University Committee for Social Research (the principal author of The Metis in Alberta's Society) initiated in collaboration with an Advisory Committee an Experimental
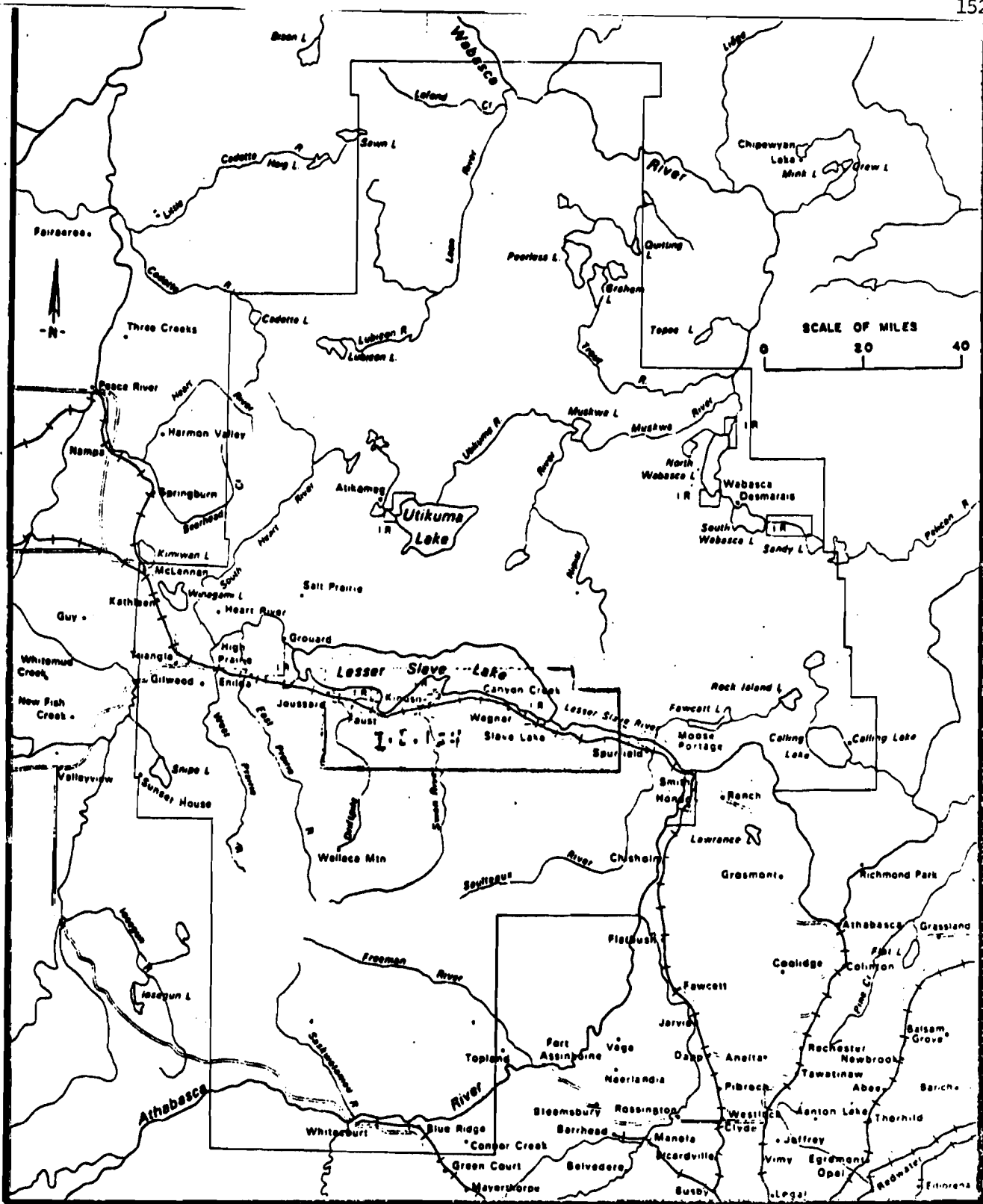
Figure 1. Lesser Slave Lake Special Area Region Created in 1970, with
I.D. 124 shown as it was in 1960. Adapted from Appendix A,
Canada/Alberta Agreement on Special Area of Lesser Slave
Lake 1970/72, Department of Regional Economic Expansion.

Program in Community Recreation in the Area (I.D. 124) which had been intensively studied. This was in keeping with a recommendation (R 6) in the above mentioned Report which read, in part, as follows: "Culture development: Development of recreational and leisure time aspects of culture in underdeveloped areas with Metis populations. This is a goal which lends itself well to the community-development approach."

The Advisory Committee, in addition to the Secretary referred to above who is a member of the Department of Educational Foundations, consisted of 2 members of the staff of the Faculty of Physical Education, the Supervisor of Community Recreation - Provincial Cultural Activities Branch, the newly appointed Provincial Coordinator of Community Development and a Sociologist. It is noteworthy that this committee, although also interested in recreation per se, was primarly concerned with its use as an initiator of the Community Development Approach.

It is also of some Community Development significance to note that this program, apart from the services of staff, cost the University of Alberta nothing; expenses (amounting eventually to $4000 over two summers) were borne by a private Edmontonian who became interested in what was being attempted.

Purposive Social Animation Toward Self-help

Carefully planned sequences of action in keeping with Community Development principles were followed by the Committee during 1964 and 1965. One of the firsc of such principles implemented being one which required that no community development worker or workers should be employed on a community without its requesting same. Following appropriate stimulation on the spot by the Community Development Coordinator and others, a letter

dated April 24th, 1964 was received by the Secretary of the University

Committee from the Secretary of the Faust Community League, the relevant

portion of which is as follows: "We had a community league meeting

April 23rd and all people attending the meeting were in favour of having

two young people come to Faust for the summer months. . . And I am sure

all connected with Faust Community League will assist these two young

people you send in every way possible to help them in their effort to make

this a success in the line of recreation for the coming summer."

As can be inferred, the Committee had planned tentatively to

send two carefully selected students (1 male and 1 female) majoring in

recreation and physical education to live on the spot in Faust. Following

receipt of the letter referred to above, this plan was put into effect.

As stated in a letter to the Secretary of the Faust Community League "The

aim of these two people would be to help local people develop their own

recreation. They will not come in with fixed programs or ideas, but would

work with you to see how they can fit in and help you best."

Before settling in at Faust the two young people selected paid

an orientation visit to the community at the end of May and were given at

the University a short training session in Community Development principles.

They took up residence in early June in a trailer and a nearby

shack which soon became a kind of community centre with people of the

community drifting in and out for coffee, tea and/or conversation.

After a short period during which some suspicions were alleviated

and misunderstandings cleared up, the two workers were pleasantly received.

One of their first moves was to set up a small Advisory Committee

of local people both whites and Metis, and to obtain the cooperation of the

District Nurse.

With this help the two workers from the time of their arrival until the middle of September 1964 initiated a number of self-help recreation projects, organized two courses, one on swimming and one of First Aid, and gave advice and stimulation in connection with a number of community endeavours not directly connected with recreation.

Among the most noteworthy of these projects was a self-survey carried out entirely by an unpaid local committee. This provided very useful information for future workers in the field of Community Development.

Another move initiated by the two workers which had far-reaching results was the sending of two representatives of Faust, one Metis and the other white, to a <u>Regional</u> Workshop of Community Recreation held in Grande Prairie on September 18th.

At the end of the 3 month period it was the unanimous opinion of the Faust Community League and the University Committee that a follow-up of this work was highly desirable. They had purposefully struck a spark and started a tiny flame of social animation and self-help which, after a period when it nearly went out, eventually became a fire without which the Slave Lake Project would never have materialized in its present form.

Again at the request of the community two workers were sent out to Faust in the summer of 1965; the male was the same one who had successfully worked there in the previous year and the female was a teacher and social worker who had had wide experience with ethnic groups in other parts of Canada.

One of the earliest observations of the male worker was returned to the area in 1965 was that the idea of self-help and citizen participation had spread to other parts of the region, notably Kinuso, Joussard and Spruce

Point where they had initiated projects of their own and were asking for assistance. The Northern Area Provincial Recreation and Culture Development Consultant was also showing interest in what had taken place in Faust and its environs in the previous year.

The most outstanding project initiated by the female worker was a nine-week playschool for Metis and white children in about equal proportions. Attendance varied from a high of 15 to a low of 7 with an average of approximately 11. It was the most outstanding playschool in the experience of the Advisory Committee. The female worker, who was a certified teacher, was a remarkable social animator. She held a meeting of parents beforehand to request their cooperation. The children came to school neatly dressed and spotlessly clean, attendance was regular (with Metis children being more regular whan white children), they obviously enjoyed the kindergarten activities which were well planned by the female worker and implemented with the assistance of an 11 year old helper and the total cost to the University Committee was amazingly only $2.00. Pencils, crayons etc. were "scrounged from people in the community" and daily lunches of lemonade and cookies were supplied by the parents. The $2.00 charged to the Committee fund was for "sweeping, scrubbing and waxing" the floor of the Anglican Church hall after its use as a school.

The male worker concentrated mainly on the swimming activities that had been started in the previous year and on the establishment of a library, the need for which had shown up in the 1964 self-survey. By the end of the summer the library was well established.

The next step in what had now become an expanding Community Development Program proved nearly catastrophic. As funds from the "Experimental

Program in Community Recreation" (used almost entirely for workers'
honoraria) were rapidly coming to and end, the Committee suggested to the
Faust Community League that help from the Company of Young Canadians be
requested. This was done and in 1966 two C.Y.C. volunteers were posted
to Faust; they were interviewed in Edmonton, while en route to Faust, by
a member of the University Committee Advisory Group who had had some
experience with Community Development fieldworkers. In his opinion they
were quite unsuitable in terms of both qualification and temperament for
the work they were going to do. Events seemed to prove him right; within
a month after they arrived the community was up in arms against them and
clamouring for their immediate withdrawal; had this happened in the way
demanded by the angry community, it might well have been the end of Community
Development in that community, at least for a long while. It was prevented
because of the adroit handling of the situation by the provincial Community
Development coordinator who had hurried to the spot. He was faced with
having to defend the almost indefensible but very adroitly negotiated a
stop-gap compromise: one of the C.Y.C. appointees was allowed to fade away
quietly while the other was allowed to remain. (Incidentally, he became
eventually an asset to the Community. He is still in Faust and in 1971 is
quoted as saying "I did nothing for Faust [he is probably being too modest]
but Faust did a lot for me". It is worth a digression here to point out
that this pattern is far more frequesnt than it should be, because of a
misunderstanding of what Community Development involves. Often angry and/or
disillusioned personalities get rid of their hang-ups at the expense of the
community they are supposed to be"developing" and then leave it in a worse
state than they found it. At least one C.Y.C. worker remained!)

Although C.Y.C. can be criticized for nearly stopping a progressive grass-roots movement, to C.Y.C. must be given the credit for a very effective regional job of grass roots social animation and coordination.

Citizen Participation

Although Community Development did not actively receive its death blow in Faust in 1966 it was in somewhat ill-repute there and in the Slave Lake Region in general until about 1968 when the Human Resources Development Authority began to make its presence felt and a new C.Y.C. appointee stationed at High Prairie proved to be a most effective social animator. Working with a Catholic Priest from Faust and the former C.Y.C. worker there (who was now a permanent resident) he fanned the smoldering embers of citizen participation until it became a regional fire. He was convinced that special assistance from the Federal Government should be sought and he set out not only to set up an effective people's pressure group but also to organize and inform them so that they would be able to have their say in the economic and social development that he envisaged could be forthcoming. Well attended meetings (participants travelling long distances at their own expense) were held throughout the region and a most helpful publication was compiled and circulated: the Lesser Slave Lake Community Organizations Directory, whose stated purpose was "to improve communication and promote greater understanding and cooperation in the region".

Although the first petition to the Federal Government was not successful, persistent pressure by the Lesser Slave Lake Development Association representing 26 communities in the region, ably supported by the newly created Human Resources Development Authority, resulted eventually

in the signing of the DREE Special Area Agreement in June 1970. An amendment or supplement to this "original Agreement" was signed in June 1973.

The Program and its Implementations

Under the terms of "original Agreement" special attention was given to:

- an adequate water supply, sewage collection and treatment systems to supply an estimated population of 5000, for the town of Slave Lake

- Industrial Park Development

- a by-pass road to ease traffic problems in the town of Slave Lake

- a 12-room elementary school of 300 students

- restoration of equipment for existing adult vocational training centres

- portable training facilities

- a Manpower Corps Training Program.

The most important amendment made in the supplementary Agreement signed in 1973 was agreement to "accrue high priority to the operation of the social adjustment programs" in the Special.Area and to "take note that changes in the social adjustment measures...may become necessary before the termination of the Agreement in 1975. Other amendments included increases in the amounts of loans and contributions and adjustments in methods of payment etc.

Although development of the whole of the Lesser Slave Lake area was aimed at, it is noteworthy that the town of Slave Lake was given particular attention and disproportionately high amounts of funding; this is in keeping with the "growth centre" concept emanating from the Federal Government i.e.,

A change of government took place at the end of August, 1971,

the Progressive Conservatives ousting the Social Crediters who had been

in office continuously for 36 years. This change was inevitably disturbing

to the Project but it was fortunate that the change came __after__ the

outstandingly successful first year.

The Human Resources Development Authority was phased out in 1972

but its concept and function were continued along different lines by a new

office of program co-ordination under a Minister of Intergovernmental

Affairs. The activities of the local Slave Lake HRDA sub-office were not

discontinued but the office was renamed Office of Program Coordination.

The change of government was less disturbing than had been feared

and the project has continued in spite of a few notable failures to be, in

general, markedly successful up to date, although there is a widespread

feeling among the people that the existing government is not as interested

in people participation as was the previous one. Tables V and VI

give data as to total government expenditure on the project and the indus-

trial development which has resulted from government incentive grants etc.

A notable venture is the Sawridge Enterprise. The Sawridge Motor Hotel

was opened in Slave Lake in September 1972. It is owned and operated by the

Sawridge Indian Band and is the first Indian owned venture of its kind to be

located "off reserve" in Canada. Table VII shows the marked drop in the

Public Assistance Caseload from the inception of the scheme up to August 1973.

All up to date figures are not yet available, but it is clear that they will

show that the sharp downward trend has not been maintained. Relative to

this, the Minister of Manpower and Labour is quoted as saying in a memo to

the Minister of Intergovernmental Affairs: "In any event I believe that it

is imperative that more than simply a direct comparison of total welfare expenditures between 'before' and 'after' be taken. One of the suspected effects of the programs in the area has been that people in all of the communities have become more aware of government services available to them, including the right to welfare assistance. At the same time, discussions with welfare workers in the area have indicated that, with the decline in the number of unemployed employables on their caseloads, they have been expanding their contact to people who have a right to welfare but who were normally not covered. For example, they are now going into isolated communities on a more frequent basis than when the program was started."

It is relatively easy to document that industrial development during 1970-1975 in the Special Area has been spectacular but it is not possible within the compass of this paper to document fully the very considerable social development that has also taken place. What are referred to below are only the highlights of the total regional social adjustment program.

Community Vocational Centres

The purpose of these centres is "To deliver to the community in cooperation with the community the basic education necessary for community members to develop their potential as members of society".

Up to the end of 1974 the town of Slave Lake and 14 other communities in the region made use of Community Vocational Centres. In 1973-1974 12 centres were in operation and 313 students received vocational preparation. Three additional communities requested centres for 1974-1975.

The Alberta Opportunity Corps

"The Opportunity Corps is intended to provide a vehicle
for people who do not qualify for standard training
programs or for available employment to reach a stage
where these programs or opportunities are available to
them. The Corps encourages the involvement of people
and agencies in the communities in which it operates in
the analysis of local needs and the planning of Corps
activities. Through the preparation for training or
employment of individuals with marginal work skills, the
Corps supports the efforts of communities to attract and
maintain local industries.[2]

The Opportunity Corps began operations in the Special Area and
in Janvier, a town outside of the area in December 1970.

The following statistics as of January 31, 1975 supplied by the
Alberta Department of Health and Social Development give some idea of
progress up to date:

Beneficiaries of Opportunity

Total through Corps (does not include present strength)	666
Present strength	54(includes 17 at Janvier)
Total to school	143
Total to employment	367
Still in school	10
Still employed	288

Preventive Social Services

Preventive Social Services aim at providing amenities and
activities to prevent rather than remedy social problems. The main growth
centre of Slave Lake has a day-care centre, a pre-school program, a senior
citizen's drop-in, a detached youth worker and family life and homemaker

services. Calling Lake, Wabasca, Atikmeg and Smith have Parent/Child Develop-
ment Programs, Smith has a Headstart Program and Wabasca a Mother's Day Out
project.

An important innovation in many isolated communities is an
Isolated Communities Advisory Board with attached field worker. The primary
function of such a Board is to establish channels of communication between
Government and the people.

Friendship Centre

One such centre has been established in Slave Lake. It serves
as a drop-in, especially for native people,.and offers counselling services
(e.g., employment, U.I.C. and family planning) and some recreation (day
camp etc.) and education (teaches Cree) and has a section where some native
.handicrafts are sold.

Manpower Mobility Project

This is worthy of very special mention as it has already amply
demonstrated its functionality.

> The Manpower Mobility Project initiated in 1970 is a
> relocation experiment supervised by the Manpower
> Division of the Alberta Department of Manpower and
> Labour. The project was initiated in response to a
> need determined by the Regional Management Committee
> of the Lesser Slave Lake Special Area. Experimental
> in nature, it involves cooperation between the Alberta
> Housing Corporation which has supplied the housing for
> the project, the Office of Program Co-ordination which
> was responsible for some of the project and the Depart-
> ment of Manpower and Labour, which supplied much of the
> initial planning and is now the Department to which the
> project is directly responsible. Federal (D.R.E.E.)
> participation in funding of the Manpower Mobility Project
> is provided by the retention program of the Lesser Slave
> Lake Special Area Program.

> The underlying philosophy of the project is to
> provide an alternative in an urban setting which
> will attract people from areas of unemployment and
> low economic opportunity to live in an urban indus-
> trial setting which can provide employment, housing
> and other middle class opportunities. Housing and
> counselling follow-up are the two main components
> of the Manpower Mobility Project. The Alberta
> Housing Corporation has provided forty experimental
> housing units under this program. These units are
> three bedroom and four bedroom houses built to
> modern standards and situated in a new subdivision
> in Slave Lake. An attempt has been made in the
> location of these houses to promote the integration
> of these families into the community and at the same
> time maintain the advantages of association which
> might help to develop a common identity among the
> relocated families. The housing program is operated
> under the general conditions of public housing. There
> is an option for the tenant to purchase the house he is
> living in after a certain period of time.[3]

Finale

This Special Area Agreement with D.R.E.E. came to an end on

March 3rd, 1975. There are to be no more incentive grants after this date.

The local office of Program Coordination has been discontinued

and absorbed into the Headquarters office at Edmonton.

A new General Development Agreement has been signed with

D.R.E.E. The idea of special attention to special areas has not been

perpetuated. The new General Development Agreement concerns itself mainly

with Highways, Northern Development and Nutrition and Processing Industries.

Continued people participation in the Slave Lake Area is to be

encouraged (a) by the development and coordination of local government

through Municipal Affairs, (b) through Preventive Social Services, (c) by

special staff (2 to begin with) to the local Indian-Metis Liason office,

whose duty it will be to channel and follow up demands to whatever Depart-

ments are involved, and (d) by the appointment under ARDA[3] of special

Rural Development Officers.

Commentary

This entire project from the inception in 1964 of the Experimental Program in Community Recreation to the termination of the Special Area Agreement in 1975 is a good example of Community Development Process and Program[4] in operation.

It also tends to support three hypotheses:

A. "Where Development projects are concerned there is a high positive correlation between success, and Social Animation in the initial stages of endeavour".[5]

B. "In Third World* development projects in which people are involved there is a high positive correlation between eventual success (in terms of stated objectives) and:

1. Social animation (Community Development as process) until the people concerned identify the project as theirs.

2. Substantial participation by the people in decision making.

3. Self-help, measured in terms of progress toward financial self-support or equity."[6]

c. "In underdeveloped areas there is an inverse correlation between the amount of external money [excluding money spent solely on teaching] spent in the early stages of a project and its ultimate success."[7]

---

* Canada is not in the Third World but certain Canadian areas and/or people have problems similar to those of the Third World.

FOOTNOTES

[1] Address (undated) to the Honourable Jean Marchand, Minister of Regional Economic Expansion, delivered by the Honourable Ray Speaker, Chairman of the provincial Human Resource Development Authority and the Honourable Ray Ratzlaf, Chairman of the Provincial Physical Resource Development Committee, p. 2.

[2] The Alberta Opportunity Corps (Dept. of Social Development, Health and Social Welfare), April 1975, p. 1.

[3] Mike Cardinal and Geoff Milligan, Manpower Mobility Project, Slave Lake, Alberta. (Alberta: Dept. of Manpower and Labour, June 1974), pp. 1-2.

[4] C.A.S. Hynam, "Community Development, An Example of Confusion" (B.Y. Card (ed.) Perspectives on Regions and Regionalism, and Other Papers, 1968), pp. 193-195

[5] idem, p. 198.

[6] C.A.S. Hynam, "Community Development in the Third World and Elsewhere" (unpublished paper, 1972), p. 6.

[7] C.A.S. Hynam, "The Dysfunctionality of Unrequited GIVING" (Human Organization Vol. 25, No. 1, Spring 1966), p. 44.

TABLE C VII

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LESSER SLAVE LAKE

SPECIAL AREA PROJECT

DEPARTMENT OF HIGHWAYS AND TRANSPORT
NORTHERN INDUSTRIAL ROAD

YEAR ONE 1970-71

EXPENDITURE $315,906.95

| SURVEY AND CLEARING | | LOCATION SURVEY, CLEARING AND PRELIMINARY SURVEY |

MILE 0   10   110   150
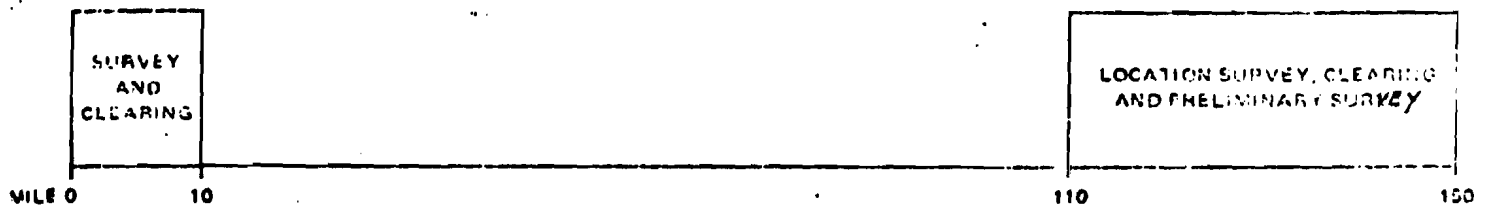
YEAR TWO 1971-72

EXPENDITURE $1,667,903.00

| TOTAL CONSTRUCTION INCLUDING 3 BRIDGES | LOCATION SURVEY | LOCATION SURVEY; CLEARING STARTED | LOCATION SURVEY STARTED | CONSTRUCTION OF GRADE, CRUSHING AND STOCKPILING OF GRAVEL | CRUSHING AND STOCKPILING OF GRAVEL COMPLETED |

MILE 0   10   22   62   74   110   132   150
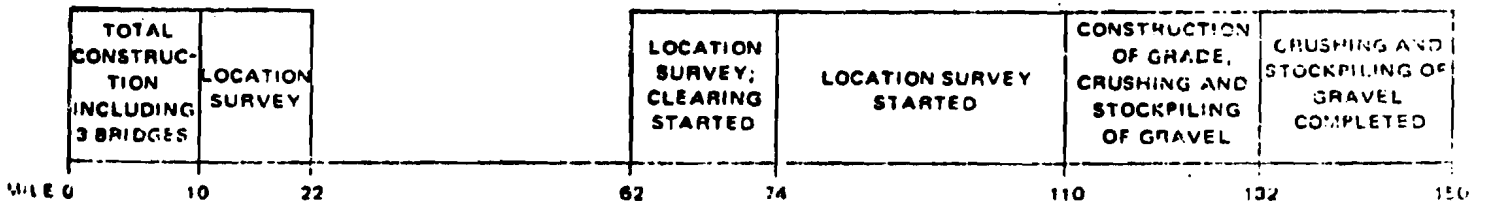
YEAR THREE 1972-73

EXPENDITURE $1,018,532.00

| ENGINEERING MARTIN RIVER CROSSING | | ENGINEERING UTIKIMA RIVER CROSSING | | BRIDGE CONSTRUCTION LOON RIVER, WILLOW CREEK, TWO UN-NAMED CREEKS AND LAPOND CREEK |

| EROSION CONTROL | | LOCATION SURVEY | SURVEYED AND CLEARED | CLEARING COMPLETED | LOCATION SURVEY COMPLETED | GRAVEL PLACED | GRADING AND GRAVELLING |

MILE 0   10   18   22   47   62   69   74   110   114   132
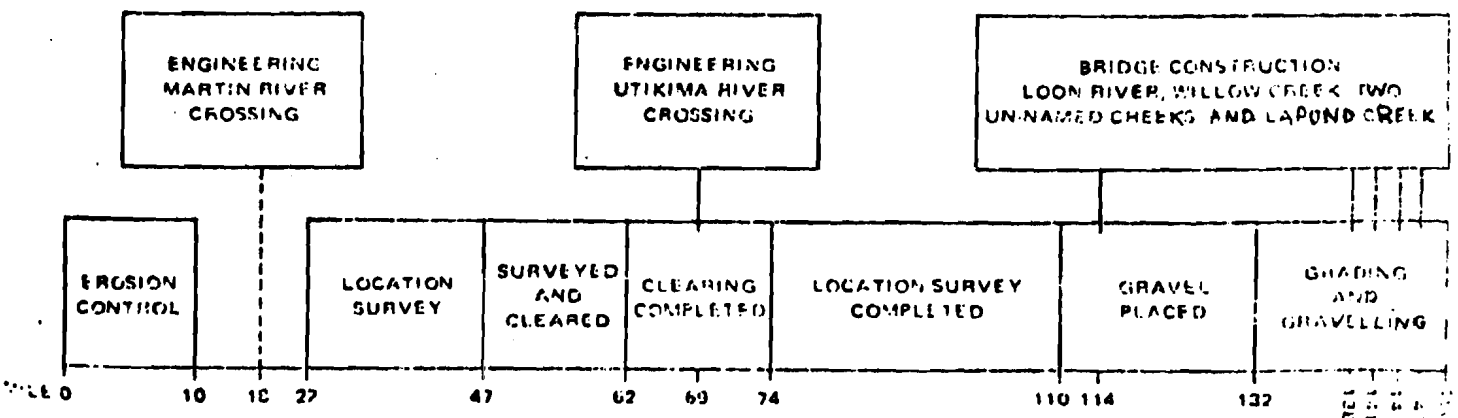
Table II

SLAVE LAKE INFRA STRUCTURE

PROJECT	PLANNING AND DESIGN			CONSTRUCTION				EXPENDITURE TO MAR 3/73
	COMPANY	DATE ACCEPTED	PRICE	COMPANY	CONTRACT PRICE	DATE OF ACCEPTANCE	PROGRESS	
WATER SYSTEM								
Reservoir	Strong, Lamb & Nelson	Aug. 28/70	$ 3,821.28	Stuart-Olson Const. Ltd.	$153,272.00	Feb. 19/71	completed Oct. 1971	$138,246.89
Reservoir Supply Line	Strong, Lamb & Nelson	Sept.14/70		Bell & Fountain Ltd.	$133,591.60	Oct. 8/71	completed Oct. 1971	$118,677.63
Treatment Plant	Strong, Lamb & Nelson	Dec. 29/71	$36,822.15	Prevale Construction	$253,592.42	Feb. 8/71	completed Jan. 1973	$253,687.96
Waterline Relocation	Strong, Lamb & Nelson	Oct. 10/72		Whissel Construction	$ 78,295.27	Oct. 26/72	completed March 1973	
Water Intake	Strong, Lamb & Nelson	Oct. 10/72		Richer-McLeod Const. Ltd.	$ 83,041.64	Feb. 20/73	to be completed by March 31/74	
LAND SERVICING								
SW. Industrial Zone	Strong, Lamb & Nelson	Sept.3/71	$42,051.60	Arthur A. Voice Const.	$280,344.00	Jan. 14/72	completed August 1972	$272,759.23
W. Industrial Zone	Strong, Lamb & Nelson			Nikaforuk Construction	$233,395.99		completed May 1973	$233,395.00
SEWER SYSTEM								
Lagoon	Strong, Lamb & Nelson	Feb. 19/71	$23,634.00	Whissell Construction	$144,446.70	Mar. 31/71	completed Oct. 1971	$105,163.75
Blower House	Strong, Lamb & Nelson	Feb. 19/71		Watson (Tofield) Ltd.	$142,982.00	Sept. 3/71	completed May 1972	$147,232.97

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Table III

SLAVE LAKE INFRASTRUCTURE cont'd

TABLE 4

PROJECT	PLANNING AND DESIGN			CONSTRUCTION				EXPENDITURE TO MAR. 31/73
	COMPANY	DATE ACCEPTED	PRICE	COMPANY	CONTRACT PRICE	DATE OF ACCEPTANCE	PROGRESS	
Lift Stn. "A" & Force Main	Strong, Lamb & Nelson	Aug. 14/70		Western Hoe & Crane	$ 53,200.00	Sept. 14/70	completed Aug. 24/71	$ 52,339.80
Lift Stn. "B"	Strong, Lamb & Nelson	Aug. 14/70	$10,378.00	Nikaforuk Construction	$ 55,038.00	Feb. 19/71		$ 54,525.76
Lift Stn. "C"	Strong, Lamb & Nelson	Feb. 8/72		Town of Slave Lake	$ 9,000.00	Feb. 8/72	completed Dec. 1972	$ 11,500.00
SURFACE DRAINAGE								
4 Ave. N.E.	Strong, Lamb & Nelson	June 23/72		Boarder Paving	$131,104.10	Aug. 23/72	completed Jan. 1973	
Main Street South	Strong, Lamb & Nelson	June 23/72	$21,987.92	Boarder Paving	$ 84,024.00			
ROAD CONSTRUCTION								
4th Ave. N.E.	Strong, Lamb & Nelson	June 23/72		Boarder Paving				
Main Street 5th Ave. to 6th Ave.	Strong, Lamb & Nelson	June 23/72		Boarder Paving				
PUBLIC SCHOOLS								
C.J. Schurter Elem.	L. Kling-Bell	June 23/70	$32,457.66	Parkins Construction	$325,306.00	June 23/70	completed Jan. 1971	($397,034.26)
Roland Mitchener H.S.	L. Kling-Bell	Aug. 14/71	$53,149.71	Bird Construction	$540,911.00	Nov. 9/72	completed Jan. 1972	$524,646.76

Table IV

SLAVE LAKE INFRA STRUCTURE (con't.)

| PROJECT | PLANNING AND DESIGN | | | CONSTRUCTION | | | | EXPENDITURE TO MAR. 31/73 |
	COMPANY	DATE ACCEPTED	PRICE	COMPANY	CONTRACT PRICE	DATE OF ACCEPTANCE	PROGRESS	
SEWER SYSTEM								
Force Main River Crossing	Underwood and McLellan	Oct. 8/72	} $9,021.47	Estabrook Construction	} $99,236.19	March 3/72	Completed April 1973	} $79,115.12
Feeding Main Pump Station	Underwood and McLellan	Oct. 8/72		Estabrook Construction		March 3/72	Completed April 1973	
Sewage Lagoon Eng. Research	Underwood and McLellan	March 29/72	$4,712.29					
SURFACE DRAINAGE	Underwood and McLellan	Aug. 23/72	$5,900.00	Town of High Prairie	$21,047.38	Oct. 10/72	Completed except for clean up	$23,152.12
INDUSTRIAL APPROVAL	Underwood and McLellan	March 8/72	$5,000.00					
INDUSTRIAL SUBDIVISION	Underwood and McLellan	March 8/72	$3,500.00					
MODEL PLAN	Underwood and McLellan	March 8/72	$3,500.00					
WATER SYSTEM								
	Underwood and McLellan	Oct. 26/72	$54,000.00					

Table V

1972-73

LESSER SLAVE LAKE SPECIAL AREA

TOTAL PROVINCIAL GOV'T BUDGET ESTIMATES

& expenditures APRIL 1, 1970 to March 31, 1975.

OVERSPENT

UNDERSPENT

TOTAL EXPENDITURE
APRIL 1, 1970 - MAR. 31, '73 $ 12,961,921,00
PROVINCIAL SHARE   7,354,573, 00
FEDERAL SHARE .   5,607,343, 00

7,000,000 —

7,224,000

711,000

6,513,000

6,000,000 —

5,000,000 —

5,904,110

4,574,640

657,751

4,260,000

4,000,000 —

3,916,889

3,121,000

1,299,468

3,350,527.02
DREE PAYMENT

3,000,000 —

2,500,000 —

1,821,032

2,000,000 —

1,591,579
DREE PAYMENT

1,000,000 —

665,237.11
DREE PAYMENT

FISCAL YEAR   1970-71   71-72   72-73   73-74   74-75

TABLE VI

INDUSTRIAL DEVELOPMENT LESSER SLAVE LAKE

SPECIAL AREA   July 1975

COMPANY	ELIGIBLE CAPITAL COST	TOTAL OFFERS	JOBS EXPECTED
Alberta Aspen Board	$5,834,000	$2,046,500	120
Noral Manufacturers	103,714	47,557	7
Norwert Fishing Co--op	88,187	53,228	16
Sawridge Enterprises	902,250	348,063	52
Swan Valley Sawmills	324,000	97,400	26
Vanderwell Contractors	76,088	72,218	43
Vanderwell Contractors	132,241	83,448	—
W, R, Zeidler Ltd.	3,206,650	1,041,330	88
Mid Sun Peat Moss	300,000	130,000	20
Arbom Timber Ltd. .(Sawmill at Red Earth	402,000	172,400	23
(Planer Mill at Slave Lake	489,500	205,900	27
Proctor and Gamble	92,187,500	13,560,000	452
C. Jacks and Sons Contractors Ltd.	103,000	50,680	23
N & N Concrete Ltd.	267,000	82,530	12
TOTAL	$104,416,130	$17,991,254	909

Source: DREE OFFICE, EDMONTON

Table VII

PUBLIC ASSISTANCE CASELOAD
SLAVE LAKE REGIONAL OFFICE
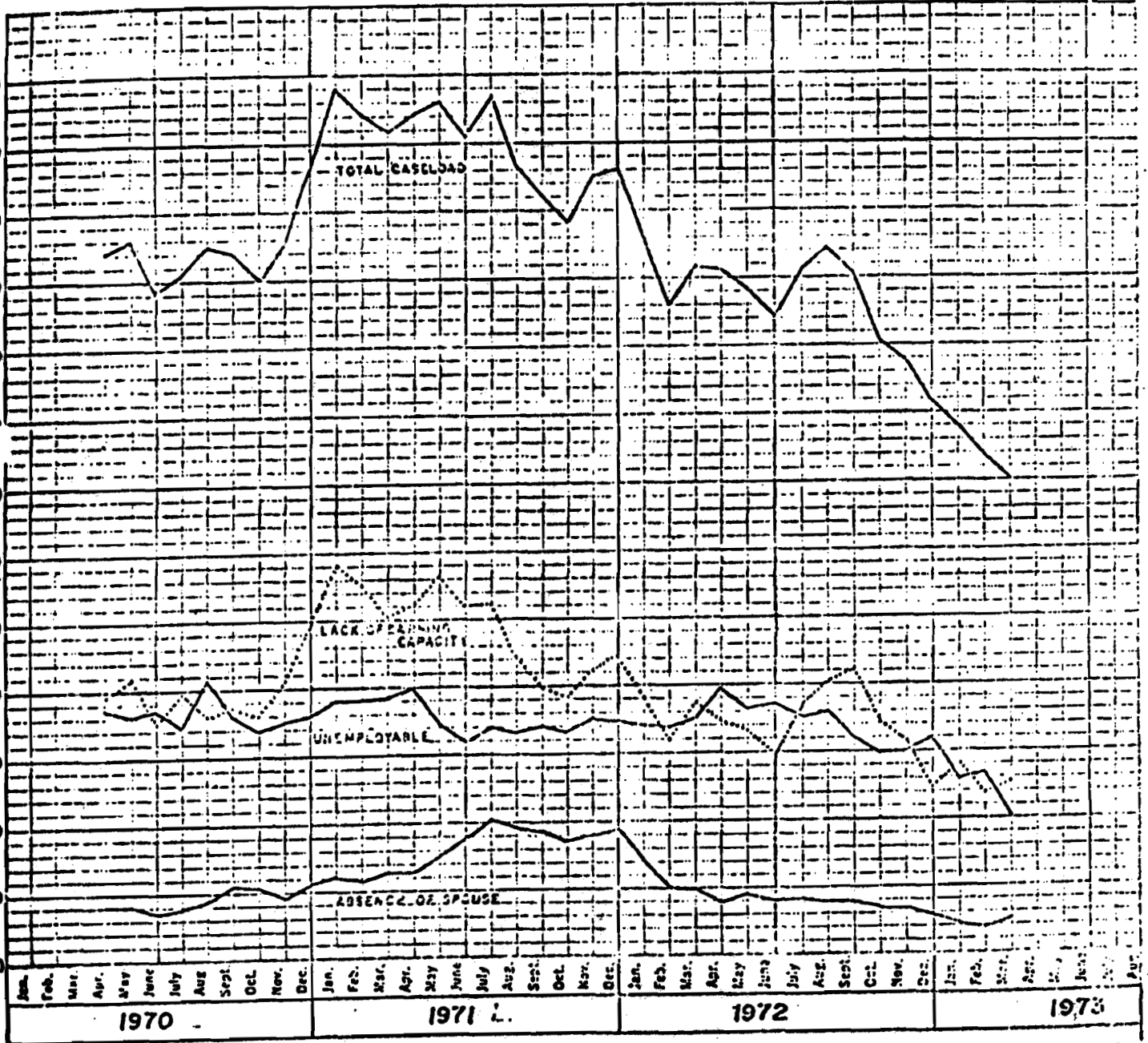
340

320

300

280

260

240

220

160

140

120

100

80

60

40

TOTAL CASELOAD

LACK OF EARNING CAPACITY

UNEMPLOYABLE

ABSENCE OF SPOUSE

1970	1971	1972	1973

DESCRIPTIVE TERMS:

community leagues, social services, cooperatives, community development, area council, decentralization of services, citizen participation.

ABSTRACT:

Objectives:
(i) to decentralize and integrate social service delivery;
(ii) to develop community initiatives, toward local democracy.
Population: residents of ten community league areas in Edmonton.
Methods:
(i) to create a local area council of representatives of residents in the area;
(ii) to locate professional service personnel in the area;
(iii) to involve local people in decision-making (C.D.).
Training Component:
(i) on-going training of professional staff in outside courses;
(ii) little evidence of training for local people.
Organizational Structure:
(i) area council elected by citizens over 18 years of age;
(ii) full-time coordinator with administrative and community development role;
(iii) support staff for provision of services and community development advice.
Funding: 80% from Provincial Government, with balance from City, and small United Way funding.
Evaluation Procedures:
(i) on-going staff evaluation of activities;
(ii) independent outside evaluation of programme as a whole.

ANALYSIS:

In relation to the criteria set out in the introduction, this programme seems strong in the following respects:
- involving people and encouraging participation of area residents in initiating and planning local programmes;
- trying to relate to a significant proportion of residents in this area of the city;
- combining local residential effort with professional staff resources.
In relation to the criteria the programme seems weak in the following respects:
- having not too clear a conceptual framework and being somewhat ad hoc in its approach;
- having a scope limited to social action, with no clear educational, political, economic, or cultural components;
- being very dependent on government funding and support;
- having no clear long-term learning perspective and training approach.

REFERENCES:

(i) Leisure Consultants,"The Design of a Pilot Project for Human Development in the City of Edmonton", Leisure Consultants, 77 Burnhamthorpe Road, Mississauga, Ontario. 1970.

(ii)

(iii) Behavioral Research and Service Newsletter, Department of Psychology, University of Alberta, Edmonton, Alberta. Volume III, No. 3, 1975.

CONTACT:

Mr. Mike Jansen, Coordinator,
West Ten,
11009 - 127th Street,
Edmonton, Alberta.

WEST TEN

EDMONTON

Background, Origin, and Objectives

West Ten initially comprised ten community leagues in the west
of Edmonton (there are now thirteen). The program came into operation
at the initiative of the Mayor's Committee on Human Resources, which
was concerned to improve the delivery of various social services in
the city of Edmonton. The Committee commissioned a study by Leisure
Consultants of Ontario, and these consultants reported in September
1970, recommending a three-year pilot project in the west of the city.

The needs as they were initially perceived by the Mayor's Com-
mittee were to humanize and coordinate the provision of various social
services in the city. The consultants identified three groups of needs:-

(i)   Self help needs, ie. needs for education, recreation,
community services, employment, health, which could be met through
locally organized efforts;

(ii)   Needs requiring assistance from the formal service system,
ie. the actual improvement of the delivery of such services, such as
the establishment of a local office for Canada Manpower, and the
establishment of daycare centres;

(iii)   Needs requiring a change in policy or legislation, ie.
regulations regarding public housing, public transportation policy,
preschool education policy, etc.

The impetus for organizing the program therefore came from city
government, without initial input from the citizens themselves. The
pilot project was planned by the consultants, and the city authorities
undertook its organization in consultation with the Provincial De-
partment of Health and Social Development.

The initial objectives of the program as articulated in the con-
sultants' report were:-

(1)   To provide greater accessibility to social, health, and
other services;

(ii)   To introduce a more human approach into the delivery of such services;

(iii)   To integrate these services.

The object was one of prevention, rather than providing welfare. From the point of view of the program itself, the coordinator expresses the objectives as being the creation of community awareness and community development processes, the sharing of scarce resources in the area through a more interdependent set of operations, eg. in the use of parkland within this part of the city.

The important changes in objectives have been away from an integrated service delivery from under one roof, to a decentralization of such services from a number of centres in the area, less emphasis on programs and more on developing initiative and resources in the area itself.

Though there have been no signs of overt resistance to the development of the program from the people in the area, there has never developed much spontaneous community support and involvement. On the other hand, Community Leagues, which have been established for a long time in the area, have emerged more strongly as alternatives to the concept of one area council. These Leagues have always appeared to be antagonistic to the subversion of their own roles by this broader community approach. While the Edmonton Public School Board has been somewhat resistant to the decentralization of some of the services through the schools, there has been more support from the Edmonton Separate School Board. Some of the strongest support has come from the Manager of the largest shopping center in the area, who has cooperated with the core staff, and with the area Board. For example, a large land mark neon sign at the shopping center has been given over to the West Ten project, and the shopping center is undertaking to finance one page in the Edmonton Journal each month for the promotion of the program. At the government level support has always been grudging, since this form of community development has appeared to lead to the possibility of more coherent criticism by community groups of government policy and action.

Within the staff of the program there is solid consensus about the objectives. From the point of view of the area council (see

below) there was some hostility to the developmental emphasis which
is now emerging among the core staff, but the attitudes of members
of the council are changing and they are adjusting to a new develop-
mental role for themselves.

Procedures, Organization, and Evaluation

The program has three main components:-

(i)   The area council (now called the Board), elected from
among the citizens in the area over eighteen years of age.

(ii)   A core staff employed by the Board, comprising - a full-
time Coordinator, who works half time on community development work
and half time on office administration and management, a full-time
secretary, who also works with a food co-op in the area, a half-time
community worker with a particular interest in the concerns of the
native people and in early childhood education among the native people,
a half-time community worker concerned with the improvement of the
physical environment and with neighborhood planning, and two half-time
persons who man an Information Referral Agency. In addition, West Ten
houses other non-government community services, such as the Student
Legal Service, and the Block Parents Program. A desk and work space
is also made available to any community group which wishes to start
up in the area.

The core staff operates both by responding to requests which
come into the centre, either through the Information Referral Agency
or through individuals, and by initiating projects, such as the Student
Legal Services, and a study of slum landlording in the area. The
intention is not to provide groups with programs which are laid on, but
to help such groups to mount and carry on their own programs.

For this purpose the core staff have been recruited on the basis
of their knowledge and practise in community development. Academic
qualifications are not the primary criteria. Among the core staff
the concepts of the program are established through a staff orientation
booklet, a one-day retreat twice a year, and weekly meetings which
look at the operation in terms of the ideology of community develop-
ment. Members of the area Board initially had a number of workshops

in the process of organization and communication, and subsequently
work through the philosophy of the program with core staff.

The program is funded through the Preventive Social Service pro-
gram operated by the City of Edmonton. This program receives 80%
of its funds from the Provincial Government. There is a small element
of support from the United Way. The present budget for the core
staff is $65,000 per annum, which is reduced from the previous figure
of $100,000 in the first three years of the project. Some LIP grants
have been used in the past, but these have now been stopped because
of the lack of continuity in such funding. Two-thirds of the budget
goes to meet the salaries of core staff, 10% for rent and maintenance,
3% on equipment and supplies, and a small element on travel and meetings.
No money is provided for programing, and the funding of such programs
must be part of the developmental operation of the groups with whom
the programs are determined.

At the end of the three-year pilot project, in 1973, an outside
evaluation was made of the program by the School of Social Work, Univ-
ersity of Calgary. During the course of the operation itself, informal
evaluation meetings are held regularly by the staff, using such data
as the statistics of referrals through the Information Referral Agency,
and feedback provided at monthly area board meetings which are open
to the public. In fact, public participation in these meetings is
very limited and it has been difficult to measure success or failure
by this means. It is intended that in future there should be an ev-
aluation of the project every two to three years.

Current Status and Observable Results

Having passed through its three-year pilot period, the program
is now on a more permanent basis, with a lower level of funding as
indicated above. Under the present Coordinator, who has been in his
post only three months, the emphasis on the developmental approach
is increasing, with the view to obtaining a more interdependent use of
professional and community resources for common ends. There is still
some resistance from some of the local bodies to such an approach.
It appears, however, that the government will continue to support the
program so long as it judges that West Ten is worth it, in terms of

political prestige and the satisfaction of local needs. This kind
of operation is very much in the political field, and the continuation
of support depends on strategic and tactical decisions made at the
political level.

The evaluation of the program by the University of Calgary was,
on the whole, very favorable. It indicated the success of a decen-
tralization of community services from City Hall, with some cost ben-
efits to the City of Edmonton through such a development. The program
has had reasonably high public visibility and acceptance, in that in
1973 more than 12% of the 40,000 people in West Edmonton had used
its services. The evaluation did, however, point out that physical
visibility is important, and that in its original situation in a side
street the center of the program was less visible and less available
to people in the area than might have been. The existance of an
area council, or Board, has provided a number of community leaders
with the opportunity to become intimately informed about social service
policies and practices and has initiated them in civic and social
activity. "It seems evident that West Ten must be counted among the
important efforts to develop and improve the system of social service
delivery and citizen participation in Canada."

Most of the experience at West Ten appears to be exportable to
other communities, regions, and countries - the decentralization to,
and the integration into the local community and neighborhood of
social services provided by all levels of government; the involvement
of community people in planning at Board level; the use of community
development and general developmental approaches to meeting local
needs through local groups. The limitation in this last kind of ac-
tivity is imposed by the availability, or lack of availability of staff
who are trained in such a developmental role.

Special Characteristics and Problems, and Innovations

Following the election of a new Provincial Government in 1972,
the senior administration in the Department of Health and Social Dev-
elopment has changed, and the new administrators appear to think more
in terms of systems and administrative efficiency, in terms of which
a community-oriented operation like West Ten appears to be an

administrative anomaly. The approach to services is one of efficient delivery and proper control. This creates a tension between the Provincial Government administration and the core staff of the program. However, the program has had a fair amount of public exposure, and at the top political level there appears to be a better sensitivity to the need to try and carry on such a program, if only for the purposes of pork barrel politics. The city administration, on the other hand, has always been supportive of the program.

At the administrative level, one of the problems is to reconcile and create a mutual understanding of the perceptions and roles of the Board, comprising citizens, which is so to speak the political arm of the program, and those of the staff of the program. Among the public there is still a good deal of ignorance about the aims and conduct of the program, and a good deal of apathy. Moreover, working with some elements in the community has sometimes alienated the staff from other elements, eg. when the workers entered into a transportation controversy centering around the planning of arterial routes through the area. In other words, there is always the danger that any action on the part of the staff of the program will be seen to diminish their neutrality, and therefore their effectiveness with some people in the area.

A further problem is created by the very physical nature of the area in terms of geographical boundaries. On the south, the river valley helps to clarify the area boundary, but on the east and the north the railway tracks cut through the area and create a division in the community. In the northern part of the area the traditional lines of communication have been east-west, with other communities in the north of the city, rather than south-north.

So the main problems in the external system are the relationships with the government, and the uncertainties this makes in continued funding, while in the internal system the problems are:- the relationship and the working procedures between the citizen board and the professional staff, the division of the area by physical features, and the ignorance and apathy of people in the area about the total program. The fact that the continuance of the program will ultimately

depend on political judgements made at the provincial government level
constitutes a major weakness in this venture and all ventures of this
sort.

Citizen participation through community councils is not an innovation,
nor is the integration of social services. What appears to be interesting
about this project is the move away from emphasis on programming and
service delivery to a more self-generative and developmental approach,
and the tensions this creates with some elements in the formal govern-
ment structure. The other interesting feature is the interposing
between citizens and formal government (city and provincial) of a
more informal citizen group, and the servicing of this group by pro-
fessional and other staff through public funding. This particular
case reflects the more general innovative nature of the Alberta Pre-
ventive Social Service system under which the Provincial Government
finances 80% of the cost of certain projects initiated in local com-
munities; the system was introduced by the Social Credit government
in 1967.

H. W. Roberts
February 20th, 1975

THE SASKATCHEWAN INDIAN CULTURAL COLLEGE

DESCRIPTIVE TERMS:

Cultural College; Indian education; Indian community; cross-cultural understanding; treaty rights; community education; train Indian people; community participation; self-identity; cultural identity.

ABSTRACT:

Objectives:
(1) Protection of treaty rights to control Indian education through increased involvement and competence of Indian people.
(2) Increased employment opportunities for Indian people.
Population: Treaty and registered Indians in Saskatchewan.
Methods: Indian teacher training programs at university level; training for Indian people in other skills, eg. child care, counselling, teacher aides; training of Indian people on reserves in life-skills and academic subjects; establishment of Indian Cultural College.
Training Component: Indian Teacher Education Project with University of Saskatchewan; training in social work with University of Regina; ICC programs in child care, counselling, music, art, legal aid; reserve-based programs in life-skills and academic subjects; K-12 education for Indians; courses for non-Indians.
Organizational Structure: ICC has as its parent body the Federation of Saskatchewan Indians, a political body-common boards, with representatives from each of the six Indian districts in the Province. Internally the ICC plans five departments, each with a dean. Key positions in ICC all held by Indians.
Funding: Department of Indian Affairs (Federal).
Evaluation Procedures: No internal formal methods yet established. Quarterly evaluations by DIA by observation of activities and perusal of College literature.

ANALYSIS:

In relation to the criteria set out in the Introduction this programme seems strong in the following respects:
- having a clear conceptual framework (Indian cultural identity), a systematic approach, and objectives in line with the conceptual framework;
- having an emphasis not only on educational, but also cultural and economic development;
- being linked with the process of political participation of Indian people in the Federation of Saskatchewan Indians;
- involving a significant number of people, including people other than Indians;
- relying on human efforts and skills rather than technology, but using the latter where appropriate;
- involving learning as a part of the development process.

REFERENCES:

CONTACT:

THE SASKATCHEWAN INDIAN CULTURAL COLLEGE

Background, Origins, and Objectives

Two major factors led to the establishment of the ICC. One is the failure and drop-out rate of Indian students in the white-managed educational system. At their annual conferences in the mid-1960's, Indian leaders were shocked to learn that less than five percent of Indian students were completing high school. By that time, many Indian parents had shifted their children from federal to provincial schools, thinking that they might receive a better education. However, parents found no appreciable difference in results.

At these conferences, leaders questioned the relevance of the kind of education their children were receiving. They viewed Indian home life as disrupted. Parents without formal education could not qualify for trade schools, so unemployment had become a way of life. How could white education be meaningful to children who saw nothing but the same kind of disillusionment in store for them?

Indian school committees had been set up on reserves to advise the Department of Indian Affairs (DIA) on the shape education should take for their children, but Indian leaders felt that these committees were little more than "rubber stamps" for DIA policy. As a result of these conferences, one point became clear to them: There could be no improvement in the school situation until Indians themselves exercised more control over their education.

During the mid-1960's a second related factor precipitated action leading to the formation of a cultural college. Indians learned that the Federal Government proposed to transfer authority over Indian education to the provinces. They observed that this transfer would absolve the Federal Government from educational responsibilities established by treaties with the Indian people. Also, it would further reduce the tenuous authority over education that the Indian people were able to exercise.

Because of the proposed government policy and the Indian student drop-out problem, the chiefs of Saskatchewan established an educational task force to investigate the root causes of educational failures and determine how they might deal with the problem. The task force concluded that, although discriminatory acts, religious conflicts, lack of native language instruction, and

other associated problems were reported by drop-outs as reasons for school
leaving, actually, dislike for school had far deeper and more pervasive roots:

> Indian students fully believe that they will sooner or later
> lose to an immense impersonal bureaucracy. They . . . are
> accustomed to having practically no moral support in this
> losing enterprise. If progress is to be made in reversing
> the prevalent and deeply-imbedded trends of age-grade retar-
> dation and drop-out phenomena among Indian students, these
> expectations and self-perceptions must be resolved as surely
> as the associated problems within the educational bureaucracy
> itself.

Armed with this information, chiefs at their annual provincial conference
in 1968 formulated plans for a cultural college. They reasoned that only
through reorientation to their cultural tradition could Indian youth be
instilled with a sense of pride and self-identity. Those aspects of their
heritage that could help Indians build a bridge to cross-cultural understanding
would need to be stressed. Education to serve Indian needs could not be
grafted onto existing structures. It would need to originate in the Indian
community in order that all facets of life could be integrated into the
learning process of the child. This task could be accomplished only by
Indian people taking over the design of their curriculum, the training and
hiring of teachers, formulation of educational policy, and general administra-
tion of schools.

The ICC officially opened in October, 1972. Indian elders, who were
already codifying their historical tradition in order to preserve it, helped
to integrate Indian culture into the College program. Today, the College is
involved in formal education at all levels: K through 12, at the university
level, and in continuing education. It also delivers non-formal education at
the reserve level. Treaty and registered Indians of Saskatchewan are its
clientele. There are also college programs for non-Indians to help them build
their part of the bridge to cross-cultural understanding.

There is risk involved in listing the objectives of the College, for in
the context of Indian culture, objectives are not perceived as discrete and
linear but rather as organically interrelated and always evolving as the
environment changes. Recognizing this risk, it can be stated that the over-
riding objective of the College is to protect treaty rights to control Indian
education. This objective is the foundation upon which all others are based.
Control of education, of course, implies readiness for responsibility. A
second related objective is, therefore, to increase the involvement and
competence of Indian people in planning and implementing their own education.

Thirdly, the College aims to make education more relevant to the needs of
Indian children. Vital to the achievement of this objective is the ICC's
concept of "community education" -- the organic relationship between school
experience and the non-school environment of the child. A fourth and highly
important objective is securing for Indian people employment opportunities
in education and all related fields. The intent of the ICC is to create
educational opportunities and at the same time train Indian people to take
advantage of them.

Each of the cells, or departments, of the College also has its own
program of objectives. According to one of the cell coordinators, the
activities of the individual cells are expanding so rapidly that it is only
by means of monthly meetings that cell coordinators can keep up to date on
objectives. Cell activity is evidenced by the fact that, since 1972, college
employment has risen from 12 staff members to 96.

Procedures, Organization, and Evaluation

In the academic wing of the College, some activities are conducted at
the provincial level while others are delivered on reserves. At the provin-
cial level the College, through the Federation of Saskatchewan Indians (FSI),
contracts with the Faculty of Education at the University of Saskatchewan
for a program in Indian teacher training, leading to a B.Ed. Graduates from
the Indian Teacher Education Program (ITEP) are qualified to accept positions
as teachers of their people or in any schools. A similar arrangement has
been worked out with the School of Social Work, University of Regina, for
certification in social work.

There are also programs offered at the provincial level to train Indian
people as child care workers, counsellor technicians and teacher aids. The
ICC also offers teacher training courses in music, art, and legal aid. These
latter training programs, however, have not been accredited to date.

At the reserve level, community education is offered for adults in areas
such as life-skills and academic upgrading, the latter program leading to a
high school diploma. The ICC faculty also offers administrative training to
assist bands to take over the administration of reserve schools and reserve
economic programs. Audiovisual courses are offered by the College faculty for
teachers in reserve schools. Recently, a school bus driver training program
was set up by the Safety Council of Saskatchewan and the Highway Traffic Board.
When a minimum of ten adults want a community education course, the ICC

attempts to serve their needs.

Other staff services of the College are coordinated with those of the academic wing. The Educational Liaison Cell establishes links between the College and Indian communities and between communities and various agencies concerned with the education of Indian children. The College Cultural Centre, among other activities, audio-tapes discourses by Indian elders in an attempt to document aspects of Indian culture that might otherwise be lost. These tapes are presented to Indian children to instil pride in their culture and motivate acceptance of school learning. The Library and Technical Services Cell collects and catalogues a variety of information pertaining to Indian history, language, and current events. Their instructional media materials are distributed to schools and presented at workshops attended by native and non-native groups. The Curriculum Development Cell prepares cross-cultural teaching materials for any interested provincial school.

The ICC maintains that one united provincial college, rather than a number of decentralized operations within a province, affords greater solidarity leading to purposeful action.

It is important to note that the ICC is inextricably linked to its parent organization, the FSI, which is a political body established to protect Indian treaty rights and promote Indian social and economic development. The board of directors of the FSI and ICC are one and the same. This board is composed of twelve members, six of whom are district representatives. These representatives are elected by chiefs in their district who are themselves elected by the people of their bands. There are six Indian districts in Saskatchewan.

The remaining board members are executive members, headed by the FSI chief. Executive members are elected by delegates at large from the 67 bands in Saskatchewan. The executive member holding the FSI education portfolio automatically becomes the executive director of the College. Coordinators of the eleven ICC cells and the administrative director of the College are accountable to the executive director and the board.

ICC officials believe that the most important factor contributing to early achievements is their organizational structure -- one united federation with policy inputs generated from the band level up.

Presently, the internal structure of the ICC is being reorganized. Although organizational changes have not as yet been announced, ostensibly, plans have been made for five departments within the College with a dean at the head of each.

The ICC has no specific criteria for hiring staff, except for secretarial staff. Professional qualifications, practical experience, knowledge of the language of the area, and personal suitability all appear to be considerations, with stress placed on practical experience. Included in personal qualifications are interest in the work and ability to work harmoniously with and for reserve people.

Because of its short history, the ICC as yet requires non-native personnel to fill some of their specialized functions. Non-natives must possess personal sensitivity to the problems of Indian people, in addition to the above-mentioned qualifications. They are informed that their jobs are temporary, to be held only until they can be filled by qualified Indians.

When specific short-term projects are undertaken, outside consultants are hired on a contractual basis. Presently, almost all key positions in the College are held by Indian people.

Each cell in the College is responsible for its on-going staff training program with training and orientation workshops held in every cell.

The College is funded by the DIA through a Federal Cabinet appropriation. Forty-two million dollars over a period of five years has been appropriated for the 38 cultural education centres across Canada. This appropriation is based on $28.10 per status Indian in Canada.

Funds within the College are allocated to the 11 cells on the basis of a global budget. In other words, the amount allocated to each cell is based on the program requirements of the cell and the budget is adjusted accordingly.

Community participation is a major objective of the College. In communities where the bands have taken control of reserve schools, educational liaison personnel from the College work closely with local school committees. These committees, headed by a local educational coordinator, are responsible for the supervision of teaching staff and the general implementation of school programs. According to the College Educational Liaison Coordinator, school committee members, often with little formal education themselves, need to be appraised of possible alternatives open to them for insightful decision-making. Workshops are set up by the Educational Liaison Cell for this purpose. Frequently, consultants are invited to these workshops to provide committee members with relevant information that can broaden their knowledge of alternatives. Eight bands in Saskatchewan now have reserve schools essentially under their control.

Through the Cultural Centre Cell, parents are encouraged to participate

in workshops concerned with cultural education. The Community Education Cell involves adults at the reserve level in continuing education programs. Band councillors recommend local students to participate in College programs at the university level.

The ICC communicates its activities to the general public through two monthly newspapers published by the FSI and a half-hour FSI-sponsored radio program presented weekly on five radio stations in the Province. The College has also prepared a graphic brochure explaining its philosophy, objectives, and programs. Several information booklets on Indian art, dance, music, and games have been prepared for publication by the College.

To date, the College has no formal means of evaluating its activities. College officials feel that their activities are so varied and impinge on so many facets of Indian life that, in formalizing evalution, the impact of many aspects of their program might be overlooked. The DIA, to which the College is accountable, conducts a quarterly evaluation. DIA officials review the program through observation of activities both at the provincial and reserve levels and through perusal of College literature.

Presently, eleven video-taped documentaries pertaining to the current status of activities in each cell are being prepared by the College. These documentaries are designed to serve as "progress reports" for DIA evaluators. They will also be used to create awareness of College principles and methods in Indian schools and communities and in the society at large.

Feedback to the College concerning requests for educational changes at the reserve level is usually routed by band chiefs to their district representative who, in turn, contacts the Administrative Director of the College. As a FSI/ICC board member, the district representative is the official link between the reserves in his district and the College. He is responsible for reporting local criticisms of College-sponsored programs.

Indian conferences also afford avenues for assessment of the College. At each annual FSI Conference, questions are raised concerning College activities and progress. School committees often invite College coordinators to their district conferences to explain their services. Suggestions and questions are raised from the floor. The Saskatchewan Indian Women's Association is critical in appraising College performance in the interest of parents and children.

Current Status and Observable Results

There is evidence to suggest that the ICC is well aimed in the direction
of Indian control of Indian education and all of its other related objectives.
Increased involvement and competence of Indian people in implementing their
own educational programs can be recognized in a number of areas. For example,
band staff has increased to deal with Indian educational concerns. In one
district the chiefs have taken over the financial operation of a residential
school with federal funds granted directly to them. In the Indian Social Work
Program, the University of Regina has acknowledged that the College is respon-
sible for the supervision of the social work practicum. Indian counsellor
technicians have taken over many student counselling responsibilities pre-
viously held by white guidance counsellors.

Education is being made more relevant to the Indian student as evidenced
by the fact that Cree is now optional as a second language in a number of
provincial schools. Cree and other native languages are being taught by 43
native instructors. Since the College opened, Indian high school enrollment
has markedly increased.

Indian educational employment has rapdily increased. There were less
than 150 Indians holding educational positions in Saskatchewan in 1973. One
and one-half years later, the number jumped to 850. As the number of College-
sponsored services expands, Indian people are being trained by the College to
instruct or aid in the delivery of these services.

Special Characteristics, Problems, and Innovations

While College officials consider their operation to be making steady
progress, they by no means feel satisfied that their challenge has been met.
The Executive Director of the College envisions satellite colleges located
throughout the Province to further extend services direct to Indian communi-
ties. These satellites will be under the jurisdiction of the College and
not fully autonomous, however.

Also, priority is now placed on professional development within the
College. In the near future, the College plans to provide its own Indian
Studies Department.

Problems have naturally arisen in the process of ICC expansion, a major
one being a disagreement with the DIA over funding commitments. College
officials report that, in April 1974, they requested $1.4 million and the

annual budget was approved. In July of that year the budget was cut by
$300,000. Apparently, no explanation for the cut was given. Dollars committed
but not received return to the Government. Between the years 1972 and 1975,
approximately 65 percent of the funding of cultural centres across Canada was
returned to the Government, according to these officials.

Uncertainty of committed funds for on-going programs places the College
in an awkward position, College officials state. On a number of occasions
pay periods have been approached without assurance that commitments to
employees or suppliers would be met. This uncertainty appears to have the
effect of lowering employee morale. It also diverts the efforts of Indian
leaders who spend an inordinate amount of time in official wrangling in an
attempt to insure that payroll deadlines are met.

In another related problem area, College officials recognize that they
have had little time to amply explain their position on educational autonomy
to key provincial authorities or to those perons to whom they are ultimately
accountable -- Canadian taxpayers. Experience has demonstrated to the College
that when non-Indian persons gain familiarity with their objectives, they tend
to give fuller support. It appears that the College is considering a compre-
hensive public information system, relying heavily on the mass media and aimed
at widespread dissemination of information pertaining to their objectives and
programs.

The College may also be experiencing a consequence frequently associated
with growth: College activities have proliferated to the point where a time
gap sometimes exists between planning of programs and their actual delivery.
This situation tends to frustrate both the College and its clientele.

For any people placed in contradiction to their culture, the advice of
College officials is to revitalize those aspects of the culture that can
help the people regain a sense of pride and self-identity. Also, in situations
similar to theirs College officials strongly recommend that evaluation of
agency effectiveness be handled on a contractual basis by a third party that
is acceptable to the people being evaluated. The College takes the position
that, in a cross-cultural context, criteria for measuring effectiveness differ,
depending on the values and assumptions of the evaluator. A third party should,
therefore, be one sensitive to these perceptual differences.

As for College experiences that might benefit countries that have
recently gained political independence, College recommendations are to opera-
tionalize training programs at the local level as soon as feasible and to

develop these programs on the basis of local needs and aspirations. To the College, "operationalize as soon as feasible" means a rate of delivery of services that is consistent with the agency's capacity to train people to take over responsibility for the services.

It will be recalled that the College assumes responsibility for funneling information to Indian communities to enhance local competence in the implementation of educational programs. At the same time, the College -- a service arm of the FSI -- takes direction from the Indian people through the FSI electoral process. The College contends that this type of reciprocal involvement in planning and policy formulation is critical to the success of any similar agency in the Third World or elsewhere.

Social and economic development for Indian people is important to the ICC, but the development to the College means more than higher per capita incomes and standards of living. It means a people gaining increased control over their lives in order to live in harmony with their environment and the rest of society. All available evidence indicates that the FSI/ICC are steadily increasing that control.

ICC officials believe that most of their experience is applicable to nations of the Third World and they are prepared to deliver courses to resource people from those nations on demand. They are also willing to share their development experience with Canadian personnel training for overseas service. "What better way is there to heighten the cross-cultural sensitivity of trainees," they ask, "than to involve them in cross-cultural situations in their own country?"

SASKATOON CLINIC: COMMUNITY HEALTH SERVICES ASSOCIATION

DESCRIPTIVE TERMS:

community health, medicare, health services, self-help, volunteers, member participation, cooperative health care organization.

ABSTRACT:

Objectives:

(i)   to provide comprehensive health care at no cost;
(ii) to provide for people's voice in planning a health care system;
(iii) to establish a cooperative relationship between doctors, other health workers and patients/members.

Population: Residents of the city of Saskatoon.

Methods:

(i)   establishing a clinic where comprehensive health care services are available through a team approach.

Training Component:

(i)   on-going training of medical staff (study leave, etc.);
(ii) seminars for members on health matters;
(iii) handicraft and fitness club.

Organizational Structure: Community Health Services Association with 20,000 members; Board of Directors of 12 elected members; 3 Committees to look after facilities, educational activities and personnel; Medical Coordinator, Administrator, and other hired staff; volunteers working in a variety of support services.

Funding:

(i)   Provincial Government;
(ii) loans from members.

Evaluation Procedures:

(i)   Surveys of members to assess success of services;
(ii) Annual Meeting provides feedback from membership;
(iii) Continuous review by Board;
(iv) Statistical data on membership turnover, active involvement by members, and staff turnover;
(v)   formal outside evaluation of levels of care provided.

ANALYSIS:

In relation to the criteria set out in the Introduction the programme seems strong in the following respects:
- it involves a large membership;
- it has a clear conceptual and philosophic base;
- it involves people and encourages their participation in decision-making, and in the total sponsorship of the Centre;
- it has a social, educational and broadly political thrust.
- it involves learning and self-help in preventive medicine aspart of the development goal.

The programme may be weak in respect of its reliance on government finance for its basic health services, but tries to alleviate this by involving membership finance.

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CONTACT:

Dr. John Garson, Associate Medical Coordinator
Ms. Sharon Mockford, President, Local 974, C.U.P.E.
Ms. Betsy Naylor, Member Relations Officer
Mr. C. A. Robson, Administrator
Ms. Adele Smillie, President, Board of Directors

THE SASKATOON CLINIC:

COMMUNITY HEALTH SERVICES ASSOCIATION

Background, Origins, and Objectives

On July 3, 1962, the Saskatoon Clinic opened its doors in a room on the third floor of an old building in downtown Saskatoon. Two doctors, Dr. Joan Whitney-Moore and Dr. Margaret Mahood, became the first doctors of the newly formed community clinic.

The Saskatoon Community Clinic was born out of crisis. This crisis centred around the implementation of universal, pre-paid, medical care insurance in the province of Saskatchewan in 1962, and the refusal of the established medical profession to work under such a plan. Of the several pressure groups that arose in response to the medicare crisis, only community clinics survived. One of these clinics was the Saskatoon Clinic.

In January 1962 a small group of university professors, professionals, other citizens, members of organized labor, cooperative leaders, and some doctors met to consider what should be done in view of the expected resistance by the established medical profession to the provincial medicare legislation which had been passed in November 1961. As recommended by the majority of a 12-member Medical Care Advisory Planning Committee, the medical care legislation of November 1961 intended to provide a comprehensive program of medical services for all people of the province, to be financed by provincial tax monies and to be administered by a public commission. Such a program of health insurance had been part of the election platform of the Cooperative Commonwealth Federation (C.C.F.) when it came to power in Saskatchewan in the provincial election of 1944.

For its part, the medical profession did not disapprove of the municipal doctor plan and in 1951, representatives of the profession even suggested a provincial health service administered by a government commission. However, in 1959 the profession was opposed to government-run insurance, largely because doctors had become increasingly involved in establishing their own insurance plans. Thus, in a 1959 by-election and in a subsequent provincial election of 1960, the medical profession initiated an extensive but unsuccessful campaign to defeat the C.C.F. government.

And even though the C.C.F. won the "medicare" election, the medical profession did not end its opposition and believed that it could force the government to repeal the Saskatchewan Medical Care Act with enough support and organization. For this reason, they refused to cooperate with the government in implementing this act.

As the July 1st date for implementing medicare came closer and as the doctors' refusal to participate became more and more likely, the Saskatoon Clinic was organized. On June 27th, a 5-member interim board of directors was elected at a public meeting. They were given the job of recruiting some medical staff and finding a facility in which to begin the Clinic, as well as locating the required financing.

With the clinic's start on July 3rd, 1962, its immediate task was to provide medical care for those who needed it. However, it also wanted to offer a comprehensive range of health services and, more importantly, to change the traditional doctor-patient relationship. In other words, they were interested in establishing an understanding, cooperative relationship between those who provide health services and those who use health services.

In providing essential health services at a time when the majority of the province's doctors were not, the Saskatoon Clinic, however, did not just see its goal as one of offering doctors' services. The Clinic pioneers had a vision of developing a new type of health facility and contributing to the growth of a new type of health system.

The central goals of the Clinic were:
1. to give people health care at no cost.
2. to provide comprehensive treatment care.
3. to give support services to those who need them.
4. to provide a 24-hour service.
5. to ensure that people who invest time and energy in a health care system have a voice in planning how it operates.
6. to establish an understanding and cooperative relationship between doctors and other health workers and patients/members.
7. to provide good health care at reasonable cost to the Clinic.
8. to promote preventive health and self-help.

Although these were the initial goals, they have not all been of equal importance at the same time. Certain objectives have been more important than others at different points in the Clinic's brief history. In chronological order, some of the main objectives of the Clinic have been: to achieve medicare, to obtain hospital privileges for doctors, to get doctors paid by a salary instead of a fee-for-service basis, to design a method whereby the Board of Directors (elected from the membership) becomes a decision-making

body and not an advisory group, and to develop a good working relationship between the Board and health workers. These changes in emphasis were reflections of various stages of development of the Clinic.

These main objectives have been widely accepted by the people of Saskatoon and the surrounding area. Also, the provincial Department of Public Health has generally accepted the objectives of the Clinic. However, organized medicine has been opposed to the objectives of the Clinic since the medicial profession has objected to the involvement of patients or consumers in the organization and distribution of health services. For example, achieving medicare and obtaining hospital privileges brought the Clinic into direct conflict with the medical profession. Also, since the agreement (the Saskatoon Agreement of July 23, 1962) which ended the doctors' strike established the system of payment of fees to doctors for each item of service rendered, the members of the Clinic often felt they had no significant role to play in the operation of the Clinic. It was for this reason that the Saskatoon Clinic and other community clinics in the province urged the provincial government to provide a sum of money to cover the costs of all the health services they offered. Finally, in March 1972, this new system of financing known as global budgetting was begun, which meant that the Board of the Saskatoon Clinic and thus, the membership, had a greater role in developing the services of the Clinic. Two of the constant objectives of the Clinic had been to promote the working relationship between the Board and the health workers, which has been emphasized since the inception of the global budget, and that of promoting preventive health and self-help.

In August 1974, the overall aim of the Clinic was formally stated as "to efficiently provide high quality, comprehensive, consumer-sponsored health care." The objectives were formally stated as follows:

1. Consumer ownership of health facilities.
2. Active consumer participation in health programs.
3. Comprehensive group practice of medicine.
4. A team approach to health care.
5. Provision of preventive care and education.
6. Cooperation with other health services within the community and useful to consumers.
7. The use of hospitalization only for those requiring the specialized services which hospitals can alone provide.
8. Continued research into new and better ways of providing health care.
9. To operate under a budget system rather than on a fee-for-service basis.
10. The development of volunteer and self-help activities.

Procedures, Organization, and Evaluation

The Saskatoon Clinic presently offers a wide range of "diagnostic treatment and rehabilitative services." There is a physiotherapy department, a medical laboratory and X-ray department, an optometry and optical dispensary services, and also a pharmacy which has moved from the old building to the present Clinic building. There is a check-up centre which is designed to enable initial tests being done prior to seeing a physician, which saves time for both patients and doctors and permits a more thorough examination. The Social Services Department organizes home services not already provided by the City of Saskatoon; it looks after the financial emergencies of patients from an emergency fund organized by members. It does psychotherapy along with the physicians, and it coordinates group therapy sessions and training events for group therapists. The Clinic presently has 14 physicians on staff, ten of whom are general practitioners, while in terms of specialists, there is a radiologist, a surgeon, an ear , nose and throat specialist, and a psychiatrist. Recently, a community health nurse and a nutritionist were hired.

An important aspect to the services and programs provided is the team-work approach used by the staff. Every patient of the Clinic usually sees one general practitioner. Should a patient need to see a specialist, inside or outside the Clinic, his or her physician arranges for such a referral. The team-work approach allows for easy referral of patients. Also, "corridor-consultations" are possible by means of this close working relationship among the health staff. In addition, the team-work approach allows for the phasing-in and phasing-out of particular health personnel depending on the needs and condition of the patient.

Besides the wide range of health services, the Clinic also runs a number of activities and programs for its members. For example, various seminars have been held in the Clinic during the fall and winter seasons on various health education matters. Clinic and staff members often act as resource persons for these seminars. There are also a number of member clubs which have been organized around particular interests or concerns of members. In the Handicraft group, those involved make handicrafts which are mainly used to raise money for new or continuing services, activities, or supplies of the Clinic. Another active member group is the Health and Fitness Club. If they so desire, members can also assist with such office jobs as stuffing envelopes, using the addressograph, etc. In general, the Clinic tries to involve members in programs and activities that are designed to meet their

most pressing needs.

If the Clinic has changed from its inception, it has been in the variety and amount of services offered. For example, on July 3, 1962, the Clinic began with the services of only two doctors. By 1963 the Clinic had at least five doctors, three nurses, a small laboratory, a medical records section, and a business office. The changes in the amount and variety of services offered steadily changed and grew until the present, which can be at best attributed to the chronological growth of the Clinic itself. In 1974 the Clinic even started having the more experienced nurses take the after-hours calls instead of a commercial telephone answering service. This relieved the physicians of a lot of work and in so doing, expanded the role of nurses to be involved in several traditionally known "doctor" services.

While the Clinic now has between 75 to 85 staff and offers at least 20 different types of services, the Clinic has, from the very beginning, been a cooperative health clinic. This means that the base on the foundation of the Clinic is the Community Health Services Association and its 20,000 members. At the annual meeting of the Clinic, the membership elects twelve people to sit on the Board of Directors for varying terms of one, two, or three years. The Board is composed of three main committees: The Landlord Committee, the Educational and Organizational Committee, and a standing Personnel Committee. The Landlord Committee is responsible for the provision and maintenance of all the facilities of the Clinic and, as such, is responsible for all matters pertaining to the global budget. The Educational and Organizational Committee is responsible for planning all educational activities of the Clinic and periodically reviewing the organizational structure of the Clinic and its overall growth and development. The Personnel Committee, along with the Medical Group or Physicians, is involved in the hiring of physicians and other highly qualified medical staff, the administrator, and department heads. The Board appoints one of the physicians to the Medical Coordinator and this person is responsible for working with the Board on behalf of the physicians. The Administrator is responsible for the day-to-day operations of the Clinic, the hiring of non-medical staff, and with "short-term financial management, and longer term financial planning." At the same time, the Administrator is responsible to the Board. The Member Relations Officer works directly with the Board and her main role is that of being a liaison person between members and health workers and to be actively involved with the Education and Organizational Committee.

From the beginning, the Board and the Medical Group or physicians have tried to work closely together. The Board has been responsible for providing and maintaining the facilities of the Clinic, and the physicians have been responsible for dealing with professional matters, like that of the standards of health care. This working relationship was formalized in a legal agreement signed in 1961. To also ensure an open and meaningful communication in the Clinic, the non-supervising staff formed a local of the Canadian Union of Public Employees in 1966 (C.U.P.E. Local 974) to bargain collectively for them. In order to be more actively involved in decision-making, the Union has a non-voting member on the Board. Also, up to two staff persons, who are also Clinic members, can sit on the Board. Some regular meetings of the medical group include not only the physicians but also the supervisors in key areas, the Administrator, the Member Relations Officer, and other health members.

In hiring new doctors and other highly qualified staff, the Board and the Medical Group look for professional competence in their particular fields, but also for some appreciation of what the Clinic is trying to do. In the position of Administrator and other key supervisory positions, the Clinic looks for both administrative competence and experience, or at least, commitment to a cooperative mode of organizing health care. In hiring non-medical, non-supervisory personnel, the Clinic has often hired people who are willing to be trained on the job.

When new staff begin to work at the Clinic, they are oriented to both the philosophy and practice of the Clinic, as well as the people who work in it. After being oriented to the Clinic and the people who work in it, new staff begin to be oriented to their particular job. Thus, new staff do not generally begin working at the Clinic as soon as they are hired. For example, new doctors do not see new patients for about two weeks after being hired.

For the Clinic staff, there is a provision made for on-going training or up-grading. Every week, the physicians meet, at which time a paper is usually presented on some aspect of medical practice or treatment. There is an organized program of study and examination leave for physicians and all doctors hired on a probationary basis have to go away for a week on a refresher course which is related to his or her practice at the Clinic and also has to be approved by the Medical Coordinator. After being accepted into the Clinic, doctors are given two weeks of post-graduate study, again related to his or her position and should be approved by the Medical Coordinator. For the rest of the staff, if the Clinic decides certain staff need extra training, the Clinic will pay for the costs of such training, and if a staff person feels he or she

needs training, the Clinic may assist in meeting the costs.

When people first become members of the Saskatoon Clinic, they are given material which describes the services that are offered by the Clinic, as well as a card which tells them where more information can be obtained. The Members Relation Officer tries to keep members informed of recent or upcoming events of the Clinic. That is, members receive notices of upcoming events of the Clinic and also receive six issues of the Association's newsletter, Focus, which contains general health information as well as what is going on at the Clinic. On the other hand, the Clinic has not extensively publicized its program to the general public. It is considering running a series of public service announcements or programs on strictly health education matters on one of the local radio/television stations.

Being part of a cooperative health program, members are involved in making decisions about the Clinic's operation, such as the types of programs and staff they wish to see at the Clinic. No new programs can be initiated without prior approval of the Board. Members can make suggestions or comments on programs and other matters, at a Fall Membership meeting and at the Annual Meeting in March. Members are encouraged to express their points of view throughout the year to the Member Relations Officer, Board Members, or even to health workers. In addition, the Member Relations Office has conducted formal surveys of members' feelings and attitudes toward the Clinic and its services.

Members are responsible for obtaining the required finances for providing and maintaining the land, building, and supplies of the Clinic. That is, members have been urged by the Board and staff of the Clinic to take out loans in their name, to make loans to the Clinic, to buy debentures or to borrow money from financial services. The funds for most of the health services of the Clinic come from the global budget which is negotiated by the Clinic with the provincial Department of Public Health. For future and existing programs such as the pharmacy program, the optical dispensary, and a chiropody service which cannot be covered by the global budget, members are expected to raise the money.

Current Status and Observable Results

The Saskatoon Clinic has made substantial progress towards achieving most of its stated objectives. In addition, it has had tremendous impact upon the theory and practice of health care organization at both the provincial and national levels.

There are several means of formal evaluation used at the Clinic to determine its current status or progress. As far as members are concerned, they are surveyed by the Member Relations Officer on an annual basis to secure their opinions about the existing services and programs and what needs to be improved. In addition, from March 1974 to 1975, the Clinic has been trying to determine the extent of usage of the Clinic's services. The Fall Membership Meeting, especially the Annual Meeting in March or April, furnishes another opportunity for members to evaluate the progress of the Clinic. The Board of Directors also continuously reviews the current progress of the Clinic.

A few standards are used to judge the progress of the Clinic. Firstly is the length of time people stay as members of the Clinic. Secondly is the actual percentage of the members who are actively involved with the Clinic. Thirdly is the extent of staff turnover, and lastly is the degree of influence the Clinic has on the ways health services are presently organized. It has been observed that many members have belonged to the Clinic for a long time and that the Clinic has about the same, if not a greater percentage of its members involved as compared to other community groups and organizations. Most staff have been there for a long time and the Clinic has been recognized as having a significant effect on the organization of health services provincially and nationally.

For their part, staff also have some means of formally evaluating the Clinic's work. The Medical Group and the Assembly periodically examine the current status of the Clinic and memoranda are often circulated to individuals and departments in the Clinic, seeking opinions on various aspects of the Clinic's operation. In terms of formal outside evaluation, studies are done periodically by the health profession on the levels of care provided by the Clinic.

One of the most important achievements of the Clinic is that the Saskatoon Clinic and other clinics in the province were a major force in ensuring the end of the doctors' strike and the survival of the first medicare plan in North America. Secondly, a substantial saving (a quarter of a million dollars) of provincial health monies has been achieved. For example, the Clinic has been able to reduce the costs of hospital care. And by promoting preventive health from the onset, the Saskatoon Clinic has helped shift the priorities of health care in Canada from crisis or treatment health to self-help or preventive health.

Some unanticipated results on the negative side have been that

relatively few members seem to really think about what they can do for themselves in terms of health care. Positively, one unexpected result has been the commitment of the doctors of the Clinic to a working partnership with the Board, and lastly, the recognition and publicity the Clinic has received in both national and international journals and publications.

Special Characteristics, Problems, and Innovations

In other parts of Canada or other countries, no clinic should attempt to model itself exactly on the Saskatoon Clinic. Different historical, political, social, and economic contexts mean that different types or forms of cooperative health clinics will have to be organized to meet the needs of varying contexts.

At the same time, however, there are various general lessons that the Saskatoon Clinic has learned. First of all, a good deal of preparatory work would be very valuable. A cooperative health clinic should be organized by those people of an area or community who want to do something about their health concerns. Related to this is the belief that any new clinic should start on a small scale. Secondly, new cooperative health clinics should not be doctor-centred. An attempt should be made to meet a variety of needs such as legal aid, welfare rights, information and referral, as well as physical health needs. In terms of hiring staff, it is important to hire staff who are sympathetic to the philosophy and style of the operation of the clinic. The Saskatoon Clinic has had a nucleus of doctors committed to setting up a cooperative health practice with lay people. In addition, a slate of fully trained and experienced staff is not needed to begin a clinic. Some key personnel are needed but many staff can be trained on the job.

With the growth of the clinic, an on-going attempt should be made to keep members continually involved in the decision-making processes of the clinic. It is too easy for the responsibility of the clinic to slip into the hands of the administrator or some of the professional staff. Finally, it should be realized that an attempt to establish a new mode of health services, stressing especially the participation of the users of the services, has meant that political statements and political actions are necessary. In other words, health care is very much a political issue.

Obstacles encountered have been as follows: firstly, the organized medical profession has tried to block the efforts of the Clinic at several points in its history. Secondly, financing has been a major problem for the Clinic since it first began. One problem which the Clinic still faces today has been that of being able to recruit staff, especially doctors, who are

sympathetic to the philosophy and concepts of the Clinic. A constant problem concerning the membership of the Clinic is that of maintaining and extending the interests and participation of people in health concerns and issues. Still another concern the Clinic has is that, while it is doing a fairly adequate job in meeting the health needs of middle-class people, it is not really meeting the needs of low-income people or of the elderly. Other concerns to which there do not seem to be any immediate answers are, firstly, the size or scale of operations of the Clinic. Is there a point at which new services or programs should not be added to the present Clinic facility? Secondly, the other concern is with the spread or dissemination of the concept of cooperative health clinics. Why are there only three major ones in Saskatchewan and very few in other parts of Canada?

CASE NO. 14

THE JAMES SMITH COMMUNITY SCHOOL

DESCRIPTIVE TERMS

community school, child-centred learning, community-centred learning.

ABSTRACT:

Objectives:

(i)   Better general schooling for Indian children
(ii)   Maintenance of Indian traditions, especially the Cree language
(iii) More local control of educational curriculum
(iv)   Community use of the school
(v)   Employment in the building and management of the school

Population: The entire James Smith Indian Reserve in northeastern Saskatchewan.

Methods:

(i)   Local definition of problem, parent involvement and parent education regarding responsibilities in managing their own school.
(ii)   Discussion with various government departments concerned with education and with educational standards
(iii) Use of people in the community as resources as well as the use of teachers

Training Components:

Not Reported.

Organizational Structures: School committees responsible to the Band Council; open meetings; staffing of school by full-time, part-time and volunteer staff

Funding:

(i)   Core funds from Federal Department of Indian Affairs
(ii)   LIP and LEAP grants

Evaluation Procedures: Not reported; however, it is clear that some of the objectives stated earlier have been met, especially in terms of better attendance, more enthusiasm, local control

ANALYSIS:

This seems to be a good example of a community based enterprise involving all of those most concerned from student to parent to the Band Council to the school committee. The education program involves the entire community and all aspects of the community's function including social, political, economic and cultural development.

REFERENCES:

James Smith Community School Information Kit

CONTACTS:

Mr. James Burns, Chairman, James Smith School Committee
Mr. Jerry Hammersmith, Director of Education, James Smith Community School
Mr. Dave McKay, Head, Curriculum Division
Mr. Grant Thurgood, Principal

THE JAMES SMITH COMMUNITY SCHOOL

JAMES SMITH INDIAN RESERVE, SASKATCHEWAN

Origin, Background and Objectives

In the north-eastern part of the province of Saskatchewan, some 40 miles east of the city of Prince Albert and some 17 miles north of the town of Kinistino is situated a Cree Indian reserved called James Smith. Some 1100 people live on that reserve. In February 1973, the residents of James Smith decided to set up their own locally controlled school, the James Smith Community School.

For 15 years, Indian students from the reserve had been bussed into Kinistino to attend the joint school although some students did attend the elementary school, grades 1 to 6, on the reserve. The failure rate in the Kinistino School was high. In 15 years, only 3 Indian students graduated and then only with partial matriculation. In spite of the school's expressed good intentions, educational and social needs of Indian students were not being met. In a system which offered little chance of success, students found it hard if not impossible to maintain a sense of worth and dignity.

Humiliation, however, has its limits. In February 1973, one or two cases of head lice were diagnosed by a public health nurse among the children in the Kinistino elementary school. Suspicion inevitably focussed upon the native students and many were sent home from the school at the slightest sign of the insect's possible presence. When the threatening louse could not be tracked down, Indian parents realized that the real plague was of a more serious nature and that the time for change had come.

The James Smith Band Council was instrumental in this decision as it was to be in the momentous events that were to follow. A house to house survey was organized to determine whether or not parents were willing to continue sending their children to the Kinistino school. 94% of the parents responded negatively. As a result, the James Smith people set about the task of opening their own school on the reserve. In a four week period, construction of portable classroom units got underway, supplies were obtained, teachers were recruited and hired, and the four-room elementary school and its gymnasium were reorganized so that by March 1973, 275 students had resumed their academic year in an optimistic if somewhat crowded and chaotic atmosphere. In that same month, a new Band Council was elected. The new Chief was Solomon Sanderson. Apart from being the first vice-president of the Federation of

Saskatchewan Indians and holding the Federation's education portfolio, he was also director of the F.S.I.'s Saskatchewan Indian Cultural College.

It is difficult to talk about objectives since the school was born in a crisis situation. First, Indian involvement in the running of the Kinistino school had been nil and so, consequently, the determination to do things for themselves seems to have been a driving force behind the James Smith Community School. Indian parents resented Kinistino's stand that low achievement of native students was primarily due to poor attendance, negative parental attitudes and generally unfavourable home atmospheres. Parents also wanted to halt the increasing alienation of their children from their own Indian culture. One half of the children could no longer speak their own native language. Thus, the most pressing need was seen as making the Cree language an essential part of the school's program if future generations were to remain in touch with their long standing heritage. The James Smith residents not only wanted to assume control of their children's education but also wanted to create a different kind of education. In other words, it was felt that the educational process should be adapted to the particularities of the Indian child since the Indian child does not necessarily follow the same path as that of the white child. The James Smith residents wanted to make a kind of school which would accommodate the entire community with both its educational and recreational facilities. It was felt that the whole community would benefit from a school designed to serve the total community. Finally, residents of James Smith felt that the building of the school would provide opportunities for employment and thus get many of them off of welfare.

It has only been of late, with the passage of time, and as the situation becomes more objectified, that people can look at what has occurred and what their goals have really been. Today, school objectives have been carefully written out and are referred to in terms of cultural inclusion, identity, community and parental involvement, child centredness and individualization of instruction. Objectives will continue to be defined and redefined as will the on-going process itself of which they are a part, since specific objectives have neither been fully developed nor fully implemented.

Procedures, Organization, and Evaluation

In the Indian family, the child is brought up to be much more independent and responsible for his decisions than the white child. Also, as the traditional Indian way of life will have it, education was the responsibility of the entire community. James Smith School allows for both these aspects.

In the first instance, the school is student-centred rather than subject-centred. Students are grouped by age rather than by ability or grade: 6, 7, and 8 year olds in division I; 9, 10, and 11 year olds in division II: 12, 13, and 14 year olds in division III; 15 year olds and over in division IV. Within each group, it is expected that children will be achieving at different levels and they are encouraged to learn from one another. The child, it is thus hoped, will develop his own internal scale of values by which he will be able to reflect critically on his environment.

Secondly, the student is given a greater opportunity to set his own educational goals and to choose how best to achieve them at his own pace. This has emerged as the contract system. Performance objectives are developed by the teacher occasionally with the help of the student and the parents so that as wide as possible a variety of activities are available to the student. Exams have been removed along with the pass-fail system of traditional schools. This helps to shift the student's attention from competition with others to competition with himself. Tests of the diagnostic type are given to help the student assess his own level of achievement. The educational experience for the student can thus become a success story rather than the failure experience to which he has been conditioned.

Thirdly, organizers of the school believe that teachers should have a lot of input if the system is to be humanized. In an attempt to develop this sense of participation, the staff has been divided into teams which correspond to the different divisions and to special areas such as the language and counselling areas. At the classroom level, the teacher and the associate teacher form an instructional team and are expected to deal with the problems as they arise.

Consequently, the school's child-centred approach leads to a greater focusing of the school on the community with which the child is linked. Predictably, the school is having an impact on the whole life of the community and this is reflected in the number of native people now involved with the school. When the students were in Kinistino, the Band Council had hired only one native person to work with the Kinistino teaching staff in an effort to improve relations between the Indian students and staff. Also, one native teacher aid was employed by the school. Since the opening of the school on the reserve, employment has risen from virtually nil to 140. The school itself employs some 80 people full-time, of which only 21, the professionals, are

non-Indian. Every classroom has its own native teacher aid, or, as the people of James Smith perfer to call them, teacher associates.

In addition, workshops and tours of the school have been organized for parents, a workshop for elders was held last fall in order to hear their comments on education, and a day care centre was set up in the school for the children of parents working either at the school or at the band office. The school facilities, which are still of a temporary nature, are open every night. Evening classes such as judo, yoga, and gymnastics are being initiated for the few adults who are starting to show an interest in education, and social activities such as weddings and bingos are now taking place in the school.

On the reserve, Band council members are all elected. Government functions have their counterparts on the Band Council. Specific portfolios are allocated to various members in a way similar to that of other governments. For instance, as chairman of the School Committee, James Burns acts as the "Minister of Education" for the James Smith reserve. He selects the eight members to form the School Committee and recommends them to the Band Council for approval and ratification. Care is taken to safeguard the undisputed authority of the Band Council.

Open band-member meetings are held every month at the school to provide an opportunity for input from the community. Teachers participate in these meetings in as much as the topic of discussion is of concern to them.

The School Committee is responsible for the hiring and firing of teachers. The Director of Education, Jerry Hammersmith does the recruiting for professional staff but a four-member team from the School Committee interviews all applicants including prospective native teacher associates. These latter are chosen in such a way as to assure a balanced representation from the northern and southern parts of the reserve so as to avoid unnecessary alienation and friction within the community.

Lastly, a Curriculum Division with a director and a twelve-member all native staff was set up to serve the needs of the James Smith Community School. Canada Manpower is sponsoring the venture through its Local Employment Assistance Program (LEAP). The staff has produced a first set of Indian readers and is working on eleborating further reading materials. They use audiovisuals and have recently started to produce a weekly 15-minute radio program which is aired from the Melfort (a neighboring town) radio station.

The core funding for the school comes from the Department of Indian
Affairs (D.I.A.). Other sources of funding come from short term federal make
work funding programs, Local Initiative Program (L.I.P.) and L.E.A.P.
Education funds first come to the Band Council and are then administered by
its education branch which in turn hands out contracts for particular jobs
such as sewage disposal and transportation to local entrepreneurs. For
example, ten new buses have been bought by the James Smith Bus Lines to meet
transportation needs of students. Some funds are available also from the
Department of Indian Affairs for post-educational purposes. Trips to North
Dakota and other parts of the country by James Smith residents to gain first-
hand information of alternate approaches to Indian education have been
financed by such monies.

Current Status and Observable Results

For those involved with the school, there doesn't appear to be any doubt
as to whether or not the objectives are being achieved. Plans have been drawn
up for a new permanent complex in which there would be no traditional
classrooms but rather smaller learning centres within large instructional areas
rich with learning resources.

Yet, it has been observed that not all parents understand or agree with
what it going on at the school and a few have opted to leave their children in
the Kinistino school. Nor do all students understand and appreciate the process
in which they are involved. Some cases of vandalism have been mentioned,
while some students experience confusion and anxiety about the new approach.
One unanticipated result is that the school has had a very large enrollment.
Approximately 275 students came when the school first opened, about 350 in 1974,
and about 400 in 1975.

Special Characteristics, Problems, and Innovations

The people associated with the development of the James Smith Community
School have had to cope with the problems experienced with change and growth.
Firstly, the school has had to cope with less than enthusiastic cooperation on
the part of officials of the Department of Indian Affairs. Supplies and
equipment have been hard to come by and money services uncertain. Officials
of the Department of Indian Affairs, it is believed, have a vested interest
in minimizing the positive results generated by local control. This could
explain why the $60,000 needed to implement a proposed on-going evaluation

system has not yet been approved. However, James Smith officials estimate that the project is starting to get endorsement from the political community. Also, reserves in Saskatchewan and across the country have been looking with interest at the development at James Smith.

It seems important to organizers of the school to learn to rely on their own resources in the achievement of their aims. Learning to discern incompetence among civil servants should help to avoid many unpleasant setbacks. "It should never be assumed that anybody knows what he's talking about unless credentials have been firmly established." Secondly, it seems important to be able to admit that mistakes have been made and to accept them. Finally, no one having a real or potential interest in the development of a project should be excluded from participating in its elaboration. Everyone should be made to feel that they have got a stake in it.

ONTARIO ASSOCIATION FOR CONTINUING EDUCATION

DESCRIPTIVE TERMS:

educational association, continuing education, local continuing education councils, learning network, television, computer terminal, action/research projects, ad hoc organizational structure.

ABSTRACT:

Objectives: to provide focus leadership, information and consultation services for people and agencies engaged in continuing education.

Population: Practitioners in continuing education in Ontario.

Methods:
(i)   formation of a learning resource bank and network through television, computer terminal, video, etc.;
(ii)   provision of opportunities for practitioners to meet and plan change;
(iii)   action/research projects;
(iv)   committee on legislation.

Training Component:
(i)   workshops in problem-solving for members of the Association;
(ii)   other workshops in accordance with needs of members;
(iii)   possibility of store-front localities for public education.

Organizational Structure: Board of OACF elected annually; Annual Conference of representatives of member agencies; system of ad hoc task forces rather than standing committees ("adhocracy") - seeking a more fluid and flexible structure to respond to changing needs.

Funding: about 50% government (Provincial); about 30% from consultations, sale of resources, and private foundations; about 20% from membership fees. Seeking independence from one source.

Evaluation Process: Formal evaluation procedures at Board level not successful; now based on feedback from staff, private individuals and other agencies; success gauged from demands on staff from other agencies and individuals.

ANALYSIS:

In relation to the criteria set out in the introduction the programme seems strong in the following respects:
- having a broad conceptual and philosophic basis of a "task-force" approach and emphasis on learning rather than teaching;
- having both an educational and political thrust;
- involving a wide representation of workers in continuing education;
- trying (and to some extent achieving) a spread of support, so as to increase independence from a dominant source of funding;
- encouraging participation by membership.

REFERENCES:

CONTACT: Don Groff, Executive Director, Ontario Assn. for Continuing Education

Ontario Association for Continuing Education (OACE)

Background, Origin and Objectives

The Ontario Association for Continuing Education (OACE)
was formed in 1968 as an amalgam of Ontario members of two
other educational associations, the Canadian Association
for Adult Education (CAAE) and of the Continuing Education
Division of the Ontario Education Association (OEA). OACE
was formed to provide an opportunity for practitioners in
the field of continuing education in the province to come
together as an association to meet common needs as defined by
its founders.

The needs are evident in the initially stated objectives
which were to provide focus, leadership, information and
consultation services for individuals and organizations
who were occupied with, interested in or concerned with
continuing education in Ontario. OACE was specifically to
encourage the formation and development of municipal, area
or regional councils; initiate training and development of
continuing educators, and programs to carry out special
projects. These objectives were publicized by brochure,
letters patent for incorporation and a newsletter. None was
considered more important because they were seen as inter-
related.

The objectives have not changed but there has been a
shift in continuing education as such from formal and
informal kinds of program that goes on after regular education
to something that goes on for a life-time. The objectives
have shifted from education to learning; from "for adults
only" to all ages; from passive to action-orientated, especially

regarding social change. The impetus for this shift came from a UNESCO report in 1973, Learning to Be, and from the Commission on Post Secondary Education (COPSE) in 1972. These objectives are generally acceptable to all sectors; any opposition would cut across all the sectors.

Procedures, Organization and Evaluation

One method of facilitating learning is to identify the network of human and material resources working toward these objectives and linking them together. Another method is to provide the vehicle by which those elements can come together to plan strategies for change, as for example, the OACE task force in correctional services. A third method is action/research projects such as the community colleges action/research projects on the learning community, and native legal awareness projects. A fourth method is consultations with local, regional, and province-wide policy-makers concerning formulations of policies supportive of the organization's objectives.

An example of some of the things OACE is doing is the project to develop a "learning network" which grew out of the director's awareness that there are a lot of people and groups that need to be in touch with each other because they are working on the same or similar problems and would be mutual resources to each other. A staff member was hired to find out how people get in touch with each other and what needs to happen so people can learn with and from each other both as individuals and in groups of various kinds. The learning network is being developed with the

Ontario Educational Communications Authority (OECA) around
a television special which is trying to become responsive
to its audience. To encourage people to do more than watch
and listen, the project invites interaction between people
in the T.V. room and the viewers. A unique feature is the
development of a computer terminal. As people phone or
write in with questions or information they are put in
touch with the appropriate person or group and their own
names and interests are added to the computer. As the
learning network develops, a learning bank of material and
people resources is also developing. And since it is not
a program being carried out but a process being discovered
and developed, the process is being documented as it happens
using audio, video, diaries, journals and write-ups. Thus,
problem-solving is being recorded as the project develops.
The staff member also goes out to schools and agencies to
work with volunteers, holding workshops and problem-solving
sessions and helping people to link up with others who are
working on the same kinds of problems. It is an open-ended
form of learning in which all are learners and teachers at
the same time. It could be leading to a storefront learning
centre as a place where people could be put in touch with
people, bases of trust could be built and people encouraged
to interact with each other. A working hypothesis is that
people learn from people.

The methods applied by OACE have changed since inception
and the impetus came from a new Board of OACE that became
action orientated and hired its first full time executive

director. The change was from a traditional structure of
Board and Standing Committees to a more ad hoc organizational
nature in which there are self-dissolving task forces,
instead of committees, which dissolve as their tasks are
completed.

There has been some, but surprisingly little, opposition
to the methods. Some don't like the overtones of social
change by which is meant changing from a society organized
in master-apprentice or hierarchical and authoritarian kinds
of human relationships to one that provides for alternative
horizontal structuring of those relationships within various
institutions.

The Board of OACE is elected annually; there is an
executive office and the remainder are ad hoc groupings;
task forces, project groups and work teams.

Staff of OACE must have a committment to the objectives
of the association and to the project; they must have a
tolerance of ambiguity and flexibility; and have the specific
competence required. They need to have the ability to
re-define any given situation and therefrom re-design
responses to it. They must be humane. The rest they can
learn. No academic degree is required and there are no
distinctions between volunteers and paid staff. Experience
is not necessary. There is only one full time staff person
besides the executive director.

The staff are orientated before they come. They have
spent time shopping around, attending events, involving
themselves in activities of the organization on a limited
basis. They get exposure by actual involvement and then

zero in on something specific. And of course they do some reading and talking with others.

Training varies according to the learning style and specific needs of the individual. Some may be working on a degree program; others may get involved in short term workshops.

Participants hear about the program by newsletter (ORACLE), inter communiques and mailings which are packets, nine by twelve inch envelopes, that go out periodically with an assortment of things in them. Participants are involved in decision-making if they are affected by the decision. When a decision has to be made an attempt is made to assemble all those who should be involved in that decision. It happens at the Annual Conference, seminars on the implications of the various reports and Board meetings which are open to all. There is no way to estimate how many people are reached in any given month but there are from forty to fifty people involved on a regular basis.

Funding comes from various sources: about one half from government; about thirty per cent from consultations, sale of resources and foundations; and about twenty per cent from membership fees. The allocation of funds is difficult to define because the director's salary, for example, comes out of the field program and 10% from administration. Of a budget of $80,000, $33,000 goes to program and field development, $18,000 to administration, $13,000 to program maintenance, and $16,000 for projects which are self-contained. There have been interruptions in funding but eventually it has always arrived.

A formal process of evaluation was provided for at
Board Meetings but hasn't worked. Periodically a review is
done by making a chart of the work which is going on, the
task assignments and target dates. Performance is measured
against the objectives and goals. When evaluation is done
it is not a matter of success and failure measurements
that are used but of calling everything into question and
assessing what is happening and from this come indicators
for the next steps. Feedback also comes from staff, private
individuals, and other agencies and is both solicited and
unsolicited.

Current Status and Observable Results

The program is an on-going process and thus its status
is constant. One-year objectives are set although now the
program is moving to three-year objectives. The only
constancy is change. The program is constantly being
interpreted to others because it makes a heavy use of jargon.
"We have the confidence in ourselves as learners not to go
justifying ourselves to others."

Observable achievements have been the rapidity and
flexibility with which the program has been able to gather
people of common concern. Also the high level of creativity
in defining and redefining issues and responses to them.
Another is the degree to which the organization has been
able to incorporate a wide spectrum of groups and individuals
who perceive a commonality. Mostly, people have no trouble
seeing the connection. Leisure and learning are only two
different ways of stating the same thing. People are finding
a commonality while preserving their differences. A question

regarding "this societal thing" is, "Can we tolerate differences?" A noticeable unanticipated consequence was the speed with which all this happened. Staff had expected people would be too locked in to other ways.

In other fields, as for example the political, there has developed a select committee on **legislation.** The members of that group have been able to sit down, express the same values and work from them even though their political careers were at stake. The community schools movement and the teachers federation, and principals too, seeking renewal of elementary and secondary school systems, are other areas where the same educational theories and principles are becoming operative.

Special Characteristics and Problems and Innovations

OACE is learning about change, how change occurs, how to cope with change, and how to be comfortable with change. They are learning about how they cope with or avoid differences. These crunch issues have widespread application as far as OACE people are concerned. What it is to live beyond the stable state is something many people in Canada and other countries already have. It is the horizontal, non-competitive, non-adversarial style of structuring human relationships, away from the one-up-man-ship games. It is that there is an alternative way of being together, taking responsibility for resources: personal, human, societal and environmental. The task ahead is to learn and make this operational. In the international community we have more to learn than we have to share. We have to become more aware that too much

of what we do is really our attempt at making others over
in our image.

One problem faced successfully was that of working with
government. The problem was, could OACE people affect
public policy and remain true to themselves, not get closed
off, and not experience a breakdown in communication? They
did it successfully with the Ministry of Education in Ontario.
Their encounter with the Ministry is leading to further
collaboration in decision-making.

Another problem is funding in the sense that OACE wants
to reach its goal of independence in funding.

Yet another problem is the Board. The Board is intent
on not playing controlling roles but so far has not been
entirely successful. Their task forces self-select, so,
the argument goes, why not the Board also? They haven't
found an election process that fits. It is still quite
traditional.

There is also a problem of fully involving the members,
of keeping up with the information.

OACE's special organizational structure is its
"adhocracy". It is the only way it could function. It means
that nothing is fixed or standing. They can respond to
anything. The structural change needed is finding an election
process for determining the Board that fits. The program is
not expected to come to an end. Facets will end and new ones
emerge. Several task forces have dissolved in favour of new
emergent ways to address itself to the situation and a new
structure to do it.

DESCRIPTIVE TERMS:

Urban community; Immigrants; Settlement house, social welfare; community participation; self-help; social services; self-development; housing.

ABSTRACT:

Objectives: To develop individual strengths and community well-being, toward social justice and a democratically responsible society.

Population: Residents of inner-city Toronto, particularly lower income groups.

Methods: Staff attend meetings of existing groups, make acquaintance, and work with them on small projects of the groups' choice, acting as a resource.

Training Component:
(a) Staff training at staff meetings;
(b) No formal training of community people, but some educational programs, eg. music.

Organizational Structure:
(1) Board of Directors - one third community people; one third workers in the community; one third outside resource persons - elected;
(2) Executive;
(3) Task committees and staff units - staff, volunteers and paid persons;
(4) Sounding Boards of interested people who meet two or three times a year.

Funding: 51% United Community Fund; 35% provincial and city governments; 10% private donations, 4% fees for service.

Evaluation Procedures: On-going evaluations by Program Committee on basis of feedback from staff units. In 1971 an evaluation of the centre's total approach was made by inviting some community people in to discuss the approach and its underlying purposes.

ANALYSIS:

In relation to the criteria set out in the Introduction this programme seems strong in the following respects:
- encouraging and involving people in planning, decision-making, and implementation - at Board and project levels;
- being concerned with a range of interests - social and cultural - as they emerge from the community;
- having a broad conceptual framework of operating in response to needs articulated by the community;

The programme seems weak in the following respects:
- within its broad conceptual framework it appears to be without clear focus, and its objectives appear to be diffuse and ad hoc; it is not clear how they get at basic economic and social issues.
- it is not clear how extensive its effective population is;
- it appears to have no clear or long-term educational or learning perspective and training approach.

REFERENCES:

CONTACT: Tony Souza, Director of Community Development

ST CHRISTOPHER HOUSE - Toronto

Background, Origin, and Objectives

St Christopher House was started in 1912, by the Presbyterian Church in Canada, to help meet the needs of immigrants who were arriving by the thousands from the British Isles and other European countries. Previous to this, the Board of Moral and Social Reform of the Presbyterian Church had been fighting against importation of drugs, houses of prostitution, and open gambling. They had spoken out, and gone to the Government and the police (R.C.M.P.) for help but without results. The Board became weary with the limited and rather superficial approach to the social sores of the community. At this same time, 1909, the Presbyterian Brotherhood, a men's group of the church, came out with a statement that they were "aroused" by the work of the Board and had come to the conclusion that "every individual must carry some responsibility for his community, both local and national" and that they "were prepared to do so." The Board picked up the challenge. They looked at Toynbee Hall in London, at Hull House in Chicago, and decided on a plan to start Settlement Houses in Canada's major cities, beginning with a pilot project in Toronto.

In 1912 a house at 67 Wales Avenue was purchased and a Settlement House was operated for five years, without a Board of its own, by the Board of Moral and Social Reform

in consultation with the Headworker and her staff (Dr
Shirer and Miss Carson). People came and lived in the
house, lived and worked in the community, on the under-
standing that "we cannot solve a problem until we know it
and we can never know it until we go live with it." The
people of St Christopher House began activities such as
teaching English language classes and holding well-baby
clinics.

The broad objective of the program was social welfare,
that is, there was a deep concern for the well-being of
the whole community and the concern of the whole community
for that well-being. A democratically responsible society
was envisaged. There was not to be a relationship of
givers and receivers but of the total community in action
to serve the total community.

In 1970, a group at St Christophers decided to take
stock of the House in view of its objectives and their
current relationship to their community. This group
recognized that as a place for providing services such
as meals on wheels, something for the youth and et cetera,
they were really doing what the City Parks and Recreation
department should be doing. Staff at St Christopher House
were working regular office hours, did not go out into
people's houses but had people make appointments. They
did their work inside the building.

In 1971, the staff invited some community people to
join them in this evaluation group and help with defining

their purpose which had at its core the idea of getting the community to take on all the responsibility that should be theirs and become involved in all the decision-making that was affecting their lives. A new, yet old, purpose was evolving. The objectives were to develop individual strengths, promote community participation, encourage local groups, foster self-help opportunities, respond to community needs, make maximum use of community resources and develop policies, programs and activities through a continuous working together of all those interested in or involved with the work of the House. What has happened is that people at St Christopher House realized that they had strayed from the early objectives of the House and that now they were returning to those objectives and spelling them out in relation to the needs of the people in the community as understood by people of the community.

These objectives are generally acceptable to the community at large and by most levels of government.

Procedures, Organization, and Evaluation

The method at St Christopher House begins with "walking with the people for a while." Rather than making door to door calls, the staff of St Christopher House go to meetings where people gather. There they try to become acquainted with them, work with them on some small project and build a relationship of trust. They

learn what their culture is, are sensitive to that and
to how the community lives. After about nine months
they have talked to enough people to have a feel for them,
and to be able to identify their areas of concern which
they have helped them to define. Local Initiative
Programs (LIP) of the Federal government are seen as
having been helpful in matching jobs and people because
the LIP programs are designed by local people, and those
whose projects are approved then receive a grant from the
government to administer the program. The Staff of St
Christopher House now feel that they are acting as a
resource to the people of the community in programs
defined and developed by the people. It is a gradual
process. Staff feel their roles have changed from
directors and operators of programs to resource persons
to community people who are now directing and operating
their own programs. The staff do not "help" the people
of the community. Such paternalism, St Christopher House
believes, destroys 'community'. Staff recognize that
they need the community as much as the community needs
them and they see themselves as an extension of the
community.

St Christopher House has a Board of Directors which
until recently was comprised mostly of people from outside
the community who were appointed to the Board. The Board
is changing in composition. Now it is comprised of one
third each of people who live in the community, people

who work in the community, and outside resource people. A process is being developed whereby people are elected, rather than appointed, to the Board. This means that the staff are becoming accountable to the community in the sense that the community now has a mechanism for hiring and firing staff, a control they do not have over certain government welfare and family benefits departments.

Under the Board are the Executive and the Committees of Finance, Social Issues (which takes stands on social issues), Program, Personnel and House Maintenance. The action part of the program is carried out under the Program Committee by the staff units, each comprised of one staff person, volunteers and paid persons. Each program area, such as Early Childhood, Youth Services, the Music School, Portuguese, Older Adult Centre, Community and Adult Services and Administration, has one staff supervisor and as many other staff as necessary.

Staff being recruited must share the objectives of social justice, social change, of doing things "with" not "for" people, and the team approach. They must have a sensitivity to people. There hasn't been any new staff hired in recent years. Training goes on in staff meetings of each unit and in the meetings of all staff three or four times a year when major issues of the house are discussed.

The program is communicated through its activities and through a newsletter which also goes to a list of people in the wider community every four months. Every

program that is developed by the program committee, which
itself is comprised of staff and community people, is
tested on the community through 'sounding' boards. Each
unit has its own sounding board which is comprised of
the staff and people outside and inside the community
who are involved in the unit plus other interested
residents who come together two or three times a year to
act as a sounding board for the programs. In these
procedures, participants have full opportunity to
participate in all the decisions made in St Christopher
House, which affect them. St Christopher House comes in
contact with about 2000 people on an average month, and
an estimated sixty people are involved in regular day to
day decision-making.

St Christopher House receives 51% of its funding from
the United Community Fund, 35% from government sources
(10% provincial, 23% Metro Toronto, and 2% City of Toronto),
10% from private donations and 4% from fees for services.
About three-quarters of the funds are allocated to staff
salaries and benefits. Otherwise the breakdown is as
follows: 20% on Youth, 25% on Early Childhood, 11% on
Music, 23% on Older Adults, 16% on Adult Services and
7% on Community Development.

On-going assessment, evaluation and feedback is
provided for in the Program . Committee which receives
input from all Units and sounding boards. The Units
meet every two weeks and all staff meet once a month.
In this way the assessment and evaluation and feedback is
an integral part of the process and is always happening.

Current Status and Observable Results

St Christopher House is fully established and its program is fully operative, although some parts of it are always at one stage of development or another.

The noticeable observable results are especially the ways in which the people now stand up to certain government authorities such as the Housing Corporation, the landlord of many of them. When the Housing Corporation tried to interfere with the co-op store of the people, it was told in effect that it wanted no interference. People are proud of their community and see it as the place where they desire to live.

One of the unanticipated problems was the trouble experienced with certain professional workers of the government welfare agencies. A worker "snooped" on the private lives of her clients and those that frequented local bars were cut off welfare benefits on grounds that people on welfare have no right to spend welfare money on alcoholic beverages. Some members of the Board of Social and Moral Reform back in 1909 might have agreed but the current Board and Staff of St Christopher House do not. Staff of the House supported the people against the professional worker on this issue. The lack of identity with the people of the area , to say nothing of the insensitivity of some professionals with other agencies, has been another unanticipated problem.

The method of St Christopher House is relevant only if the agencies using it cease to be agencies providing services. Providing services does not change

things, agencies cannot be the voice of the people, they get bought off too easily because they are so vulnerable with their funding sources. Agencies usually strengthen themselves but not the communities they service.

Special Characteristics and Problems and Innovations

St Christopher House has learned in recent years that to be effective in really strengthening the local community, it had to stop providing services to and speaking for the people and start involving people in the process from the very start, even before a program is conceived, and encouraging them to control and direct programs of their own devising.

One of the problems is that the staff of St Christopher House still don't know where they stand with the workers of the government agencies operating in the area. These relationships have yet to be worked out. Another problem is the limits to which they can "rock the boat". The current solution is to support the people and to comply with a minimum of government regulations relating to funding, even though some feel that the government is not serious about removing poverty.

There are still a lot of people in the community who are not involved in taking responsibility for their community and this remains a basic challenge. More money needs to be put into low income areas. For example, mothers on welfare need more money to enable them to

have some time for themselves, for self-development.

St Christopher House expects the program to continue to expand and that they will be able to keep funds coming in.

DESCRIPTIVE TERMS:

     urban renewal, action research, neighborhood groups, grass roots organizations, community organizers, community convention, citizen groups, political structure.

ABSTRACT:

     Objectives: by just and democratic means to build a grass roots organization to implement the decisions of the people and protect them from arbitrary decisions made outside the community.
     Population: residents of Riverdale area of Toronto.
     Methods:
     (i)   Community organizers knocking on doors to identify issues;
     (ii)   neighborhood meetings;
     (iii) confrontation of powerful decision-makers;
     (iv)   negotiation with such decision-makers.
     Training Component:
     (i)   On-going and in-field staff training;
     (ii)   no clear indication of training of local people.
     Organizational Structure:
     (i)   Annual Community Convention;
     (ii)   Monthly Delegates' Assembly;
     (iii) Executive Council - officers and chairmen and vice-chairmen of local actions committees;
     (iv)   Staff Director and staff
     Funding:
     (i)   three-fifths government (City and Provincial);
     (ii)   two-fifths churches, UCF, business, memberships, friends, etc.
     Evaluation Procedures:
     (i)   informal and on-going, related to success of projects;
     (ii)   Executive Council on-going evaluation on basis of action committee reports.

ANALYSIS:

     In relation to the criteria set out in the Introduction, this programme seems strong in the following respects:
     - encouraging and involving local people in identifying and dealing with local problems;
     - involving a significant portion of the residents of the area;
     - relating to both social and political aspects of development.
     In relation to the criteria this programme seems weak in the following respects:
     - though the funding sponsorship is quite wide-spread, there was heavy reliance on government funding (the cessation of which has stopped the programme).
     - though in the actual operation itself there was a systematic approach, there seems not to have been a clear conceptual framework.
     - having no clear and long-term learning perspective and training approach.

REFERENCE:

CONTACT: Consuello Leslie, Chairman, Riverdale Community Organization

GREATER RIVERDALE ORGANIZATION - Toronto

The Greater Riverdale Organization (GRO) has its origins
in an Urban Renewal Project in Toronto's east end in the
mid 60's which expropriated some 250 homes and frustrated
residents, local clergy, and community workers as they found
themselves powerless to reverse the decisions already made
by various levels of government. This experience led, in
1969, to the formation of the East Don Urban Coalition, a
small group, mostly clergy, who were determined to provide
the people in the area of Riverdale, with an opportunity to
mobilize and "come to grips with their needs and problems,"
and find "satisfactory solutions." The impetus for the
organizing came from Rev. Norman Thomas of WoodGreen United
Church and the project was planned and carried out through
the Coalition by the Staff Director, Don Keating, whom they
hired.

The objectives as initially stated in the contract
drawn up between the Coalition and the Staff Director were
"to discover, by action-research, whether there are issues
in the south Riverdale area about which enough people are
sufficiently concerned to organize themselves for effective
solutions." Six months later when several neighborhood
groups had been formed around local issues and additional
agencies and institutions had been drawn to the project, they
came together as the temporary Riverdale Community Organization
and stated their purpose as follows:

> "The purpose is by just and democratic means to
> build a grass roots organization to implement

the decisions of the people and to protect us
from arbitrary decisions made outside the
community."

The same basic objectives are also found in the constitution
of the Greater Riverdale Organization, the name by which
the organization was known after its founding community
convention in 1972 as a mass-based community organization:

"To build, by just and democratic means, a grass
roots organization representing all the people who
live, work, or worship in Riverdale, and to implement
the decisions of its member groups."

The most important objective was to build a grass roots
organization and the most talked about goals were the twin
goals of building organization by winning results on problems
in the community. By building organization the people would
be building the power to make their own decisions and
influence their implementation. This would of necessity
involve sharing decision-making power with those who usually
made the decisions for the people.

In principle, these objectives were acceptable to the
community at large, the various levels of government, and
other agencies. There was no disagreement on objectives
within the organization.

Procedures, Organization and Evaluation

The methods used by the Organization are best described
by the process which was followed. Community organizers
knock on doors in the community to identify issues and
individuals who are prepared to act. The people are brought

together in a neighborhood meeting to identify how the
problems affect them, to discuss goals and methods, as well
as the implications of making particular decisions, and to
hold an election of temporary leaders. Having agreed usually
on the twin goals of winning results and building organization,
the group sets about to deal with the specific problem in
a way that builds their own power. That is, they purposely
avoid using someone else's power and instead invite the
person whom they see as responsible for the problem to their
next meeting. At that meeting they hold that person
accountable as they confront him with the specifics of how
the problem he is causing affects them, and with their demands
about what they want him to do about it and in what period of
time. Then the negotiating begins. As groups win and build,
they are brought together on larger issues until the whole
community is ready to plan its founding convention at which
time it adopts its constitution, secures a mandate for its
action program and elects officers.

These have been the methods since inception. There has
been some opposition within the community but nothing compared
to the opposition from some politicians, bureaucrats, and
corporate leaders. They opposed the confrontation which was
threatening to their power but which was the creative aspect
for the people because they were achieving some justice.
The opposition was recognized as a sign of success, a sign
that some measure of redistribution of power was taking place.

Power resides in and derives from the Community Convention
which meets annually to approve the action program, elect
officers and approve ammendments to the constitution. The
Convention is open to everyone who lives, works, worships,
or goes to school in Riverdale, but they have to organize
in delegations of ten from participating groups.

The Delegates' Assembly meets monthly to carry out the
program approved by the Convention. It has the power to
establish the necessary committees, control the budget, and
deal with reports from the Executive and action committees.
The Delegates' Assembly is comprised of delegates from member
groups.

The Executive Council is comprised of the officers of
the organization and the chairmen and vice chairmen of the
action committees. The Executive Council supervises the
day to day program of the Greater Riverdale Organization and
has authority to hire a staff director. All committees are
accountable to the Delegates' Assembly but the neighborhood
groups, like all member groups, are autonomous.

The Staff Director is accountable to the Executive
Council and has the power to hire the staff who are
accountable to him.

The program is of, by, and for the people with assistance
from paid staff. It is communicated to the general public as
the actions achieve significance sufficient to attract the
media. Otherwise, it is done by staff and local leaders as
they continue knocking on doors and organizing more and more
people.

The participants are the people who live, work, worship or go to school in the Riverdale area. They all participate directly in the decision-making of their own groups, in any of the administrative or action committees that they choose to belong to, at monthly Delegates' Assemblies and at the Annual Convention. They participate indirectly in the Executive Council through their area or interest vice president if they are not an officer or committee chairman themselves. In any given month, the program reaches at least one thousand people and fifty to sixty people are involved in decision-making on a regular basis.

The criteria for staff and local leaders are much the same except for the Staff Director. The Staff Director preferably is someone who has organizing experience building a mass-based community organization through to its founding convention. Community organizers hired by the Staff Director must be able to identify with the people and their needs, be able to move with the people, and be trainable. Local leaders are elected for either their leadership in community actions or their acceptance as able to represent a given interest group.

Staff are introduced to the philosophy of the program by a brief theoretical orientation and then through involvement on the streets as assistant to a worker of some experience.

Training of staff is in-field and on-going and takes place basically in the daily staff meetings where organizers are required to present what they have done, what they propose to do and defend it among his or her peers and with the staff director as a team. Some individual one-to-one meetings

also take place between organizers and between them and the
staff director.

Three-fifths of the funding came from some level of
government; and two-fifths from churches, United Community
Fund, business, memberships, 50/50 draws, benefits, unions,
and friends. Funds were allocated as follows: about four-
fifths on salaries and benefits and one-fifth on maintenance
and program. Funding was often interrupted, three times
for a period of four months each over one 18-month period.
This was due largely to the controversial nature of the
program but sometimes to the ponderously slow bureaucratic
processes of government.

Effective community organizing involves evaluation as
an indispensable part of the process. Groups and committees
plan strategies, carry out an action, then evaluate it as
plans for the next action are made. This process goes on
informally as a matter of course in the neighborhood groups
and action committees. It goes on somewhat more formally
in the Executive Council as reports from the committees are
assessed. Staff are constantly evaluating on a daily basis
and withdraw from time to time for a day to take stock. The
Staff Director and a team of leaders, usually the key people
in the Executive Council, are involved informally in evaluation
at least weekly. There has been no formal process of evaluation.

Current Status and Observable Results

The Greater Riverdale Organization, after four years
of winning and building, found itself unable to raise the
necessary funding to hire staff. As a result, it is now

defunct, as various people try to find more funding.

The observable results were especially evident during the four years. People found they could come together, make rational decisions and take effective actions. About 200 victories were accomplished in the four years. Especially observable was the effect the process had on the participants: they spoke of the light they could see in each other's eyes, of the new pride in their community and confidence in themselves. One of the most unanticipated positive consequences was the way people of different languages, who couldn't speak English, came together around the need for a bus on one of the streets and participated so intensely.

The most unanticipated negative consequence was what happened at the Convention when out of it came a totally new Executive and the continuity was lost. The new Executive were inexperienced by comparison, out of touch with the people, didn't understand their relationship to staff, and they didn't lead.

The effect on other agencies and institutions was impressive. The Toronto Transit Commission was forced to open its decision-making processes to citizens' groups as a result of actions taken against it. The municipal government cut off funds because they didn't like the methods, but departments of city government were made accountable to the Greater Riverdale Organization on matters affecting the people of the area.

Some very important lessons were learned and different

people speak of different lessons. One was the importance
not to lose sight of the people, not only that leaders and
staff should not lose sight of the people but that the people
should not let themselves be lost sight of. Another basic
lesson was the demonstration that working class people can
take hold of the injustices that afflict them and use them
as a means of building power by dealing directly with those
responsible for the injustice or problem. The program would
seem to be relevant to every country where freedom of assembly
is possible because it starts where people are and involves
them in building enough strength to be able to take care of
themselves.

Special Characteristics, Problems, and Innovations

The people in Riverdale overcame the problem of a
conservative political structure and now the problem is a
friendly political structure. Local politicians tried to
change the methods used by the organization whenever it
ran out of money but the real obstacle was the attempt by the
City Council to kill the organization early in its life by
trying to drive a wedge between clergy and people and then
staff and people. As a last resort they cut off their own
financial support and tried to influence the federal government
not to fund the organization.

Administratively and organizationally, when the organization
ran out of funds, it experienced conflicts within the
Executive and power struggles ensued between the Executive
and staff director.

In terms of the action program, sometimes local leaders

short circuited the process by becoming power brokers themselves rather than keeping the people involved. In another instance, the community split over a major development issue as a local alderman sided with the developer against the organization and mobilized his own ward ratepayer association.

The main problem facing the people of Riverdale now is the problem of funding. Until that problem is overcome, the organizing on any major scale is likely to remain at a standstill.

The special organizational structure was the way in which the grass roots were organized into neighborhood groups which in turn became the basis of the organization. The fully developed mass-based organization seemed to get away from neighborhood groups and should money be found to resume the organizing, this would become the central emphasis again.

NATIONAL FILM BOARD - CHALLENGE FOR CHANGE

DESCRIPTIVE TERMS:
poverty program, community use of media, community development,
communications, information, community organization, social animation

ABSTRACT:
Objectives:
(i)   to improve communications, create greater understanding, promote
new ideas, and provoke social change through the use of media in the
hands of the citizens
Population: Self-selected groups in communities anywhere in Canada.
Methods;
(i)   the use of film or video-tape by communities and community groups
to portray themselves
(ii)   training by NFB staff personnel in the use of equipment and in
the language of the media
(iii) use of video-tape material to enter into dialogue with different
levels of government
Training Components:
(i)   With respect to citizen groups, training is related to the use of
the media and to the equipment; this may include some orientation to doing community
studies and community assessments
(ii)   With respect to the NFB Staff, this is accomplished by orientation
workshops and on-the-job training.
Organizational Structure: The Challenge for Change program is governed by
an inter-governmental committee in Ottawa responsible to the Secretary of State
via the Privy Council. There are two executive producers and six regional offices.
Funding:
(i)   The budget is derived from the aid to participating government
departments and the National film Board itself. A small portion of these funds
are available to work directly with community groups.
Evaluation Procedures: There is no evaluation as such of the processes
involved in Challenge for Change. Instead the program tends to offer the results
achieved in various projects as sufficient evidence. There is no indication of
any internal evaluation by the NFB apart from periodic reviews and discussions
by the interdepartmental committee.

ANALYSIS:

This is an imaginative use of the media, especially with regard to its use
and control by the groups most directly involved. It tends to involve a large
number of people in the community and encourages learning about the process while
it is underway. Its major weakness is that no clear evaluation has been conducted
by independent observers. Also, there is a tendency for the program to become
centralized in Montreal or Ottawa.

REFERENCES:

CONTACTS: Len Chatwin, Executive Producer, Colin Low, Producer Film Director,
Laura Sky, Regional Director

National Film Board: <u>CHALLENGE FOR CHANGE/SOCIETE NOUVELLE</u>

Background, Origins and Objectives

"Challenge for Change/Société Nouvelle is an experimental program established by the Government of Canada (in 1967) as a participation between the National Film Board of Canada and certain federal government departments and agencies." It was conceived as a poverty program designed to address itself to regional and social disparity, using media to give voice to those disparities. Challenge for Change/Société Nouvelle grew out of the National Film Board as the brain child of John Kemeny and Julian Biggs. They comprised a film unit at the National Film Board and went informally to Ottawa for support on their idea. The impetus for this "social action program" came from these men plus others at the NFB. There was a realization that for all the country's affluence, there were areas of poverty. It was an era in which the NFB was preoccupied with film as an art. Kemeny was concerned to make it practical again. He came out of the Hungarian crisis and as editor and producer brought a vigorous political and social sense to NFB. They prepared a documentary "These Things I Cannot Change" which impressed first Prime Minister Pearson and then the Cabinet and that's when Challenge for Change/Société Nouvelle got launched.

The objectives have evolved from the beginning. As now stated in the masthead of its newsletter, they are "to improve communications, create greater understanding, promote new ideas, and provoke social change." It is designed to demonstrate the power of the media, when citizens have access to it, to bring about social change. It is to provide people, who have

problems, with the tools to help them communicate, to give them a voice and an ear. The main objective was that it be experimental and use film vigorously and objectively as a social catalyst. The objectives are generally acceptable in all sectors.

Procedures, Organization and Evaluation

The Fogo Island (Newfoundland) program represents the unique method which evolved in Challenge for Change/Société Nouvelle and the current Surrey program in British Columbia represents a return to and refinement of that method. The problem that took the program to Fogo Island, off the coast of Newfoundland, was the demise of the fishing industry there. This meant that the Department of Fisheries was interested. Memorial University, St. John's, Newfoundland, was also interested because through their extension department they had a community development officer, Fred Earle, living and working in the area. In 1967 the first stage of a three year project was negotiated between the NFB and Memorial University.

Colin Low was designated as the film director for the project. He went into Fogo Island to familiarize himself with the situation and identify subjects to be filmed. Two months later a camera man, soundman, and assistant camerman arrived. They filmed continuously for five weeks, accumulating over twenty hours of material. The people were interviewed on subjects about which they were expert, the methods of fishing, and life on the island. Sometimes the film crews set up in a suitable environment and invited people to come and be interviewed; other times they dropped in on people at work or at home. But never was any filming done without their permission

and it was all done on the understanding that they would
screen the films and that nothing would be shown anywhere
without their approval. This procedure plus working through
the community development man and the only local government
on the island, the Improvement Committee, enabled the film crew
and film maker to gain the confidence of the people. People
were facing the demise of their major industry and the
governments were doing nothing in the hope that the people
would re-settle somewhere else so eventually the interviews
contained a lot of spontaneous political comment and the
director found himself "probing very near the bone as far
as some contentious issues of the island were concerned."
The concern of the film maker was to be very non-abrasive,
to keep the tone of the interviews cool, not angry or emotional,
especially when it came to issues that would divide the
community, differences in class, religion, economic status and
ideology.

A local school teacher was hired to assist with the
editing but it was soon discovered that all 23 unfinished
films, a total of 5 hours in length, would have to be played
back. The films were taken to the island and for two months
in the winter selected films were played back through each of
the ten towns, 35 separate showings to over 4,500 people.
There were only 5,000 people on the Island but many saw them
more than once. Only about three minutes of the five hours
were edited out as a result of the screenings. Each evening
began and ended with a light film because some of the films
provoked such tension and heated discussion. As films were

shown they were greeted with loud applause and approving
laughter as the audience recognized themselves or friends
and relatives. Then followed long periods of silence. People
were reluctant to discuss the issues in public before a
crowd of 200 people. There was no tradition of debate.
Formerly, the spokesmen of the Island were the merchants and
clergy. But whenever the long periods of silence were endured
an outpouring was sure to follow because there is a great
oral tradition among the Islanders and people would eventually
open up and express their feelings and ideas.

The film maker got an informal consensus from the people
in the screenings to play the films off the Island, as far as
Ottawa if possible. The films were then taken to a seminar
with academics at Memorial University who were then filmed
in response as to whether the films squared with their view of
the outport problems. Then the cabinet of the provincial
government was invited to an all-day seminar. They were
invited to respond on film to the people of the Island. The
Minister of Fisheries did and his response was played back
on the Island.

As can be seen from a description of this process, the
method is to use film to facilitate communication between
individuals and between communities and to assist in transferring
information from one segment of the community to another
including to and from the community to various levels of
government.   This is called developing communication loops.
Challenge for Change/Sociéte Nouvelle works through local

institutions which are working in the area and which can be
expected to continue responsibility for a sustained program.

The program currently going on in Surrey is similar in
method. It began as a regional project around the issue of
land-use. The Provincial government had put a freeze on all
local improvements. People could not obtain permits to make
repairs to their houses and problems of drainage were being
neglected by the municipal government. The regional staff
of Challenge for Change/Société Nouvelle found that Douglas
community college was interested in working with them on the
issue. Social animateurs were hired and they began to train
people in Surrey on the use of video tape. Citizens were
brought together and the meeting taped. This was shown to
City Council and their responses were taped and played back
to the community. All were shown to the Greater Vancouver
Planning people and the members of the Provincial Government.
As a result things have begun to change. The Provincial
Government promised that the area would remain residential
and they have given the College a grant of $29,000 to hire
three social animateurs to work with and under the direction
of Challenge for Change/Société Nouvelle.

Challenge for Change/Société Nouvelle is directly
responsible, through an inter-governmental committee called
Challenge for Change/Société Nouvelle Inter-governmental
Committee, to the Secretary of State via the Privy Council
office. The Chairman of the Committee is usually from the
Privy Council office and is usually the assistant secretary

of the cabinet committee on social policy. There are eight departments of the federal government involved. There are two Executive Producers, one each for the French and English programs. Each side has a studio and there is a Distribution Officer who is coordinator of national distribution. There are six regional offices each with a regional project coordinator. They have each a budget of $15,000 per year which they can spend providing no single project is more than $5,000. There is a Studio Program Committee comprised of the six regional representatives plus four headquarters personnel. Programs seeking approval must go to the respective French or English program committee of the Film Board. The Studio Program Committee is an innovation designed to decentralize the decision-making authority but according to the regional representatives, it isn't working because those in the National Office do not give up their power and those in the regional offices have so far not been able to take it.

A unique feature is that distribution is linked with production. When a program and budget is submitted for approval now, it must also include a budget for the first year of launching the program. That is, the distribution coordinators are in from the beginning of the idea for the program.

Staff must be able to work with people. People with community organizing experience and audio-visual experience usually make ideal staff. People who have done documentaries are a good source of staff. New staff are put through six weeks of special training on use of the media. Then they are brought to the National Film Board Office in Montreal and on to Ottawa for orientation. Then they are taken to various

project sites to see first hand and get a feeling for the people and projects. The remainder of the training is on-the-job training.

Programs are communicated by newsletter, brochures, and screenings for selected groups. Client groups do not participate in decision-making processes within the program but they are involved in the film making from the beginning. The attempt to involve community groups in the decision-making at the regional level is the recent modus operandi of the regional coordinators, but there is no structure for their participation. Millions of people are contacted through the films.

Funding comes from the eight governmental departments involved, $100,000 each per year, and a matching amount of $800,000 per year from the National Film Board. An additional $50,000 comes from contracts. (Approximately 10% of the budget goes to salaries.) The funding has not been interrupted and in 1974 it was at a peak of one million eight hundred thousand.

The program process is an evaluative process. In some cases there have been research questionnaires used before and after but really the product cannot be measured. The films themselves are as good a measurement for evaluation as any other. Staff gather each year to evaluate program and make projections for the ensuing year.

Current Status and Observable Results

Challenge for Change/Société Nouvelle is securely
established and needs to make no justification for its
existence. The results are not observable unless it isn't
working because if it works it gets so integrated into the
whole organizing process that it cannot be distinguished.
What happens as a result can only be indirectly and only
partially attributed to Challenge for Change/Société Nouvelle.
In Fogo Island, courses supporting the Islanders were offered
by Memorial University; the Government agreed to build a
ship-building yard and an intermediate technology for the
island, the first central inter-denominational High School;
and the Islanders formed cooperatives and built 27 long liner
boats in five years. Later they formed a marketing
cooperative as well. The films were part of the impetus.

There are about twelve films produced each year for
national audiences. Nine were done in the past year in the
Ontario region. One was the Artistic Woodworkers' strike.
Few films are as graphic. There is good reason to believe
that they produced all those police enquiries and the whole
approach of the Globe and Mail to those enquiries. People who
were concerned with what the police were doing had to deal
with a very graphic link between police, government, and
management in industry. The police hitting the people didn't
look right. The tapes forced a number of people who saw them
to deal with this. They were broadcast five times on news
programs. They were screened before politicians, police,
union locals and Humber College Centre for Labour Studies.

Eight to ten thousand people in the region must have seen
them. But the results can never really be measured. People
see a tape and internalize their reaction. If you are lucky,
it comes back out but you can't knock it out.

Special Characteristics and Problems and Innovations

The most significant relevance for other countries is
the way the program uses films. The essentials of the NFB
program are a willingness of members of a society to reach
a common goal; a commitment to working within the constitutional
framework; an ethics whereby the media material will not be
used against anyone, a commitment to positive use.

Establishing communication loops between villages through
films would be vital if anything viable is to develop. If
communication can take place on this plane and energy forms
within these loops it means that the loops work; something good
is happening. If enough energy develops the loops will stand
up and penetrate other planes almost of their own volition.
Challenge for Change/Société Nouvelle's method of starting
indigenously in the community, hiring social animateurs,
working with local institutions and involving people is
relevant to other countries.

The major problem has been getting the different elements
(participants), local citizens, local government, provincial
government and federal government communicating. The problem
for the governments is to understand that there is going to
be flak for them but that it can be used creatively by them
too, that it is not necessarily going to 'destroy' the
government, and that it is not a revolutionary but evolutionary

concept. The task is to convince government that it makes infinitely more sense to go to the people, ask them what they need, involve them in figuring out what it is and what to do about it.

A special problem confronting Challenge for Change/Société Nouvelle is the necessity of taking a radical look at the kind of North American media situation of all kinds. By radical is meant an intensive look, gaining full awareness of the incredible failure of the media, and building a new commitment to re-structure and form a democratically run media. The concern of Challenge for Change/Société Nouvelle is to seed carefully in regions so the results can grow through the structures that participate.

On paper, the structure of Challenge for Change/Société Nouvelle is ideal, especially its decentralization into regions. The problem remains to make that theory actual. The pressure from the regions to be in on the decision-making puts the people at the national level in a squeeze between the region and the Inter-departmental Committee and, so far, the region loses out. Regional coordinators want to carry the method in a different direction. Instead of working with institutions in the area, they want to work with the people around a project such as forming a co-op housing group that actually builds a co-op. Likewise in showing the films in a community they would use it to help a local group organize and stay with the group for a long period of time. Real changes in structure to allow this method represent a difficult challenge because the results would tend to produce conflict

which in turn would threaten the support from the Inter-
departmental Committee and there are no signs of getting out
from under that structure. In fact there is a proposal that
would move things in the opposite direction, namely create
a deputy ministry where all policy and priorities would be
decided. Others within Challenge for Change/Société Nouvelle,
especially at the regional level, see this as a negative change.

CASE NO. 19

COMPANY OF YOUNG CANADIANS

DESCRIPTIVE TERMS:

social change, community development

ABSTRACT:
     Objectives:
     (i) "to support, encourage and develop programs for social, economic and community development in Canada or abroad through voluntary service"
     Population: Primarily disadvantaged groups and communities in Canada
     Methods:
     (i) CYC responds to requests from communities which when approved, lead to the provision of "volunteer" staff. The community must identify its objectives and take responsibility for the management and development of the project, and, as well, direct its activities of the CYC volunteers, who are responsible to the local community.
     Organizational Structure: Council of nine appointed by government, headquarters management group (Executive Director and Regional Directors), Project Area Directors, Field Staff, Local Community
     Training Component:
     (i) Field staff are the only ones who receive any training. (These are those directly involved with communities as staff people).
     (ii) There is no consistent training for senior staff people in CYC or for community groups working with CYC.
     Funding:
     (i) CYC is funded totally by the Federal government
     Evaluation:
     (i) not reported

ANALYSIS:

     The particular approach of the CYC's seems consistent with the principles of community development as outlined in the proposal for this project, for example, it involves a significant number of people in the management of the project at the local level, allocating responsibility also at that level. It encourages labor intensive projects and moreover, seems well based on a sound conceptual framework involving social, political, economic, cultural and educational considerations. It seems weak, however, in the orientation or training of its staff people at all levels. Though undoubtedly there are evaluation procedures, none were reported.

REFERENCES:

CONTACTS: Jules Olivier, Assistant Director; Ivan Poulin

The Company of Young Canadians

Background, Origin and Objectives

The Company of Young Canadians, a crown corporation,[1] came into being in June of 1966 by 1966 by Act of Parliament "to support, encourage and develop programs for social, economic and community development in Canada or abroad through voluntary service."

The CYC, according to the legislation, was to be governed by a Council of fifteen, ten elected by volunteers and five appointed by the federal government. Such a Council never came into being. For the first three years it was governed by an Interim Council, all of whom were appointed by the government. During that time, many of the 50 to 255 volunteers were involved in establishing programs to train disadvantaged people how to organize and improve the conditions of their own lives. The federal government took over complete control of the Company in 1969, by amending the Act to form a new Council of nine, all of whom were appointed by the government.

The objectives of the Company were first spelled out in the report of the Leddy Commission and of first importance was that of bringing about social change. The idea was to provide a structure, a civil service, for young people to give something for their country in the way of social change. The objectives of the CYC did not change but the interpretation did. The early version of the CYC interpreted social change to mean deep political changes but in the second version (after 1970), it changed the focus to non-political changes only.

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[1]See Appendix A for a statement on crown corporations.

Instead of sending staff out to the field, the Company responds to requests from communities. This was the basic change that was brought about. Objectives now are not CYC objectives but the objectives of the groups in the communities. Community people write up their own projects and are required to define long term objectives. CYC volunteers help some groups prepare their applications. The government sees and accepts the CYC as a laboratory, experimenting to facilitate social change. CYC has few contacts with other agencies in Canada but many with groups in the international community.

Inside the CYC, the philosophy of social change is something all employees share in common. However, the interpretation and goals of social change vary from province to province, between the West, Ontario and Quebec.

The change was a change in methodology. Henceforth the understanding of social change would come from the people rather than from the staff and appropriate staff would be hired. "Volunteer control" lost to "government control". The impetus for this change came from the Federal Cabinet under pressure from certain provincial premiers and Montreal's city executive who were embarrassed by the controversy being stirred up by some of the Company's better projects. Following a parliamentary investigation, the Cabinet, however, used the Company's failures - the split between its administration and the field, its lax supervision, and its inefficient, if not irresponsible financial accounting- as its official reason for ending the "volunteer control". The project was put under direct government control, a financial controller was appointed, the more controversial projects were axed and the company was set off on its new non-political, non-controversial direction.

Procedures, Organization and Evaluation

Basic to the method of CYC is that the community group defines their project and have control of the volunteers. Ninety-five per cent of the CYC volunteers come from the communities in which they are working. CYC field staff work as a kind of specialist, training and helping with problems, as a technical resource. The most important thing is to educate and assist local people rather than telling them what to do.

The CYC has a fairly typical bureaucratic organizational structure but in addition there are particular relationships between management and employees. The collective agreement provides for the participation of employees (field workers) in the selection and evaluation of all management people except the Executive Director. These (management) people all work at Head Office except Project Area Directors who act as intermediaries between management and the field.

The management group at Head Office, comprised of the Executive Director and the five or six regional directors and the head of communications, have the final say on what projects are accepted. Applications come from the local communities through the Local Field Staff with or without their approval. Field staff have already explained and applied the criteria such as that there is a quota on how many projects of similar kinds can be in any given area. Once approved, the local people have complete control of their project with help from local Field Staff, of which there may be two they can call on.

Local community groups participate fully in the decision-making: the selection of a project, hiring, issues, program and evaluation. In the majority of cases, the Field Staff accept the programs outlined by

citizens and work closely with citizens to implement these.

Administrative staff at the Head Office are civil servants. Project Directors vary totally in terms of formal education. One has only Grave IV formal education and another is a banker. A university degree is not very important except for administration. Field staff are required to have at least three years' experience in social development, they must have been involved in their own community first, must be dedicated to their own community, able to relate to low income people and may or may not have a degree. The same qualifications are required of Volunteers in the community except they must be between the ages of 18 and 35 and be Canadian citizens or landed immigrants.

There are thirty-six field offices and each one has a field staff person whose responsibilities include promotion of the CYC resources to potential client groups. Field staff make contact with community groups and interpret the program and what kinds of projects they fund. Otherwise groups looking for financial resources and having heard from friends about CYC make contact with the office. From time to time stories on the work of the CYC appears in newspapers but they deliberately keep a low profile because in reality CYC does not see itself as a project but as a "budget and set of criteria" for funding. Sometimes CYC head office holds a news conference when the annual report comes out.

At present, the Field Staff are the only ones that receive adequate training. They can attend courses and conferences within budget limitations, and training sessions are laid on four times ayear of about three days each. Onee a year there is a National Conference of Field and Management Staff lasting for one week and it includes a training compo-

nent on administation and evaluation.

All funding comes from the federal government, currently nearly five million. In 1974 about one-third was allocated for staff salaries, one-half for volunteer allowances and benefits, and the remainder (one-sixth) on program, training, conferences and communications. Funding has not been interrupted.

CYC has been expanding into every area of every province and now the aim is to expand qualitatively. The program has been weak on evaluation and henceforth will make evaluation its emphasis. Groups meet at the end of each month for informal evaluation of themselves. As self-evaluation goes, so go the groups.

Current Status and Observable Results

The CYC enjoys full support of its sponsoring body and is fully operative. Since the program is located in communities across Canada, complaints about CYC are referred to the particular project in question. For the same reason, the observable results are difficult to define in national terms, apart from its expansion by 1974 to 184 projects, 315 volunteers, and 38 field staff. Most of the groups are achieving the objectives they set for themselves. Characteristically, they are into economic development with the stress on producer co-operatives or some similar kind of self-help. The National Office, having achieved the relatively easy goal of expansion now seeks to make its major emphasis that of evaluation and training.

Sometimes projects receiving money from CYC for an agreed upon purpose fail to use it for that purpose and in one or two instances did not even exist except on paper. This is one noticeable unanticipated

negative consequence that has arisen. Another has been the way in
which CYC staff alternately gets the blame or praise for the bad
and good which may go on in a project when, in fact, those staff are
not CYC people but people hired by the project and called CYC staff
because the money was coming from CYC. CYC does not train the staff
who are hired by projects.

Changes which have occurred in other sectors which are related
to the operation of CYC are the emergence of other federally funded
Local Initiative Program (LIP) and Opportunities for Youth (OFY).
These are make-work self-help projects designed by the participants
themselves to meet some specific human or community need. There is
little doubt that individuals and groups who might have come to CYC
for assistance have instead made application to LIP and OFY, des-
pite the fact that the funding period is only half as long (six
months) as that of CYC. Changes in the social and economic conditions
are also related to the operation of CYC. For example, if there are
a lot of proposed expressways to be fought against, or if there is a
high rate of unemployment, CYC will tend to receive more applica-
tions from these kinds of groups.

Special Characteristics and Problems and Innovations

The unique features of the CYC are its method of working with
local communities; its structure of allowing the volunteers in unions
to choose their own management, and their co-workers; and its size in
terms of number of projects and budget. It has all the problems asso-
ciated with a rapidly expanding program. This involves having to learn

how to plan two years in advance and especially how to be sure enough

of what it is doing to be able to make the right decisions with regard

to what projects to fund. One of the main problems in the field is

convincing people that they can change their situations if they stick

together. The focus in the future is on refining the "control from,

the bottom", or developing full decentralization, the training of

staff and evaluation of program. As long as local groups continue

to design projects that interpret social change in non-political

terms, the funding source of the CYC will likely continue long into

the future.

Section 3.—Crown Corporations

During the past quarter-century, as the work of government has become more complex, greater reliance than formerly has been placed on the Crown corporation type of organization as the appropriate instrument for administering and managing many public services in which business enterprise and public accountability must be combined.

The use of the corporate device to harmonize public responsibility in the development of economic resources and the provision of public services with the pursuit of commercial and industrial objectives has led to the adoption of many different forms and formulas of management. The most usual practice has been to set up a corporation under the provisions of a special Act of Parliament which defines its purposes and sets forth its powers and responsibilities. However, during World War II the Minister of Munitions and Supply was authorized to procure the incorporation of companies under the federal Companies Act, 1934, or under any provincial Companies Act to which he might delegate any of the powers conferred on him under the Department of Munitions and Supply Act or any Order in Council. Under this legislation, about 28 companies were created to serve a wide variety of purposes; most of these companies have since been wound up.

Following the successful experience during the war years in relying on the Companies Act for the establishment of Crown companies, similar incorporating powers were granted by an amendment to the Research Council Act and have been incorporated in the Atomic Energy Control and the Defence Production Acts.

In 1946 the Government Companies Operation Act was passed to regulate the operation of companies formed under the Companies Act. However, it was applicable only to a relatively small number of companies and, in order to establish a more uniform system of financial and budgetary control and of accounting, auditing and reporting for Crown corporations generally, Part VIII of the Financial Administration Act was enacted in 1951 and brought into operation by proclamation on Oct. 1, 1952. Upon its enactment the financial provisions of the Government Companies Operation Act were repealed.

One of the more interesting features of the later legislation is the attempt that has been made to define and classify Crown corporations. The Act defines a Crown corporation as a corporation that is ultimately accountable, through a Minister, to Parliament for the conduct of its affairs and establishes three classes of corporation—departmental, agency and proprietary.

Departmental Corporations.—A departmental corporation is defined as a Crown corporation that is a servant or agent of Her Majesty in right of Canada and is responsible for administrative, supervisory or regulatory services of a governmental nature. The following corporations are classified as departmental corporations in Schedule B to the Financial Administration Act:—

> Agricultural Stabilization Board
> Atomic Energy Control Board
> Director of Soldier Settlement
> The Director, the Veterans' Land Act
> Economic Council of Canada
> Fisheries Prices Support Board
> Medical Research Council
> Municipal Development and Loan Board*
> National Museums of Canada
> National Research Council
> Science Council of Canada
> Unemployment Insurance Commission.

Agency Corporations.—An agency corporation is defined as a Crown corporation that is an agent of Her Majesty in right of Canada and is responsible for the management of

* See footnote to p. 154.

Atomic Energy Control Board
Director of Soldier Settlement
The Director, The Veterans' Land Act
Economic Council of Canada
Fisheries Prices Support Board
Medical Research Council
Municipal Development and Loan Board
National Museums of Canada
National Research Council
Science Council of Canada
Unemployment Insurance Commission.

Agency corporations. An agency corporation is defined as a Crown corporation that is an agent of Her Majesty in right of Canada and is responsible for the management of trading or service operations on a quasi-commercial basis or for the management of procurement, construction or disposal activities on behalf of Her Majesty in right of Canada. The following corporations are classified as agency corporations in Schedule C to the Financial Administration Act:

Atomic Energy of Canada Limited
Canadian Arsenals Limited
Canadian Commercial Corporation
Canadian Dairy Commission
Canadian Film Development Corporation
Canadian Livestock Feed Board
Canadian National (West Indies) Steamships Limited
Canadian Patents and Development Limited
Canadian Saltfish Corporation
Company of Young Canadians
Crown Assets Disposal Corporation
Defence Construction (1951) Limited
National Battlefields Commission
National Capital Commission
National Harbours Board
Northern Canada Power Commission
Royal Canadian Mint
Uranium Canada Limited

Proprietary corporations. A proprietary corporation is defined as a Crown corporation that is responsible for the management of lending or financial operations, or for the management of commercial or industrial operations involving the production of or dealing in goods and the supplying of services to the public, and is ordinarily required to conduct its operations without parliamentary appropriations. The following corporations are classified as proprietary corporations in Schedule D to the Act:

Air Canada
Canada Deposit Insurance Corporation
Canadian Broadcasting Corporation
Canadian Overseas Telecommunication Corporation
Cape Breton Development Corporation
Central Mortgage and Housing Corporation
Eldorado Aviation Limited
Eldorado Nuclear Limited
Export Development Corporation
Farm Credit Corporation
Freshwater Fish Marketing Corporation
National Railways, as defined in the Canadian National - Canadian Pacific Act (RSC 1952, c.39)
Northern Transportation Company Limited
Pilotage Authorities:
  Atlantic Pilotage Authority
  Laurentian Pilotage Authority
  Great Lakes Pilotage Authority
  Pacific Pilotage Authority
St. Lawrence Seaway Authority
Seaway International Bridge Corporation Limited (formerly Cornwall International Bridge Company Limited).

Departmental corporations are governed by the provisions of the Financial Administration Act that are applicable to departments generally. Agency and proprietary corporations, however, are subject to the provisions of the Crown corporations Part of the Act, although, if there is any inconsistency between its provisions and those of any other Act applicable to a corporation, the Act provides that the latter prevail. The same Part provides for control and regulation of corporation budgets and bank accounts, turning over surplus money to the Receiver General, loans for limited working-capital purposes, awarding of contracts and establishment of reserves, keeping and auditing of accounts, and the preparation of financial statements and reports and their submission to Parliament through the appropriate Minister.

A further form of control is exercised by Parliament through the power to vote financial assistance to a corporation, which may secure financing through parliamentary grants, loans or advances, by the issue of capital stock to the government, or by the sale of bonds to either the government or the public. Several corporations finance all or a portion of their requirements from their own resources or earnings.

Before 1952 Crown corporations did not pay corporate income taxes. However, the Income Tax Act was amended, effective January 1, 1952, to require proprietary Crown corporations to pay taxes on income earned in the same manner as any privately owned corporation. As a result of this amendment it is now possible to make a more realistic comparison of the financial statements of these Crown companies with those of private industry, and thus assess the relative efficiency of their operations. Crown corporations also pay provincial retail sales taxes, gasoline or motor vehicle fuel taxes and motor vehicle fees subject to the terms of the Crown Corporations (Provincial Taxes and Fees) Act of 1964.

Unclassified corporations. The following Crown corporations, because of the special nature of their operations, are not classified in the Financial Administration Act but are governed by their own Acts of incorporation: the Bank of Canada; the Canada Council; the Canadian National Railways Securities Trust; the Canadian Wheat Board; the Industrial Development Bank; and the National Arts Centre Corporation. The only provision of the Financial Administration Act to which they are subject is that governing the appointment of auditors. The Eastern Rockies Forest Conservation Board (a joint federal-provincial corporation) is also governed by its own Act of incorporation.

Other corporations. Some corporations established by the government are not agencies of the Crown. These independent entities are not subject to the provisions of the Financial Administration Act and do not report to Parliament. The Canada Development Corporation, Telesat Canada and Panarctic Oils Ltd. are corporations of this type.

An alphabetical list of federal Ministers and the departments and other agencies for which they report to Parliament follows. Brief descriptions of the functions of these government organizations and related agencies will be found in Appendix I. The accompanying organization chart illustrates the federal structure to the departmental level. A more detailed chart is available from Information Canada.

Minister of Agriculture
Department of Agriculture
Agricultural Products Board
Agricultural Stabilization Board
Canadian Dairy Commission
Canadian Grain Commission
Canadian Livestock Feed Board
Farm Credit Corporation
National Farm Products Marketing Council

Minister of Communications
Department of Communications
Canadian Overseas Telecommunication
    Corporation
Canadian Radio-Television Commission

Minister of Consumer and Corporate Affairs
Department of Consumer and Corporate Affairs
Canadian Consumer Council
Copyright Appeal Board
Restrictive Trade Practices Commission

Minister of Energy, Mines and Resources
Department of Energy, Mines and Resources
Atomic Energy of Canada Limited
Atomic Energy Control Board
Board of Examiners for Dominion Land Surveyors
Canadian Permanent Committee on Geographical
    Names
Columbia River Treaty Permanent Engineering
    Board
Eldorado Aviation Limited
Eldorado Nuclear Limited
Interprovincial Boundary Commission
National Energy Board
Uranium Canada Limited

Minister of the Environment
Department of the Environment
Canadian Saltfish Corporation
Eastern Rockies Forest Conservation Board
Fisheries Prices Support Board

July 24, 1973 - Star Editorial

B.C. began to put into effect its new policy of placing labour and community representatives on the boards of directors of crown corporations. The federal government - B.C. are making progressive strides toward broad representation - Toronto municipality not doing so. e.g. no labour representatives on the Toronto Transit Commission, the Hydro, the Toronto Parking Authority - also little has been done in this line at the Ontario level.

Reasons for setting up Crown Corporation:

- seeking to combine principle of public accountability with liveliness, initiative, a considerable degree of the free-dom of a quick moving; progressive business enterprise.

The alternative to the Crown Corporation for operating government enterprise is the government department.

Reasons for preferring the Crown Corporation:

(1) Government departments are neither by structure nor traditionally designed for carrying on commercial activities.

(2) The commercial world requires greater initiative, flexibility, independence; freedom from red-tape than can be assured in a government department - the separate board or corporation achieves this end - both in day-to-day operations; in the hiring of staff.

(3) removes a function from politics; attracts businessmen who are familiar with the corporate entity - to pay them salaries higher than the civil service level.

FROM: CANADIAN CROWN CORPORATIONS, CA. ASHLEY/R.G.H. SMAILS, TORONTO
1965. THE MACMILLAN COMPANY OF CANADA LIMITED.

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JAD:GR
March 10, 1975

CASE NO. 20

ALGONQUIN COLLEGE - CENTRE FOR COMMUNITY DEVELOPMENT

DESCRIPTIVE TERMS:

Community development, continuing education, community college, community self-study

ABSTRACT:

Objectives:
i)   To help people in the region assess their needs
ii)   To determine how educational resources might be utilized to provide solutions
Population:
    All communities served by the Algonquin College region
Methods:
    Organizing and consulting resources provided by the Centre usually to begin a self-study program which, in most cases, leads to some action determined by the community
Training Component:
    People inolved in community self-studies are trained in the nature of a self-study and also learn while they are doing it; additional training is provided by the students in the community development program at the college
Organizational Structure:
    The Centre staff serves primarily to help organize communities to determine their own needs and priorities. This structure is informal and tends to vary from community to community, emphasizing that the final decisions and final directions are the responsibility of the community itself and not Algonquin College
Funding:
i)   Grant from the Canadian Council of Urban and Regional Research
ii)   College provides 50% of the budget and the community provides 50%
Evaluation Procedures:
    Not reported, though it is assumed that each self-study has built into it an evaluation mechanism

ANALYSIS:

    This enterprise seems to be a good example of involving a large number of people at the local level in determining their own needs, in organizing to meet them and to carry them out in terms of implementation. It is labour intensive in so far as a large number of people are used and trained on the spot for particular responsibilities. It is well thought out in terms of the College's role and in terms of the role of the community and serves a wide range of concerns including social, political, cultural, economic and educational development.

CONTACTS:

    Allan Clark, Director

    Arthur Stinson, Director, Continuing Education

CENTRE FOR COMMUNITY DEVELOPMENT - Algonquin College, Ottawa

Background, Origin and Objectives

The Centre for Community Development came into being
in 1969 as the brain child of Arthur Stinson, newly-
appointed Director of Continuing Education at Algonquin
College of Applied Arts and Technology, in Ottawa.
Algonquin is a community college and Arthur Stinson
felt the purpose of a "community" college to be what its
name implies and the Ottawa region, he also felt, was
ripe for the resources of the college in helping people
define and solve their problems. The objectives of the
Centre were to be a resource to people in the region by
assisting them in assessing their needs and determining
how educational resources might be utilized to provide
assistance in the solutions. The Centre sought to 'train
communities' rather than individual community workers.
The most important aspect of the objectives was to have
the people of a region assess their own problems and
develop their own solutions, and this objective has
remained constant. The Centre works on the assumption
that if the people aren't involved in how the college's
resources are used and, in fact, if they are not in control
of those resources, what takes place is a kind of
educational imperialism, rather than a community having
the resources for self-learning. The Centre responds
to requests from the community by utilizing the College

and other resources in the community.

These objectives have the support of the community at large, all levels of government and other agencies in the area. Members of Town Councils have sometimes been suspicious but have remained friendly as they discovered that no attempt to change the power structure was being made. The objectives are widely shared within the College which itself has now a Community Development diploma program and many of the departments are seeking ways to become more community based.

Procedures, Organization and Evaluation

After the program of the Centre was defined and accepted, money was found from the Canadian Council of Urban and Regional Research, an independent research body funded by the federal government, and Allan Clark was hired as director. A brochure was prepared and distributed in the Ottawa area making known the College's desire to be used by people within its region, that it would respond to requests from the community. Since that time the program has been advertised through the natural process of its operation.

Requests have come in on the average of fifteen per week. In a four year period ten self-studies were carried out. The Self-study is the model of the way the Centre operates. When a request comes in, the director of the program with the assistance from students and

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other faculty members, and now from community people
who have been through a self-study program, set up a
meeting with one or two individuals to talk about a
community self-study. If this is the direction they
want to proceed, a suitable sponsoring body is either
found or formed and this body calls a general meeting
to consider inviting the Centre in. During one or more
meetings a relationship between the Centre and the
community is established. Questionnaires are used to
begin the process of collective thinking. In essence,
an analysis of the community's assets and liabilities
is made: where the community is going, what forces are
driving it, what is the power structure and where are
the dissenting views. The boundaries of the community
are defined with questions such as Where are the places
of decision making? What Kinds of decision are made
within the community? and What other kinds of decisions
would be possible? During the discussion, roles are
also sorted out and agreed upon: the sponsoring body
will provide a supporting role, the Centre act as catalyst
and guide the process, the participants will make decisions
on what problems to study and do the research.

Decisions would also be made regarding the use of the
media, confidentiality of information, evaluation of the
methods and potential actions arising out of the study.
Elected officials would be informed of the study and their
support solicited.

With entry into the community thus practically achieved, a recruiting committee is formed to find forty to sixty people representing all aspects of the community to be the Study group. This involves a demographic study of the community, preparation of a brochure and sometimes a public meeting to recruit members. Fees are not needed so long as meeting places and coffee are available free.

The Self-study is spread over a 12 week period, consisting of six evening sessions. Between meetings the teams of people do the various assignments. Problem areas are defined, information gathered by various methods and the problems re-defined and clarified. Groups exchange information with a view to problem solving and focus on plans for social action that each will recommend or undertake. At the sixth and final session, the recommendations are made in the form of social actions. Out of it all might come a public meeting or workshop to report and share with the wider community. At this point, the College's responsibility ends. The community may request help for any continuing project and the College would respond on the basis of its assessment of the value of the project to the community and of its own resources. Participants are invited to analyse their own learning in terms of insights, feelings, new understandings, questions and methods.

Participant groups participate in all the decision-making; they are the initiators of all the projects and

participate in the whole process.

The qualifications, experience and personality criteria used in the selection of staff for the Centre are related to their ability to work with people. They must be "together" themselves, able to express their feelings, be comfortable with groups, able to "hang loose", have a sense of humour, be articulate and have had experience with the process or have been through a self-study. The Centre recruits its staff from community people who have been through a self-study, or from students who have been involved in the diploma Community Development Program of the College. The staff are thus already fully acquainted with the program and evaluation, and self-evaluation goes on all through the process between the staff and the director.

Funding sources, about $100,000 annually, come about fifty per cent each from the College and from contracts made with communities. About 85% goes to salaries; 10% on programs, 5% on expenses.

Current Status and Observable Results

The Community Development Centre is fully operative and expanding. It has worked with 40 neighborhoods and helped with ten self-studies. The program does not have to be justified but there is constant dialogue within the Centre about what it is doing and should be doing and it has high priority with the College as its sponsoring body.

Many departments within the College and other universities in the area are seeking to develop a community base of being more open to the total community. As a result of the self-studies, several actions have been carried out by the citizens, such as a neighborhood park and ice skating rink, a course on preparation for marriage, an association of parents of children with learning difficulties, a tree planting, gardening campaign, and clean-up of the waterfront; an information booklet on existing services; a Planning Board set up, official plans developed, and consultant hired, and a full-time Recreation Director hired. The Community Development Centre has been in constant demand to organize leadership skill courses, workshops on a variety of concerns, showing of films and many other resource needs. Staff at the Centre estimate a 75% to 95% success in terms of their objectives for the program.

Special Characteristics and Problems and Innovations

The special feature of the Community Development Centre and one that appears to be universally relevant is the developmental method. The Centre does not devise programs and solicit community participation for approval but responds to requests from the community and provides the support and guidance necessary for people to decide upon and carry out their own programs. Feedback comes readily from other staff in the College who are excited by the innovation, from private individuals who seem to be constantly encouraging and from other agencies who come in touch with the people involved.

The only problems have been around a complaint once made to the College authorities by some Anglophones about the Centre's work with Francophones, and some of the internal bureaucratic inflexibility when it comes to time off for staff when it can't be taken at the prescribed times.

Otherwise the problems are time and money. There is not enough time to respond to all the requests and a plan is underway for using money from contracts to hire three community people. The program is expected to continue because of the continuing need in the communities and the continuing support from the College.

CASE NO. 21

THE CROSSROADS OF THE CITIZENS OF ST. URBAIN (CCS)

DESCRIPTIVE TERMS:

     Community centre, organizing, political education, citizens' committees
(local groups), settlement house, collective services

ABSTRACT:
     Objectives:
          To support groups of citizens organized with the aims of ensuring
better living conditions
     Population:
          The participants are French Canadians, English Canadians and
immigrants who are residents of the area and include citizens of local groups,
workers and workers' families
     Methods:
          The CCS is less concerned with direct services, e.g. cultural,
sports, social services and programs and more with supporting local groups in
terms of collective services and as pressure groups. The political orientation
of the CCS and the local groups so based on an anti-capitalistic position and
the necessity to control certain power positions in order to defend the living
conditions of the working class areas. The activities of the CCS include
programs proposing alternative solutions e.g. the housing renovation project
and the workers' Saving Bank, political education workshops and socio-cultural
activities which offer an alternative to the dominant ideology, the provision
of office space for local groups and collaboration with local groups.
     Organizational Structure:
          Each year members and district residents attend two assemblies to
avaluate present and future programs and elect a new executive committee of
twenty members which is responsible for the management of the Centre. As well,
a co-ordinating committee meets throughout the year. There are eight staff
members of whom five are involved in organizing activities.
     Funding:
     i)   The Campaign of the Federation of French Canadian Works of Charity
     ii)   Grants for specific projects by the Catholic School Board
     iii)   The Quebec Ministry of Cultural Affairs
     Evaluation Procedures:
          The executive committee meets every three months to assess program
results.

ANALYSIS:

     CCS has demonstrated the need to:
     i)   Go beyond providing services
     ii)   To organize beyond the centre in the form of street committees
     iii)   To emphasize the organization of workers rather than social
assistance to the poor.

     As well, the CCS experiment shows how some activities can provoke
resistance. Nonetheless it has created an awareness of the need to control
certain power groups.

CCS meets the following criteria:

    i)   To involve people and encourage participation in planning, decision-making and implementation

    ii)   A multiple emphasis - political with social, economic, cultural consequences

    iii)   A commitment to social change

    iv)   A concern with the task and process goals

    v)   An educational process

    vi)   A program based on felt needs.

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    3553, Saint-Urbain
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THE CROSSROADS OF THE CITIZENS OF ST. URBAIN

The Crossroads of the Citizens of St. Urbain is a community centre
situated in the centre of Montreal. At this stage it is a resource and
rallying point for the citizens of local groups.

HISTORY:

The University Settlement was founded by a council decree in 1891
through the instigation of the Alumni Association of McGill University.
It called itself a philanthropic[1] movement collecting charity donations in
order to maintain leisure activities and social and health services in the
cosmopolitan districts with high immigrant population.

From the very start, evening courses were organized and a district
library was set up; other services were added later and when the organiza-
tion moved to its present location in 1951 it was concerned with about 20
activities in the fields of culture (craftworks, dancing, theatre ...)
sports (gymnastics, skating, billiards ...) and social services (consulta-
tion services, reference, probation officers, dental clinic and child
care ...). It rapidly transformed itself into a community centre and ful-
filled, in an immigrant district, both the functions of district services
and of social service agencies in a francophone environment.[2]

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[1]
  "Settlement house" movement started in England in 1884 also spread to the
  U.S.A.

[2]
  J. Godbout et N. Martin, Participation et innovation, l'implantation des
  C.L.S.C. et les organismes communautaires autonomes, INRS, Cahier de
  l'ENAP, mai 1974, p. 118

During the 60's at the height of the "quiet revolution" and its failures, were born, especially in the less favoured urban districts, the first "citizens' committees", which were organizations for the defence of living conditions. In the area in which the University Settlement functioned, the Milton Park Citizens' Committee opposed the demolition of family living areas by the trust "Concordia" and in their struggles united the citizens of the area. This action met with failure but the main leaders realized the necessity of organization and support.

During that period, the University Settlement, which continued to function as a traditional social agency (individual consultation) almost unconcerned with community development, was forced to review its orientation because of the pressure of citizen groups. In 1968 it allocated its offices to them on a permanent basis. A little later, in 1971-72, the citizens progressively invaded the general assemblies where they developed a relationship based on force with more conservative elements, as well as forcing the election of the representatives to the executive and thereby progressively taking control of the centre. This centre then took on the name of The Crossroads of the Citizens of St. Urbain (henceforth CCS) and became less and less concerned with direct services in order to commit itself to supporting groups of citizens organized with the aim of ensuring better living conditions (collective services, pressure groups ...).

THE OBJECTIVES AND THE PROGRAMME OF ACTIVITY:

Having initially existed as an organization fulfilling both the functions of a social service agency and a charitable function, the University Settlement thus became a centre controlled by local citizens'

groups for whom it became a resource as well as a rallying point. This new orientation has changed the work of the permanent members who have now become agents for community organizations and who are, for the most part, recruited from amongst the people's organizations rather than from amongst the professionals of the social services.

However, the political orientation that unites the different local groups and the CCS is not too clear. All the same it is a radical position inspired by an informal consensus on an anti-capitalist position and on the necessity to control certain power positions in order to defend the living conditions of the working class areas. But the heterogeneous population of the area (francophones, anglophones and immigrants) and the different political tendencies existing there (conservative, social democrat, marxist ...) make necessary a process of clarification of its objectives which, given the different mentalities and alliances, can only be achieved on a basis of agreement on a minimum number of points. This has led to contradictions and irreconcilable allegiances which affect both the population of the area and the permanent members of the centre.

The different programmes set up attempt to propose concrete alternatives for the solution of problems affecting the population of the area. Amongst those organized directly by the Centre and the citizens' committee of the St. Urbain area, is a renovation project which follows the formula of an accommodation co-operative for worker families. With funds provided by the "Societe Centrale d'Hypotheque et de Logement", renovated houses are bought in the district and handed back to the citizens, priority being given to the tenants who lived there before. These tenants become the collective

administrators (tax payments, debts ...). As well as this, as a means of opposing finance companies and to prevent people of small salaries from falling into debt, a workers' Savings Bank has been established which encourages savings and which grants loans, thus enabling one to consolidate one's debts or to get out of the clutches of the finance companies.

Another side of the activities taken on by the Centre is concerned with the political education and information of the citizens, as well as with socio-cultural activities so as to offer alternatives to the dominant ideology. People's education workshops offer - gratis - practical and educational courses on all types of subjects as, for example, urban crisis, learning French through experience, history of Quebec, role of women in society, organization within the work area, history of socialism, community health, mechanics, practical electronics, sewing and arts, etc. A bilingual community newspaper is also published and distributed in the district (more than 5,000 copies). Also, various socio-cultural activities like popular festivities, cinema weeks, crafts, libraries are organized for the citizens of the area.

The activities of the Centre also involve support for different local groups, either by allowing them to use its offices or by offering them services (material, printing, etc.); eg., the people's child care centre of St. Urbain, a project for old people (with a grant from L.I.P.), groups of Haitian and Portuguese immigrants, the unionized workers of the area (eg. the hospitals) or non-unionized workers (eg. textile factories) who were trying to get organized.

The Centre has also begun to collaborate with other people's groups

(tenant associations ...) and with organizations involved in several fields

of activity in the neighbouring districts (the Citizens of Olier Co-operative,

the Mercier Workshops ...). Certainly for the last year there has been an

attempt to strengthen these ties through practical and concrete actions

even if the methods of approach differ, in order to avoid isolation and to

oppose localism so common at the level of people's struggles.

STRUCTURES AND FUNCTIONING:

After having experienced several structural changes that followed

the new role played by the citizens' groups, the Centre has reverted to a

simpler structure. Every year, two general assemblies take place, one in

May, in which a summary of the activities and the new programmes proposed

by the executive are discussed in workgroups, and the other in June, in

which the participants vote on the content of the Mandate given to the

committee and proceed to the election of new members of the executive. The

members of the active groups of the Centre and the population of the district

are invited to these assemblies. The local newspaper and correspondence by

letter (a mailing list of those who have already been involved in past

activities exists) inform the population of the date of these assemblies.

The executive, composed of twenty people, held weekly reunions. It

ensures the management of the Centre and every three months proceeds to

examine the achievements of the different programmes. Prior to this, a

co-ordinating committee used to bring together, every month, representatives

of the different groups in the Centre, but attendance was not always regular,

and the real problems were solved outside, in an informal way. Because of

the difficulties associated with the unequal development of the groups and
with a still to be determined basis of agreement, this structure gave way
to a system of concrete collaboration over precise projects.

The personnel of the Centre is comprised at the moment of eight
permanent staff members, belonging to the National Confederation of Unions
(NCU). There are: a telephonist; a secretary; a person responsible for the
accounts; and people working on the organization of the programmes of
activity (Savings Bank, renovation projects, district newspaper, people's
education workshop). Given the change of orientation that has taken place
(see above), the Centre no longer demands professional qualifications when
hiring staff; rather does it lay more emphasis on the practical experience
of the candidates in organizational work in a working class environment,
on their knowledge of the district, on their availability for work in a
heterogeneous area (knowledge of both French and English is essential) and
on their adherence to the minimum political orientation that the Centre
accepts as the basis for its activities.

The financing of the CCS derives mainly from Centraide (ex-Campaign
of the Federation of the French Canadian Works of Charity). Other funds
are granted for specific projects by the Catholic School Board of
Montreal and by the Quebec Ministry of Cultural Affairs. The latter
provided funds for popular cultural activities after an informal common
front was established between different people's groups. It is important
to realize, too, that the building in which the Crossroads have their
Centre belongs to it, and is thus an important resource placed at the
disposal of the groups.

CITIZEN PARTICIPATION:

Given the cosmopolitan nature of the area, a particularly strong

effort has been made by the Crossroads to teach the immigrant population

and, according to a permanent staff member, the participation of the diverse

ethnic groups tends to be proportionately equal. The regular activities

attract mainly the residents of the area (about 80% to 90% of the present)

and a majority (60% to 65%) of workers. (It is important to specify this

point as there are many pensioners in the area, as well as students and

intellectuals given the proximity of the University of Quebec in Montreal,

U.Q.A.M.). Besides, it must be noted that the Centre is also utilized by

several other groups of the area (e.g., unionized workers, elderly

people ...) and that the number of participants can vary according to the

programmes of activity; about 125 people are members of the Savings Bank,

about 350 people are registered for the people's education workshops, and

about 950 spectators for the cinema week (with a participation of only

10% to 15% of the residents of the area, this activity stands out as an

exception to the rule).

RESULTS OBTAINED:

Certain of the activities performed by the Centre can sometimes provoke

resistance in the milieu because of the different political tendencies. In

this context, the experiment must be continued in order to mobilize the

different groups around common long-term projects.

This experiment has, all the same, made possible a process of awareness

in the population of the district concerning the need to control certain

power groups, or at least to oppose the interests of the dominant elite.

This awareness came about for many in the experience gained from everyday

preoccupations. It has led some participants to demand more information
and to show a more open attitude towards a more socialist alternative.
Furthermore, while taking care not to see the results of the municipal
election in the district as a direct result of the intervention of the
Crossroads, the victory of the three candidates of the "Rassemblement
des Citoyens de Montreal (a municipal political party with social demo-
cratic leanings) in the district shows, according to certain observers,
an evolution of attitudes which can be linked to the work performed by the
people's groups in the defence of citizens' rights.

The evolution of the University Settlement and of the CCS has
underlined the need: 1) to go beyond the stage of merely providing
services; 2) to become organized outside the Centre in the form of street
committees, e.g., in order to mobilize the population; and 3) to emphasize
organization of the workers rather than social assistance of the poor
without, however, excluding those areas of population affected by
unemployment or those benefiting from social assistance. It is not a
question of merely transforming the traditional services of individual
consultation (case-work) into collective services while taking into account
the concrete conditions of the milieu, the Crossroads, in its present
evolution, is attempting to broaden the debate in order to better embrace
the political implications. The achievements of such an experiment in a
community development which stakes so much on the autonomous organization
of the population depend, however, on the characteristics of a cosmopolitan
urban district and on the particular contradictions that exist in Quebec
society.

CASE NO. 22

COMMUNITY TELEVISION OF DRUMMONDVILLE (CDTV)

DESCRIPTIVE TERMS:

Community television, social animation

ABSTRACT:

Objectives:
(i) The objective of CDTV is social animation.

Population: CDTV program audience is the population of Drummondville.
However, since CDTV aims primarily at a target group of workers and militant
people's groups, its audience comes mainly from working class homes, partic-
ularly older people and militants.

Methods:

(i)   CDTV sees itself as an agent for social change and is attempting
to develop, with the support of people's organizations, an information network
controlled by the population and defending its interests.

(ii)   Programs, selected by the program committee, are produced by a
film director-animator and a team of volunteers using technical equipment owned
by CDTV.

(iii)   Programs are broadcast two evenings a week and re-run on Saturday
morning and include union, social and public affairs productions as well as
productions from other communities.

(iv)   CDTV also operates a turning band to diffuse information not car-
ried by the mass media.

(v)   Given the liaison with people's groups and the local union, these
groups can turn to CDTV when the need arises.

Training Components:

(i)   Three series of workshops on the handling of equipment were given
to about fifty volunteers during the first summer of operation.

Organizational Structure: A general assembly, to which all citizens of
Drummondville are invited, elects the administrative council and the programming
committee and votes on general rules and regulations and priorities of CDTV.
An administrative council of five members deals with planning, organization,
financing, production agreements, publicity and new projects. A program com-
mittee of seven members is relatively independent of the administrative council
and is solely responsible for programming. Program staff include a paid film
director and a team of volunteers.

Funding:
(i)   Main source of funds has been Federal Secretary of State
(ii)   Subsidy from National Society of Quebecers
(iii)   Provincial Ministry of Communications

Evaluation Procedures: CDTV is evaluated primarily in general assemblies
and orientation congresses to which all citizens are invited. The general public
still sees CDTV as ordinary TV and knows little of its community aspects unless
it has been involved as a producer.

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ANALYSIS:

Community TV is a means of animating a community and spreading information. As well, tensions between community TV and other sponsors can arise, given their different interests and views of community TV.

REFERENCES:

Richard Parent et Franck Arena, <u>Les télévisions communautaires de la Mauricie et du Centre due Québec, juin 1974</u>.

C.D.M.C., <u>Conseil de développement des media communautaires</u>, sans date.

C.D.M.C., <u>Liste des organismes affiliés</u>, sans date.

CONTACTS:

Jean Pouliot, Ministère des Affaires Sociales (M.A.S.), 6161, Saint-Denis, Montréal, Quebec.

COMMUNITY TELEVISION OF DRUMMONDVILLE (CDTV)

The community television experiments do not have a very long history (three to four years) and they are very diversified because of the local conditions and because of the people involved. The community television of Drummondville (henceforth CDTV) group sees itself as an agent for social change and is attempting to develop, with the support of people's organizations, an information network controlled by the population and defending its interest.

HISTORY OF CDTV:

During 1972 negotiations were started with the cable TV of Drummond Inc., who had to have a community programme in order to satisfy the requirements of the "Conseil de la Radio - Télévision Canadienne (CRTC)," and the National Society of Quebecers (NSQ) of the Quebec Centre, urged by sections of Greater Drummondville to promote popular expression.

Furthermore, a Youth-Perspective project organized by the students of the University of Quebec in Trois-Rivieres was attempting to encourage interest in the population in the project of community television. Public meetings held in June 1972 ended with the formation of a group of citizens which insisted upon being incorporated under the name of CDTV.

A tripartite agreement was concluded in November 1972: CDTV, which was recognized by the two other parties as the representative organ of the Drummondville community, set out to establish a committee responsible for the programming. The NSQ lent the studio and hired a film director-animator; Drummond TV Inc. provided electricians and electronic equipment.

Several people's groups were approached and the first official CDTV general assembly took place on the 1st of May 1973 with about sixty people

present. An administrative council and a programming committee were elected and rules and regulations were adopted. With the help of a Youth-Perspective project, a first programming was presented to the registered viewers on the 22nd of May. The broadcasting continued throughout the summer and three series of workshops on the handling of equipment were given to about fifty volunteers. Meanwhile, CDTV was incorporated on the 11th of June.

On the 1st of December 1973, an initial orientation congress summarized the activities of the CDTV (55 broadcasts were produced with the participation of 125 people) and adopted an objective of social animation. Strategically the CDTV is primarily interested in realities and in the problems liable to arouse a rapid collective awareness.

When it started out, CDTV hoped to achieve these objectives with a broad perspective and produce very disparate broadcasts (broadcasts for children, socio-cultural broadcasts, news broadcasts, sports, variety shows and fiction ...). More and more, however, the interests of the working population are favoured in any reporting of events by highlighting the political and social aspects of these events; and they are trying to achieve counter information which tries to fully comprehend all aspects of the problems and to encourage the participation of the public (dossiers, news reporting, few studio broadcasts). In this way, the work of animation and of liaison with the people's groups of the area takes on a greater importance and the proportion of broadcasts on union, social and public affairs themes has increased to about 75 per cent of the output of CDTV, whilst certain types of entertainment broadcasts are produced elsewhere.

THE ORGANIZATION OF CDTV AND ITS RESOURCES:

According to the CDTV charter, the general assembly, to which all
the citizens of Drummondville are invited, represents the highest centre
of decision. It elects the administrative council and the programming
committee and it votes for the general rules and regulations and the
priorities of CDTV. Furthermore, citizens can become members of the CDTV
on a payment of fifty cents for a membership card: the number is put at
700 homes against 4,500 subscribers to cable TV.

The administrative council, consisting of five members, concerns
itself with the planification, the organization, the financing, production
agreements, publicity, new projects ... . The programming committee to
which seven citizens are elected, enjoys a certain independence from the
administrative council and is the sole body responsible to the population
for programming. It decides on the choice of broadcasts, regulations,
royalties, libels ... and it is this committee that asks for accreditation
to the Quebec Public Service Board.

Furthermore, the permanent film director-animator paid by the NSQ,
is a dynamic and polarising element in the achievements of the CDTV. He is
concerned with liaison with people's groups, publicity campaigns,
organization of the assemblies, while being responsible for the animation
and the co-ordination of everyday activities in the framework determined
by the consensus decisions in which he participates.

The broadcasts also depend on the work of a team of ten to fifteen
volunteers, mostly unemployed people who have become experienced in the
handling of the equipment. No demands are made in terms of competence on
the volunteers who come to work at CDTV, other than that of taking care of
the equipment. Most of them have already expressed their views on the

question of the news broadcasts. The emphasis placed on broadcasts outside the studio has led them to develop contacts with the people's groups and to play a role of animation.

As for the technical equipment, most of which originally belonged to the cable TV company, it has progressively been replaced by equipment set up by volunteers and belonging to CDTV. This has avoided the problems associated with bad equipment and lengthy delays before repairs are made, and has enabled CDTV to achieve a better technical quality.

The financial resources of CDTV for the years 1972 to 1975 have passed $100,000 if one includes the initial capital of Drummond TV Inc. ($30,000). The main source of revenue has been the federal Secretary of State through the intermediary of L.I.P., Youth-Perspective, and, to a lesser extent, the Company of Young Canadians. To this can be added subsidies from the NSQ of Central Quebec ($20,000) and from the Quebec Ministry of Communications ($4,800).

THE ACTIVITIES OF CDTV AND THE INVOLVEMENT OF THE POPULATION:

CDTV broadcasts on cable on channel 9 for two hours on Wednesday and Thursday evenings. These weekly broadcasts are re-run on Saturday mornings. The content is not merely autonomous CDTV production; there are also broadcast exchanges with other community media: CTV of Victoriaville; CTV of St. Felicien; the Community Information Centre of Manseau; the Montreal Videographe ... .

Initially, all interested people could participate in the technical realization of a broadcast, and CDTV was thus able to involve 150 - 200 people cyclically. However, this posed co-ordination problems, what with the limited equipment available, the limited financial resources, and the few trained people. Without assistance and a solid framework within which

to work, many novices became discouraged. Nowadays, a smaller team of volunteers is preferred, volunteers who are more experienced and more stable, while still maintaining a constant liaison with the people's groups and with the local unions who provide support. CDTV has thus provided its own network and set up a turning band for the information that is not diffused by the mass media.

Thus, when the need arises, these groups seek help from a service they themselves have set up, as, for example, during a strike when CDTV helped attract public opinion to the strikers' cause. Those in charge do not see community TV as an end in itself; rather it is an instrument of information capable of developing solidarity in the community.

Its audience was the population in general, i.e., the 4,500 households of Drummondville receiving cable TV. Its liaison with unions and people's groups, through the network of animators, resulted in its aiming primarily at a target group of workers and people's groups militants. A recent poll showed its audience to be around six per cent of the cable TV viewers, that is 1,000 to 1,500 viewers, and for the "hot" broadcasts thirty to forty per cent of the cable TV viewers, that is, about 1,700 households (6,000 people). Its audience comes mainly from working class homes, being primarily older people or militants. The on-location reporting also attracts viewers from the curious who see them in action.

The activities of the CDTV are evaluated primarily in general assemblies and in orientation congresses to which are invited all the citizens who can express their reactions, participate in the decisions concerning the general orientation of the community TV, and elect the administrative council and the programming committee of CDTV. However,

the public still sees CDTV as an ordinary TV, and knows little of its

community aspect unless it has been involved as a producer. It is for

this reason that so much emphasis is placed on animation and intervention

in the community, for CDTV wishes to be done with the common conception

of TV as a mere purveyor of pleasant pictures so as to be seen as an

instrument of participation, awareness and social change.

A FEW CHARACTERISTICS OF CDTV:

The CDTV animators have been led to a concern not only with the

community content of their broadcasts, but to a closer liaison with the

people's organization in the milieu. Thus they have become involved with

the tensions and conflicts of interest already present in regional society.

This has created tensions between the original promoters of the

scheme. Drummond Cable TV Inc. does not see community TV as being

representative of the community as a whole (too many of the participants

and viewers are welfare people), it does not accept the political

tendencies expressed by the community TV and, thus, denies CDTV its

collaboration. The NSQ is also reticent when confronted with this popular

(=people's) expression which it would have preferred to embrace in its

nationalistic ideology. However, CDTV defends the interests of those who

have undertaken to make it work and who usually have very few avenues of

public expression. Insofar as CDTV is the only organized broadcasting

group, and possesses the technical equipment necessary for its productions,

it can control its programming.

However, community TV can encounter difficulties from the financial

point of view - buying and running the equipment is expensive. Since its

inception, CDTV has benefited from the assistance of public funds, but the political elite can show reticence if community TV is seen to be defending the interests of the lower classes. Its relations with government, almost exclusively limited to subsidies, are maintained through a council for the Development of Community Media. It is perhaps through a regrouping of their energies and through a multiplication of their exchanges that the community media can ensure their survival.

Despite its short life, community TV has shown its ability to animate a community. It is a means of diffusion that is very accessible and, insofar as it expresses itself concerning the organizations of the milieu and encourages the spread of information, it becomes a true instrument of social change.

LOCAL CENTRES OF COMMUNITY SERVICES (LCCS)

DESCRIPTIVE TERMS:

health, community health, social services, community action, multidiscipline approach

ABSTRACT:
Objectives:
(i) to improve general health and social conditions
Population: Centers were to be established firstly for residents in remote and economically depressed rural areas and lower economic urban areas; secondly, for residents of middle class semi-urban areas.
Methods:
(i)   A LCCS is designed to provide access into the network of social services and acts as an intermediary between residents and the specialized establishments. The aim of the LCCS is to be in the forefront in offering the care and service of preventative medicine and to intervene directly in the social problems in the community.
(ii)   The establishment and structure was to encourage the participation of individuals or groups in the community in order to determine the priorities, to evaluate the services and to participate in the decisions. It is a multi-discipline approach to personal health, social services and community health.
(iii)   The program consists of four parts: 1. reception (humanizing social services), 2. health services, 3. social services and 4. community action, as well as specific programs, eg. care for the elderly, drug abuse.
Training Component:
Organizational Structure: The organizational structure of a centre includes an administrative council which is composed of residents and staff, work committees, and an annual general assembly which is open to the residents.
Funding:
(i) Provincial government
Evaluation Procedure:
(i)   Evaluation procedures are conducted by or within the centre.
(ii)   In the future, the provincial government intends to establish a formal evaluation procedure.

ANALYSIS:
The LCCS program is an example of a government attempt to re-organize the public network of social and health services and in decentralizing - involving citizens in the creation of the centre, and in the decision-making with respect to these services. In practise, involvement was limited. As well, the setting up of a LCCS brings into play a set of conflicting or competing interests.

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LOCAL CENTRES OF COMMUNITY SERVICES (L.C.C.S.)

The Local Centres of Community Services (henceforth LCCS) are one of the structures created by the Quebec Law of Health and Social Services (Bill 65) which was sanctioned on the 24th of December 1971. This legislation resulted from recommendations of the Commission of Inquiry into health and well-being (Castonguay-Nepveu Commission) and its aim is the complete re-organization of the public network of social and health services.

THE AIMS OF LAW 65 AND THE ROLE OF THE LCCS:

The general objectives of this policy are to improve the general state of health of the population and social conditions of their environment. Its more immediate aim is to better adapt the services to the needs of the population and to enable the population to participate in the decision making in this domain. Equally, this re-organization aims at making medical care accessible, establishing regionalization, rationalizing the structure of distribution and encouraging research, all this with the aim of improving the quality and the continuity of medical care and the services offered.

In this context, the LCCS represents the main access into the public network of social services and acts an intermediary between the population and the specialized establishments. Since they are more accessible than specialized establishments their aims are (1) to be in the forefront in offering the care and services of preventive medicine and sanitary and social action on an external basis (2) in certain cases, to intervene directly in the social problems of the community in which they have their base. Their structure encourages the participation of individuals or groups of the community in order to determine the priorities, to evaluate

the quality of the services and to intervene in the decisions. In these

centres, the integration of the dimensions of personal health and social

services and community health and social services implies a polyvalent and

multidisciplinary approach. What is more, the constant communication that

must be maintained with the other institutions in the network guarantees

the continuity of the interventions as well as ensuring that they comple-

ment each other and also the mobility of the resources.

The setting up of the network of the LCCS throughout Quebec is the

result of a program of relatively flexible organization which gives a

lot of free room to local initiatives. The Ministry of Social Affairs

(henceforth MSA) has established a general framework of priorities

which takes into account (1) the minimum criteria concerning the popula-

tion centres which receive these services (a minimum of ten people in rural

areas and 30,000 people in urban areas), (2) the distance to be covered

(maximum 30 minutes travelling time, (3) the complementarity of the com-

ponents of the network (proximity of the specialized centres), (4) the

limitations of the human, financial or other resources (the budget for

1975 is 2 million dolalrs). A first list includes first of all, the more

distant and least well-off rural areas and the economically weak urban

areas; after this there are the areas of average socio-economic standing

and the semi-urban areas. However, these priorities, just like the rate of

development of the LCCS, can be modified to take into account the initiatives

and the pressures that come from the community.

In the first phase of the setting up of the LCCS the MSA has been

discreet, without a strict organizational program, and open to consultation

in the setting up of the main guidelines of the development of the LCCS. It

has thus encouraged the diversity of the experiments and of the organizational models that were adopted. It is for this reason that the LCCS is a still young and quite complex reality.

THE ORGANIZATION AND FUNCTIONING OF LCCS:

The organizational model proposed to the LCCS regroups the activities in the form of programs. The general program consits of four parts: (1) reception; (2) social services; (3) health services; (4) community action. The reception aims at humanizing the social services and the community action in order to encourage the population to participate in the identification of the problems of the community and in finding the solution to these problems. Furthermore, the LCCS can develop complementary programs of lesser importance, having specific objectives determined according to the needs of the community (e.g., care of the elderly, pregnant women and new-born babies, family planning, drug abuse).

The special characteristics of a LCCS can result as much from the general program as from the complementary programs, this is so because in spite of the identical framework, participation in one or another aspect can vary from one community to another. For example, certain paramedical services (laboratories) will be more developed in a LCCS situation in a rural community isolated from specialized resources, whereas similar services in an urban LCCS would not be developed if situated close to hospitals.

The financial resources of the LCCS's vary from $18,000 to more than $850,000, but these large differences are to a great extent the result of the stage of development of each LCCS in relation to the population of the area serviced and to the program established (financing through programs). It is forecast that the average budget of a functioning LCCS will be around $300,000 to $400,000.

The global staff distribution of the LCCS's between the different
programs shows a marked predominance of staff in the health sector (health
service, 256 people; community health, 38; home care and services, 51). The
reception section has 95 employees; the social services, 95; community action
156; special programs, 46-1/2 and the administrative tasks, 222. Because of
the great diversity of the experiments and of the areas where the centres are
set up, the proportions cannot apply directly in the case of one particular
LCCS where the staff volume can vary from fifteen to twenty for a small LCCS
to sixty to seventy for one that services a large population.

Basing its decision on the general perspectives of the functioning
of the LCCS, the MSA proposes as criteria for the recruitment of personnel:
(1) competence; (2) ability to work within a team and (3) motivation in
accordance with the pursued objectives. The selection of personnel,
however, is the responsibility of the local administration council, as is
the training of the employees proposed in the "calendar of activities for
the establishment of an LCCS."

The participation of the employees in the determination of the aims
of the LCCS's is possible thanks to the presence of a representative of
the professional staff and of a representative of the non-professional
staff of the LCCS in the administration council. Because of the pressure from
the doctors who felt themselves excluded from the voting procedures set up
for the choice of representatives, and who also were afraid of not being
heard when it was a question of problems concerning their competence, the
law has been amended in order to grant them representation in the form of
representatives in the administration council of those LCCS's which have

three or more doctors. Such resistance is not unusual in this profession which wants to maintain control of the medical act. Such resistance also reveals the key role of the professional staff and of the need to win their support in the application of this governmental reform.

The participation of the citizens and of those who benefit from the services in the management of the LCCS is achieved by the intermediary of five representatives in the administration council - this is a greater proportion than is found in other categories of establishments like hospitals and hospital centres, but smaller than in the reform as it was initially conceived, i.e., seven residents and users out of the total eleven in the administration council of which five would be elected. Law 65 also anticipates, in the composition of the administration council of an LCCS, one delegate from the consultative council of the professional staff, one delegate from the non-professional staff of the centre, two people designated by the Lt. Governor on the council, one representative of the hospital centres and one other from the associated contractual social services, as well as the director general of the LCCS.

As well as this, each LCCS must hold an annual general assembly in which to present a summary of the activities, to submit it to the commentaries and criticism of the participants of the area. These assemblies can have, on average, 100 to 200 participants, but the proportion of the population affected by the activities of the LCCS can vary according to the conditions of the establishment area. Thus, in a rural area where the population is lower and the services fewer, an LCCS will bring together thirty per cent to fifty per cent of the people, whereas in a highly populated urban zone close to several specialized services, the LCCS should rather aim at target groups in order to service fifteen per cent to twenty per cent of the population and to count on the effect of training.

The influence of those who benefit from the services can also be made
felt by their presence in work committees entrusted with the setting up of
programs or by their participation in the activities of the LCCS. However,
this in itself does not answer the question of the control achieved by those
who benefit from the services. This question has often been asked by
popular groups already established in the area. It is at the centre of
the tensions which have characterized the process of the establishment of
certain LCCS's.

THE PROCESS OF THE ESTABLISHMENT OF A LCCS NETWORK:

The program of the LCCS aims at developing not only the physical
but also the psychological accessibility of health, and social services.
To extenuate (palliate) the phenomenon of the marginality of present
services, the governmental authorities consider it important, in the setting
up process, to allow the collectivities to assume their responsibilities
towards the organism to be created and to develop the notion of collective
property which goes beyond a participation which is limited to a con-
sultative role.

In this aim two essential stages are proposed, stages which influence
the quality of an LCCS. On the one hand the participation of the populati~.i
has, as its aim, the development of a sense of solidarity around the
project, as well as trying to show up the potential of the area for its
realization and to seek out the consensus on the priorities of the LCCS.
This participation is encouraged in a first stage by a task force or
collective promoter who is, more than anything, a vehicle of the collective
aspirations and wills and should be a nice compromise between ideal
representativity and the efficacity of the task to be accomplished. Pre-
ferably this role of initiator should be filled by someone from the area, but

sometimes in certain places the MSA announces the creation of an LCCS without there being a collective promoter in evidence.

On the other hand this expression of the needs as near as possible to gained experience should be accompanied by an analysis of the milieu as well as hypothetical solutions where the milieu itself has to play its part. This stage makes it possible to make the formulation of needs more realistic, to establish an order of priorities and to discern orientation which could, perhaps, gain the support of the milieu.

During this initial preparatory period which precedes the elaboration of a preliminary program; the election of a provisional committee and the obtaining of letters of patent, the MSA, through those responsible for the project, limits itself to a consultative role especially concerning methodical and instrumental aspects. For some time now, the process of establishing LCCS's has been modified in order to more quickly obtain a charter, a general manager and in order to be able to count on a larger starting team.

Opposition to the setting up of LCCS's have come from various sectors of society. A strongly organized opposition was established among popular groups of the Montreal region who were already working in the health sector (people's clinics ...) and in the social services sector (Maisons de quartier ...) and who, in order to defend the interest of the less well off, were often opposed to bureaucratized interventions. The people's groups opposed the LCCS programs preferring a centralization of power in the hands of the state with mechanism of consultation rather than decentralization based on a decision-making participation by the population.[1]

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[1] G. Godbout et N. Martin, Participation et innovation, L'implantation des CLSC et les organismes communautaires autonomes, INRS, Cahiers de L'ENAP, mai 1974.

The increase in people's groups show up certain compromises made in the Law 65 compared to the initial projects: the powers given to the Regional Centres for Social Services and Health (RCSSH) are limited to a consultative role; the number of representatives of the population in the council of administration of an LCCS has been reduced and two members are nominated by the government. By basing the participation more on consumption (feedback concerning the quality of the services) than on the representation of the population, the possible influence of groups of citizens or of organized workers is reduced, according to these people's groups. Thus the principles of decentralization of participation and of the right to contestation are limited.

Opposition has also come from groups of professionals since the more direct control by the state of the sector threatens the control of professional actions. In the structure and functioning of the LCCS professionals have to be present, integrated and permissive so as to be partners to the changes planned. The application of this program requires, therefore, negotiations between the MSA and the professional groups who are seeking to protect the interests of their members.

Other conflicts, especially in the early setting up phase of the LCCS, can occur on the spot involving very often local elite elements. These conflicts concern the location of LCCS's, the budget granted to them in the negotiations with the MSA, or stem from the lack of trust of those who fear that the arrival of an LCCS means the disappearance of a hospital or when certain people find that the MSA is too involved are not involved enough. There are also conflicts between the different appraoches either with reference to the efficiency of the services or with reference to the global action (social transformation).

To summarize, the setting up on an LCCS brings into play the tensions of the milieu where several people with differing interests confront one another. The influence of these adversaries is quite effective, especially if they can mobilize support. The difficulties encountered, according to certain researchers, show up the contradictions between, on the one hand, progressive aims which require a consensus of opinion and a unity of orientation and, on the other hand, a policy of establishing the LCCS which favours the establishment of a network which represents all the forces of the milieu.

THE REALIZATION OF THE LCCS PROGRAM:

The setting up of LCCS's throughout Quebec has not been completed. Of the 71 planned 69 have gone beyond the stage of the setting up of a provisional committee, forty have already reached the starting stage, and 26 provide services. However, it is not yet possible to give a general evaluation since some of the centres are too new to enable us to fully analyze their achievements. The MSA has set up an evaluation team with university facilities and wishes to establish a more structured evaluation procedure based on quarterly, bi-annual and annual reports that must be provided by the LCCS's. For the moment the most striking aspect is the diversity of the experiments, but we can assume that common guidelines will emerge later in spite of the particular characteristics of each milieu where the LCCS's are set up. In the same way we can foresee a future for the LCCS's that will be characterized by the conflicts between the various agents involved in their setting up.

THE J.A.L. PROJECT AND THE CO-OPERATIVE OF AGRO-FOREST DEVELOPMENT OF
THE TEMESQUATA (CADT)

DESCRIPTIVE TERMS:

        animator, rural resource development, co-operative

ABSTRACT:
        Objectives:
        (i) to achieve an intergrated development of resources.
        Population: The participants are residents of three rurally depressed
parishes in Quebec.
        Methods:
        (i)   In reaction to the provincial government (Bureau d'Amenagement de
L'Est du Quebec - BAEQ) recommendations to relocate residents in urban centres
the residents initiated an inter-municipal committee which requested and received
the assistance of an animator from Laval University whose role was to encourage
the participation of residents in the J.A.L. Project.
        (ii)   In a series of public meetings and work groups, residents were actively
involved in the decision-making process of formulating an alternative proposal
presented to government.
        (iii)   Further public meetings and a work group of residents and government
officials resulted in agreement. The Co-operative of Agro-Forestry Development
of Temesquata (CADT) replaced the inter-provincial committee.
        (iv)   Projects have been initiated in forestry, eg., exploitation of
forests, and in agriculture, eg., the potato planting project and are being
explored in tourism and craftwork.
        Training Components:
        (i)   Work study program, Operation January '73, was repeated in 1974 as
thirty hours of courses and in 1975 as a day of intensive information.
        (ii)   Residents were involved in pre-secondary and secondary education,
basic professional training and specialized courses.
        Organizational Structures: The inter-municipal committee was replaced by
the Co-operative of Agro-Forestry Development of the Temesquata which is
controlled by an administrative council of twelve people who meet every two weeks.
Annual public assemblies are held for elections and financial reporting. As well,
other special assemblies are held as the need arises. The structure is a mother -
cell which co-ordinates, initiates projects and provides services to the various
committees, eg. forestry, agriculture, tourism, craftwork and to the population.
Staff includes an animator, an agricultural technician, a social worker and a
secretary.
        Funding:
        (i)   Funds from provincial government in the form of grants and technical
assistance
        (ii)   Laval University provides staff
        (iii)   The project is designed so that CADT becomes financially free of
government's help as quickly as possible.
        Evaluation Procedures: Initially BAEQ researchers evaluated and proposed a
solution. In response, the residents became involved in evaluating the situation
and proposed an alternative solution. With respect to projects, studies were
conducted, eg. exploiting maple groves, the potato project, tourism.

ANALYSIS:

        This project has stimulated jobs and demonstrated a process of re-evaluation
and regional planning.

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THE J.A.L. PROJECT AND THE CO-OPERATIVE OF AGRO-FOREST

DEVELOPMENT OF THE TEMISQUATA

The J.A.L. project is a programme of polyvalent community
development and integrated with all the resources, human as well as bio-
physical, (forest, agriculture, tourism, craftwork, small industries) of
the territory encompassed by the three parishes east of Lake Temisquata:
St. Juste-du-Lac, St. Emile-d'Auclair et St. Godard-de-Le-Jeune (J.A.L.).

The population of these parishes, slightly more than 2,000 people,
are in difficult straits living, as the majority of them do, on social
welfare and forest work in the state of Maine. Between 1967 and 1970
high migration (300 people left) and the building of cheap housing on the
outskirts of the territory was a cause of concern in this area where the
average age is from 40 to 45 and with little hope of an influx of younger
people. Agriculture, with a few prosperous exceptions, is deteriorating
with the increase in the number of abandoned farms and immense areas left
uncultivated (of about eighty farm owners, half of them no longer farm).
As for the forest, many lots have been exploited without any rational
control. Ministries plan to close down these parishes but the population
reacts and decides to get organized.

HISTORY:

In the region of Le Bas St.-Laurent-Gaspésie, the researchers of
the "Bureau d'Aménagement de l'Est du Quebec" (B.A.E.Q.) aroused much hope
which did not last long, however, since the situation only worsened with
the departure of the experts and animators. The population of the back
country refused to accept the view of the BAEQ who planned to relocate it

in certain urban centres of the region. Within the framework of the "Opération Dignité II", citizens' committees were established in the three parishes, but because of the delay and the failure to come to any agreement some people decided to act in the very territory affected by the J.A.L. project.

With the help of an agronomist from the area who was also a civil servant in the Quebec Ministry of Agriculture, a nucleus group of about twelve people prepared a provisionary plan which it submitted to the population on the 25th of May 1972. An inter-municipal committee was formed and about thirty people subscribed $30 to show their interest in the project. They wanted to make an appeal for technical assistance to the Faculty of Agricultural and Nutritional Sciences of the University of Laval. This institution hired, in the beginning of October 1972, an animator entrusted with the task of encouraging the participation of the population in the project. Later he was joined by an agronomist and a forest engineer working full-time on the project.

In the first stage emphasis was placed on the sensitivization and involvement of the population. General assemblies took place on the 18th of October (sixty people) and on the 30th of November (200 people) in order to evaluate the situation, to express the expectancies of the people and to set up a detail inventory of its educational needs. With the collaboration of the Permanent Education Service of the region of Grand Portage, the Operation January 1973 was organized. As a result of information meetings, home meetings and an information bulletin distributed to the whole population, 210 people participated for one month, without allocation of training, in various teamwork jobs, for three hours a day, with the aim of exchanging ideas on the problems of the milieu and of elaborating proposals upon which they could act.

In a general meeting held on the 4th of February 1973 in the presence of more than 400 people, the formation of specialized committees in agriculture, forestry, tourism and craftwork was proposed, which was to involve more than forty people from the three parishes in the determination of the priorities in the utilization of the resources. During an intensive session on the 23rd and 24th of March 1973, the population rallied to the proposals; the first objective being the setting up of a forestry group to which forty people were willing to join from the start. Closely allied to this they studied the most useful formula for the regrouping of a mother-cell which would take in all the activities in the various sectors and form a sort of framework.

The forestry group was legally set up in July 1973, but the project as a whole was threatened because the University of Laval did not receive the financial resources promised by the provincial government. Besides an evident lack of communication between the various ministries involved, the treasury council too was very reticent in its dealing with the project which did not correspond with the philosophy of B.A.E.Q.

The population was informed of these difficulties through the regional information media, the bulletin distributed to the three parishes and by local assemblies. After this consultation a manifesto-document which summarized the essential demands of the population was prepared and all the civil servants involved were invited to come and explain their positions before the population and its supporting groups[1], in an assembly which was attended by 500 to 600 people on the 19th of September 1973.

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[1] Opération Dignité (O.D.), Union des Producteurs Agricoles (U.P.A.), Counseil Regional du Développement (C.R.D.).

The population rejected the planners' views since they only saw a strictly forestry vocation as being possible in this zone and it demanded a favourable response to its project by the 1st of October of the same year. Before an assembly just as large, the solution proposed by the Office for the Development of the East of Quebec (O.D.E.Q.), that is, the multiplication of various studies and approval by different governmental bodies, was seen, once again, as postponing decisions. Having threatened to have nothing to do with the civil servants, the population decided to follow the suggestion of the inter-municipal committee, that is, to create a work group bringing together nine representatives from the J.A.L. project, two from the ODEQ, one from the Quebec Ministry of Lands and Forests, three from the University of Laval, one from the Regional Council of Development (R.C.D.), one from the Union of Agricultural Producers (U.A.P.) and one from "Opération Dignité II" (O.D. II), in order to summarize the needs, the budgetary specifications and the possible sources of financing. After reducing the number of participants the work group continued this research until January 1974 when it signed an agreement of protocol.

The pressure put on by the committees achieved some success with the government but was not sufficient to eliminate all opposition and problems encountered by the project considered as a "pilot project". The population, being heavily involved in the elaboration of the projects which were within the framework of the J.A.L. project, seemed bent, however, on achieving their will.

THE OBJECTIVES OF THE J.A.P. PROJECT:

At the source of the tensions and disputes between the population and the state planners was a difference in attitudes concerning the future of the back country. Ever since the initial steps, the local leaders became more organized, more systematic and more precise in their awareness of the problems, but the plan of development, as expressed in the dossier on the population issued on the 19th of September 1973, did not change.

> "The industrialization and urbanization aims are no
> doubt valid but one must not,in the development of
> the territory, lose sight of the urban-rural balance
> that must be safe-guarded in order to maintain the
> richness of the environment necessary for a
> healthy society.
>
> A territory should be developed for those who live
> in it and not for purely economic reasons: maximum
> profits, profitability, productivity, efficiency.
>
> In any development involving man, the solution to
> the problem of population migration in search of
> livelihood should only be envisaged as a last resort
> and only when the failure of all other solutions
> based on on the spot activities is certain."[1]

Beyond this, the population refused a development project tele-guided by the planners and where its own role would be limited to that of a simple performer where it would no longer be involved in any decision-

[1]Gilles Roy, Projet d'aménagement communautaire agro-forestier dans le secteur de l'Est du Lac Temiscouata, Deuxième rapport d'étape, Faculté des Sciences de l'Agriculture et de l'Alimentation, Université Laval, avril 1973, p. 40

making. The local leaders demanded true participation of as much of the
population as possible, resulting in an elaborate project that the
population itself would determine and achieve. Besides, the leaders were
aware of the need for a technical and financial framework provided by the
ministries. But in the elaboration of the project they tended to free
themselves financially from governments' help as quickly as possible.

THE ORGANIZATION AND THE ACTIVITY PROJECT:

The aim of the projects elaborated by the population with the help
of some specialists is that of achieving an integrated development of the
resources of the milieu as a whole. It is to this aim that the organization
set up by the population is devoted.

To replace the inter-municipal committee which had taken the
initiative in the mobilization but which had no recognized legal status
for negotiations with governments, the Co-operative of Agro-Forestry
Development of the Temiscouata (henceforth CADT) was set up and it
received its official charter in July 1974. The Co-operative is controlled
by an administrative council of twelve people who meet every two weeks.
A public annual assembly (election, financial report ...) must be held
and special assemblies if and when the need arises. Those in charge want
to set up assemblies every three months. This structure is a sort of
mother-cell which co-ordinates all the developments of the territory,
initiates projects and provides services to the various committees and to
the population: animation; technical environments; secretarial services.

Associated with this central organization are three groups or
committees specializing in forestry, agriculture and tourism and craftwork.
The Forestry Group was the first set up with a large enough mandate, the
other two not yet being officially recognized. The Forestry Group,

legally constituted in July 1973, is an autonomous organization, working in constant collaboration with the Co-operative of which it is a member. It is seeking to specify the terms of this association and hopes that the Co-operative can buy forestry lots and thus become a member of the Forestry Group.

The objective of the Group is to bring together the owners of wooded land (private) for a more rational exploitation of the forest. These owners unite their lots and, according to the established agreement, the Quebec Ministry of Lands and Forests opens up for exploitation an equivalent surface area of public land. At this moment the owners have a fifteen year contract with the Forestry Group. However, the Ministry refuses to take on risks and only grants subsidies bit by bit and on an annual basis. Thus in 1973, with a contract of $37,000, the Forestry Group and the Co-operative employed thirty men for ten weeks. In 1974 with $160,000 they employed 35 men for five months, and in 1975 they hope to employ fifty men for six months. The Group usually hires forestry workers from the area who, before, used to work in the forests of Maine and who lived for the rest of the time on social welfare. It hopes eventually to be able to guarantee seven to eight months' work and by means of other projects provide an employment period of ten months.

In the forest sector, the Co-operative has set up a project for the exploitation of maple groves with the technical support of government services that are normally little used, like the Agriculture Services of the Quebec Ministry of Agriculture. An inventory was made of 200 acres of treed lots which offered a possibility of about 100 cuts (grooves) per acre making a total of 20,000 cuts, and studies are being made at this moment on more exploitation techniques to increase the yield.

In the agricultural sector, the Co-operative, after market research, has set up a project of "potatoes for planting" started in 1974 with forty acres planted by private owners and sixty acres leased out by the Quebec Ministry of Agriculture. However, the latter seems reticent before such a large scale project with such industrialized bases and has only accepted the seeding of 100 acres for a three-year experiment. But the population hopes by 1980 to seed 1,000 acres, 500 of which would be exploited by contract owners and 500 by specialized salaried employees, thus offering a full-time stable job for fifteen workers and a seasonal job for forty others. It also plans to appeal for funds to the Canadian Ministry of Agriculture (warehouses, machinery ...) and to the Ministry of Regional Economic Expansion (for creating jobs).

Projects have already been started in tourism and craftwork. The possibilities of a canoe-camping circuit in the region have been explored with the help of a team of university students and it is hoped that this will be developed further, even if it depends on voluntary workers. Eventually it is hoped to add socio-cultural activities and to develop a farm lodging project, following the experiment made in 1974 with the collaboration of five farming families. In craftwork, creativity courses have taken place with the help of the permanent Educational Services of the Area, but this project is moving slowly, as much because of the difficulties of providing materials and of marketing as of the need to develop some means of going beyond the individualism of the participants.

Alongside these initiatives there exists a bureau of extension of the services of the Canada Manpower Centre Prif,[1] by offering the funds

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[1] Prif: Placement, Reorientation, Information, Formation.

for three permanent posts it has made it possible to take on local leaders who can thus devote themselves completely to setting up projects and to mobilizing the population. This bureau depends on the Co-operative for its orientation and is more concerned with job creation than with the placement of individuals.

Others of the permanent staff, an animator, an agricultural technician and a secretary, also work on the co-ordinating of the activities in the central office of the Co-operative. They are paid by the University of Laval from the research fund allocated by the Quebec Ministry of Agriculture and available within the framework of the Ottawa-Quebec agreement, that is, $64,000 for last year and $68,000 for this year. There is also a social worker. She is paid by the MSA and works with those on social welfare and with the unemployed, so as to involve them in the various projects. The setting up of this post was the result of the fears of the leaders that, given how difficult it was to reach this portion of the population, it would become even more marginal.

INVOLVEMENT OF THE POPULATION:

The high level of participation by the population in the J.A.L. project was due mainly to the constant concern of the leaders to fulfill the needs of the milieu and to give it the information and the education necessary for a full and complete participation. People's meetings, home meetings and weekly bulletin delivered by post to all families were used to inform the population. In order to further this action, a community mobile-radio project has been formulated, but it may encounter problems in the sphere of federal-provincial jurisdiction.

Several educational activities have also contributed in stimulating the interest of the population and in encouraging its "enlightened

participation". The "Operation January 73", which brought together more
than 200 people over one month for three hours a day, was taken up again
in a more condensed form with the "Operation February 74" which brought
together 150 people for thirty hours of courses and a day of intensive
information in 1975. These activities were supplemented, after some
pressure, with courses given on the spot as general education, at a pre-
secondary and secondary I-II-III level, as well as basic professional
training or as specialized courses in such fields as sylviculture, agriculture,
sewing and craftwork ... , with the assistance of the permanent Education
Service of the Region of Grand-Portage and of the Canada Manpower Centre
at Rivière-du-Loup.

It can be said for certain that about eighty per cent of the
population of the territory is truly involved and supporting projects,
mainly by financial subscriptions even before the government pledged its
support (e.g., Forestry Group, Potato Project). On the whole the local
elite (Mayors and Councillors) have been very helpful and only a few families,
well off and more concerned with their personal interests, have opposed
projects.

The population, however, is showing impatience with the resistance
of the government civil servants, with the refusal of certain ministries to
take on risks together with the population, and with the financial problems
caused by constantly delayed payments by the government. This has forced
the Co-operative to find urgent financing elsewhere (loans ...).

EVALUATION:

Such an experiment seems to have already proven its viability on the
human resources level, by creating jobs and by starting a process of re-
evaluation of the population in what is basically a social welfare area.

On a more strictly economical plane, it will take longer - a few years - to
fully evaluate the results.

Furthermore, we can say with conviction that the animation, the
education and information of the population is very important in a
project which stakes so much on the participation of the population. It
is thus important to train local leaders and to avoid creating a relation-
ship based on dependence on the animators and on the counsel-organization
who intervene in the project (e.g., The Faculty of Agriculture and
Nutrition Sciences of the University of Laval). Despite the sharing of
most of the resources of the milieu, the remaining requirements in terms
of financing and technical support involve assistance from outside sources,
governmental or other. But to fulfill its role efficiently this
assistance must not be linked to planning from above, which reduces the
population to a role of performers on the running of the Co-operative.

CASE NO. 25

COMMUNITY ANIMATION AND PERSONAL AID EDUCATIONAL SERVICES (CAPAES)

DESCRIPTIVE TERMS

adult education, self-development, personal development, social anima-
tion.

ABSTRACT

Objectives:
(i) to stimulate opportunities for self-education and personal develop-
    ment, largely outside formal training institutions
(ii) to stimulate the collaboration of various agencies in the commun-
    ity towards providing adult education for self-development.

Population: Adult population of Quebec

Methods:
(i)   development of awareness in local school commissions for such
      services
(ii) providing staff to help organize such services

Training Component:

Training is provided for the people at the local level who, in
turn, have the task of educating individuals and agencies in their local-
ity.

Organizational Structure:

This program comes generally under the management of the Quebec
Ministry of Education where it receives overall co-ordination. This is
then duplicated at the local level through local school commissions who
are served by a team of eight people covering the entire province.

Funding: Provincial government

ANALYSIS

The CAPAES Program is well beyond the experimental stage and though
it is still engaged in defining its precise role it has been successful
in consolidating certain approaches to adult education focused on the in-
dividual and personal development. The greatest difficulty encountered
is promoting the idea of individually designed educational programs as
distinct from formal courses - this also leads to difficulty in budget-
ing and in receiving provincial grants.

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<u>CONTACTS</u>:

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COMMUNITY ANIMATION AND PERSONAL AID EDUCATIONAL SERVICES (CAPAES)

The programme of CAPAES was established by the General Management of Adult Education (GMAE) of the Quebec Ministry of Education during 1972. The aim of this programme was to elaborate a provincial policy of educational services other than those offered to the adult population by the Adult Education Services of the School commissions.

HISTORY:

The CAPAES programme was elaborated by a work group within the SESAME[1] project, since become the assistance team to the development. The group has diagnosed a lack of certain modes of responses to adult needs. Having realized that the school commissions had no planned educational services in terms of personal development, they proceeded to identify the resources at their disposal and to seek out organizational models of the services that would cover all the dimensions of the needs of the adults outside the training periods.

This realization was corroborated by the results of "Opération Départ"[2] which showed that a large number of adults are not reached by the education institutions which are not necessarily training centres but which

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[1]SESAME: "Sessions d'Enseignement Spécialisé aux Maîtres en Exercice". This programme was, above all, based on the training of adult teachers. It was created in 1966.

[2]This operation was undertaken to set up, at the regional school commission level, Adult Education Services.

can adequately respond to their needs. Furthermore, the Multi-Media[1] programme was being developed, in a parallel or complementary way, alongside the intervention of the Adult Education Services of the school commissions.

A document entitled "Politique expérimentale des services éducatifs d'aide personnelle et d'animation communautaire", which was elaborated by a provincial committee of nine people, was handed over to the school commissions in August 1972 and read out during information sessions in October of the same year. After an initial experiment in 1972-73, this policy was maintained; CAPAES thus became a special sector of the GMAE and a specific budget was granted to the Adult Education Services in the school commissions to achieve the CAPAES programme.

OBJECTIVES AND MODES OF INTERVENTION:

The experimental policy, set forth for 1972-1973, did not specify special services, but rather sought to encourage an attitude or frame of mind, to express an educational philosophy, to set up a certain number of resources and to define some rules with the aim of triggering off and maintaining a dynamic process of research-action in the Adult Education Services of the school commissions.

The underlying perspective in this approach is that of self education, a theory according to which the adult is considered the prime agent in his own education within a process which seeks the integral development of his self, taking into account the plurality and the variety

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[1] A large scale program set up in the first years of the 70's by the Ministry of Education, with the aim of reaching outside the framework of the schools and with the support of information media, adults, in particular adults from the less well off areas. This project is at the moment in jeopardy and there are rumours circulating to the effect that it would soon be abandoned.

of the educational needs of the person himself, of the group and of the

community. The aim of this programme is for "each AES to become

progressively capable of receiving and helping people within all the

dimensions of an educational project". It encourages those situations

where it is the adult who "helps himself" and determines the objectives,

the content and the rhythm of the educational process. Furthermore, so as

to ensure the right of the adult to educational resources, this programme

attempts to improve the accessibility and the diversity of the services

offered to the whole adult population of a territory and not only to those

students registered in the AES. It is in this that it can be distinguished

from the other activities which are in practice solely based on adult

education.

A more functional delimitation of the CAPAES programme has still to

be established, in the opinion of those in charge, but this policy aims

at encouraging the development of a "service mentality" in the AES and of

a better technical and pedagogical quality of the services offered. Other

intermediary objectives such as the expansion of the animation services of

the milieu, a "communitarization"of the personal aid services, the

establishment of opinion gathering mechanisms (of the users) encouraging

the adaptation of the services and the auto-regularization, and finally the

regionalization of certain functions taken on by CAPAES, follow its

establishment.

Involvement embraces two major activities: (1) personal aid; and (2)

animation of the milieu. Personal aid (1) brings together the various

functions of promotion of the CAPAES, of information, of reception, of

counselling (of educational and professional orientations), of animation of

student life, of cetain "para-educational" activities like libraries,
cafeterias ... . As for the animation of the milieu (2), this concerns
groups who give support to the work done by CAPAES in the milieu, and in
this way they can better deal with the problems of the milieu. This
animation does not favour target-populations as is the case in the Multi-
Media programme which gives priority, in its intervention, to the least
favoured segments of the Quebec population.

The interventions within the CAPAES organization are made continuous
and alternately with the other services offered by the AES, according to
the needs expressed by the adult clientele, whether registered or not in
the courses. Since the programme encourages the autonomy and the
initiative of the local school commissions, the first experiments revealed
a great diversity of approach.

The school commissions sought at first to consolidate more familiar
activities or services before starting out on new experiments. An
overall picture of the first year's achievements reveals a predominance
of services associated with scholarization and aimed at adult/students as
well as a greater development of technical activities or services and of
personal assistance. The dimension of animation of the milieu is as yet
little developed.

STRUCTURE AND FUNCTIONING:

Inspired by a certain amount of groundwork experience, it was
postulated that the services set up in the framework of the CAPAES programme
could furnish the real needs of the AES of the population. Furthermore,
it was judged that the school commissions were capable, with certain
resources behind them to facilitate the task, to define their own

programmes of personal assistance and of community action, to set them up,
to review them and to watch over their development.

CAPAES has been assimilated into the structures already present,
as much on the provincial level in the "Direction Générale de l'Education
des Adultes", as on the local level, in the regional school commissions.

On the local level, each AES is allowed one full-time CAPAES
counsellor who is under the direct supervision of the director of AES and
who has an operational budget determined according to the global volume of
activity of the AES.[1] Supplementary budgets can also be obtained for the
setting up of special projects.

On the provincial level CAPAES is a distinct service with the
"Direction Générale de l'Education des Adultes" and under the responsibility
of the assistant director of this General Management. The main functions
of this service are those of administrative and budgetary control,
information, animation, support of groundwork personnel and of co-ordination
with the other governmental services. In its dealings with the AES of the
school commissions, it attempts to give to the provincial controls an
appearance of stimulation, to maximize the relationships based on assistance
and reciprocal influence, to circulate information, to encourage feedback
from the milieu, to provide the groundwork people with several opportunities
to involve themselves and to establish empirical planning.

The permanent team has only eight people, which prevents them from
giving true support to the 73 school commissions who have a CAPAES

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[1]For less than 20,000 hours: $10,600.00. For more than 20,000 hours: a
base of .53/hr. of training.

programme. To ensure a better participation at the local level, the permanent team envisages a policy of decentralization of the provincial service which is, at the moment, concentrated in Quebec City, by using the professionals in the regions. As for the training of the groundwork personnel of CAPAES, it is the responsibility of the team assisting the development which, as has been pointed out, had played a role of encouragement in the establishment of the programme.

Another administrative measure capable of affecting the CAPAES development is linked to the problem of jurisdiction between the Ministry of Education and the Ministry of Employment, as certain of the offered services concern professional orientation, placement, etc. A solution has been found, and it is agreed that these latter services, which come before and after the training period, are the responsibility of the Ministry of Employment, and the others of the Ministry of Education. This may well entail the risk of co-ordination problems.

The funds committed to the CAPAES programme were $2,500,000 for 1973-74; at the local level, with the exception of certain large school boards (e.g., Montreal Catholic School Board), the limitation of funds has slowed down the programme's development and has led to a climate of uncertainty as to the future, owing to the lack of full-time staff and the obvious discrepancy between aspirations and reality. Even at the provincial level, the lack of resources has resulted in less aid being given to groundwork programmes, in less co-ordination between them and other programmes and services (Multi-Media, people's education, service of technical education aids ...), in the absence of systematic research and in the problems of the spread of information.

EVALUATION:

The CAPAES programme has gone beyond the experimental stage.
Exploratory research is being conducted so as to consolidate its
development in the three fields of personal assistance, animation of
the milieu and animation of student life. Certain local experiments have
produced good results which help to consolidate an educational approach
which goes beyond the normal educational sphere.

In the development of the CAPAES programme, those in charge have
tried to respect the conditions existing in the local structures, as well
as the attitudes of those already working there, and they have attempted to
encourage use of the CAPAES resources by, for example, the Adult Education
Service, which used them to publicise their aims and to increase their
volume of operation. They plan, however, to readjust certain interventions.
Furthermore, in the actual CAPAES structure, it is quite possible to come
to terms with certain resistances stemming from the recent large
transformations in the field of adult education and to play an innovative
role in a climate of collaboration with the established authorities.

However, certain contradictions may well affect the development of
the programme. We can mention the system of granting budgets on a basis
of courses/hours; whereas the approach that has been encouraged by the
programme is based on the flexibility and the polyvalence of non-
scholarizing services. Furthermore, if more developed forms of inducement
do not exist, the already established practices at the local level will
tend to have priority over innovative practices. Also, the lack of
continuing between the various governmental programmes (CAPAES, Multi-
Media, professional training programmes of the Federal Government ...) can
lead to tension.

For the government supervisors of the CAPAES programme, the
principles of autodetermination and participation in the decision-making
at the local level are already a reality. Only a more detailed and
profound study would enable us to check whether the local supervisors
have a similar attitude concerning the population's participation in, and
determination of, its own training programmes.

CASE NO. 26

THE COOPERATIVE ASSOCIATION OF FAMILY ECONOMY

(C.A.F.E.)

DESCRIPTIVE TERMS

consumer education, co-operative education, family budgeting, co-operative family economy planning, debt rehabilitation

ABSTRACT

Objectives:
(i)   to assist families in planning budgets
(ii)   to provide assistance for families in debt
(iii)   general education for family budget planning

Population: Five districts in the city of Montreal

Methods:
(i)   consultation with families in difficulty or requesting assistance
(ii)   general education programs, publicity and information

Organizational Structure: An administrative council of eleven people, nine of whom are involved directly in the work of CAFES in the districts; a management committee conducts day-to-day supervision of activities; the operation is decentralized into five local district offices, each with considerable autonomy. Each district has a local animator who maintains liaison with members and the supporting unions.

Funding:
(i)   provincial government
(ii)   members
(iii)   private organizations

ANALYSIS - serves a large membership or constituency - objectives and goals, though they change frequently, seem to be well thought out. - There is some involvement of people but this is primarily at the management level and at the administrative council meetings which serve as a "forum".

The program seems to have had difficulty finding a distinct role for itself over the years, especially with inconsistent government support, and with uncertain relations with similiar co-operative movements and with unions. However, it seems to fill a gap in the field of what might be termed consumer education, even though government is increasingly active in that field.

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CONTACTS: Gilles Sicotte, 1212, Panet, Montreal, Quebec.

THE CO-OPERATIVE ASSOCIATION OF FAMILY ECONOMONY (C.A.F.E.)

The Co-operative Association of Family Economy (henceforth CAFE) of the Montreal region is an autonomous movement affiliated to the provincial Federation of CAFE's.

HISTORY:[1]

The CAFE movement came as a result of the organization and the struggles of the working class people. More specifically, the initial activities of consultation with, and of assistance to, worker families heavily in debt and the first courses given on family budget were organized in the first years of the 60's within the framework of the Confederation of National Unions (henceforth CNU) without the support of the already well established co-operative movement in Quebec.

Following the intervention of Andre Laurin and of Gerald Auger (the former was a permanent member of the CNU and the latter vice-president of the Union of Shawinigan Chemical Workers) in Quebec City regions, Shawinigan (at the request of the strikers and Shawinigan Chemical) and Saguenay-Lac St. Jean (televised courses), workers formed family budget committees within the framework of central councils and a first "Co-operative and Financial Service", forerunner of the CAFE, was officially launched in the Shawinigan region in 1965. The same year a provincial meeting bringing together about forty organizations (unions, people's groups,co-operatives ...) tried to launch a movement on a provincial scale and voted in an initial plan of status and programme which lay emphasis on co-operative education while juxtaposing closely related economic operations.

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[1]Information provided by document: "Connaissance et Avenir du mouvement A.C.E.F., Fédération du A.C.E.F. du Québec, 2e Congrés annuel, Montréal, novembre 1972.

The creation of the Montreal CAFE took place officially in 1968. This CAFE benefited for some time from the help of the "Company of Young Canadians" in both financial and human resources. It also temporarily fulfilled the role of a federation in its support of four other regional CAFE's.

The priorities of intervention of the CAFE's were at first determined by the rhythm of the daily demands of those workers in debt. Amongst the various functions that the CAFE's have taken on were, for example, direct services to the population, budgetary education, co-operative promotion, and direct action as a pressure group and agent for social change. The lack of precision concerning their programme of activity led to concentration of energy in the assistance service. There were two schools of thought divided over the conception of budgetary consultation: it was seen either as a starting point in a long process of education and awareness, or as a means of tracking down typical cases in order to enter into judicial dispute. This last approach tended to predominate with the arrival of Pierre Marois in 1968 at the Montreal CAFE.

In the last years of the 60's there was an attempt by the permanent members to relocate the exploitation of consumers within the overall problem. This attempt was followed in 1970-71 by a confrontation with the political powers over the "Law of consumer protection" (Bill 45). Thanks to the initiatives of the CAFE's, a common front of several intermediary bodies contested this bill which, in their opinion, did not eliminate consumer exploitation but rather guaranteed new privileges to businesses and credit companies. They demanded several amendments, very few of which were accepted when the Bill 45 was voted in in July 1971. This rebuff can be linked to a sudden decrease in the governmental subsidies granted to the CAFE's in 1972-73.

This new situation forced the CAFE to radicalize its objectives, to re-evaluate its plan of action and to question its internal structures. Amongst the main problems confronting the movement are those of the lack of worker participation, of member participation and the predominance of the permanent staff members who thus find themselves in positions of power. It is this that the re-orientation of the Montreal CAFE seeks to resolve as we shall see in the following pages.

THE OBJECTIVES AND PLAN OF ACTION:

In its initial stages the CAFE concentrated its attention on the consequences of the consumer society and on the "rehabilitation" of those grappling with debt problems. Eventually it began to concern itself with level contestation and to act as a pressure group against political power, and it is in these perspectives that must be considered the reference to the reforms necessary in an amelioration of the social system.

During the last few years after much self-analysis, the Montreal CAFE progressively abandoned its role as a pressure group and reduced its service activities which have been taken over by the government via the Office of Consumer Protection (OCP). Now the consultation service is seen more as a way of checking the pulse of consumer problems.

The present work of the Montreal CAFE centres around the education of the people with the aim of making the population aware of and sensitive to the more fundamental causes behind consumer problems. This education of the people reinforces the struggles of the various districts either at the level of the centres of production or around consumer problems (e.g., opposition to the rise in the price of milk). In this way it can be said that the Montreal CAFE has been reorganized into an organization for social

change and it tries, by its actions, to be identified as such by the people. However, as a permanent staff member pointed out, it has yet to clarify viable alternatives to enable it to link a short-term action with medium and long-term action.

To better achieve these objectives, the Montreal CAFE accelerated its decentralization. It has already given autonomy to five sub-regions which have become five local associations; it has also undertaken the creation of district officers. This modification enabled the CAFE to link closer ties with district groups and local unions and to modify its relationship with its members by bringing them into a common action.

The consolidation of this kind of intervention in five districts (chosen after careful study: Hochelaga-Mainsonneuve, St. Henri, Lafontaine, Mercier et Villeray) hinges upon certain objectives that become clearer as the action becomes more determined. On one hand is an attempt to achieve a regrouping over consumer problems around the local CAFE which would become a sort of crossroads where the groups attempt to clarify a common analysis of the consumer society, and where they become organized with a view to carry out certain actions. On the other hand, the CAFE has to take a position on the problems of the district and to provide a support for the militant groups, and this enables it to contact people's groups and to keep a liaison with them - a step forward since relations between the CAFE and them have not always been favourable.

ORGANIZATION AND RESOURCES:

With the decentralization the structure of the Montreal CAFE has lost much of its rigidity. The general assembly, in which participate the delegates of the member organizations (102 in 1972), fulfills a function of

ratification on the legal plane, but its importance stems more from the fact that it is a meeting place for people from all areas of society and a means of exchange where it is possible to make progress towards the objectives through group discussion around various themes. In practice, there are more militants[1] than organization delegates as, for example, in this assembly in which there were about 35 militants to 25 delegates. The Montreal CAFE is, at the moment, reviewing the question of affiliation of individual members so that this aspect is more in line with the modifications that have already taken place; the solutions proposed should eventually be accepted.

The administrative council, formerly composed of fifteen elected people so as to ensure as much as possible a fair balance of representation between various types of organizations (co-operatives, unions, people's movements), now consists of eleven people of which nine are involved in the work of CAFE's in the districts. The administrative council does not fulfill a role similar to that which one normally associates with such a structure in co-operatives. Rather than being an organ of decision and orientation, the administrative council is a forum of discussions whose role is that of critic of the action of the permanent staff members. A management committee including representatives of the unionized employees of the Association, is responsible for the hiring of new staff.

The permanent staff members of the Montreal CAFE which already in 1960 were up to thirty, are now only twelve; two concerned with the reception; one co-ordinator, one administrative secretary; and eight animators. Of

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[1] By militants we mean people actively committed in social movements and who do not participate in the assembly in the role of delegates.

these, six work in the districts and the other two remain in the regional office in order to maintain the information and budgetary services. It is the permanent members, constantly and fully involved in the action of the CAFE, who are best able to criticize and influence its orientations.

Due to the recent transformations the role of the regional CAFE is much more limited and the district CAFE's enjoy an almost complete autonomy with the condition that they do no harm to the rest of the movement since they remain in constant liaison and solidarity with it. Already district general assemblies have been set up as well as local administrative councils, even if these structures do not yet have legal existence.

The financing of the CAFE has been affected by the rapid reduction of governmental subsidies in 1971-72. The movement must learn to function in a financial situation that is always open to rapid deterioration. At the moment the Montreal CAFE derives its resources mainly from Centraide,[1] ex-Campaign of the Federation of French-Canadian Works of Charity, which provides sixty per cent to sixty-five per cent of the budget and also from the fees of the members. To this are added grants like the funds obtained for special government projects for adult education or revenues coming from the Federal Secretary of State. Because of the fragility of these sources of income the CAFE is constantly preoccupied with finding new forms of financing since it is still necessary to have a certain number of permanent members. Already the decentralization enables it to utilize resources at a district level, but should problems arise it will, perhaps, be necessary to envisage a joint financing campaign with other people's organizations.

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[1]This organization organizes, every year, a subscription campaign to help the member organizations to fulfill their needs. They are different organizations of a private nature.

The CAFE movement's links with other institutions in the co-operative movement are formed through the intermediary of the Provincial Federation of CAFE's which has a financing protocol renewable each year with the "Federation des Caisses Populaires Desjardins" (this year, $200,000). After the conflicts which characterized the origins of the CAFE movement, the CAFE does not wish to break with the co-operative movement and is even attempting to get involved in certain actions. Furthermore, certain local "Caisses Populaires", under the direction of more progressive elements, are members of the CAFE even if one realizes that they are tending to diminish in number

SOME ACQUIREMENTS:

The CAFE movement's experiment, where most of the activity was concentrated at first on defending the interest of, and helping, consumers earning small salaries has, like many other experiments of the same kind, had to accept certain limits and the movement became involved in political confrontation. This experience has shown the necessity to develop in those most involved, awareness and understanding as an indispensable basis for any effective intervention. It is in this way that we should judge the present phase of decentralization which allows them to work more closely with the members of the basic group, on a local level, and which encourages a more systematic attempt at educating the people, an attempt closely allied to the actions in the districts.

ST. FRANCIS XAVIER UNIVERSITY

DESCRIPTIVE TERMS:

adult education; Antigonish Movement; cooperatives, credit unions, labour education; economic activity; group action; field workers; study clubs; cultural and spiritual dimensions.

ABSTRACT:

Objectives: Social reform through education, economic activity, and group action, leading to "a full and abundant life for everyone in the community."

Population: "The common people of eastern Nova Scotia."

Methods: Mass meetings, study groups, self-help economic projects, organization of cooperatives, credit unions, community forums, labour education courses, etc.

Training component:
  (a) Orientation and introduction to Antigonish philosophy for field workers through involvement in projects, University extension courses, or Coady Institute training.
  (b) Leadership and basic organization training for community leaders, and training for labour union members.

Organizational Structure: St. Francis Xavier University Extension Department has field workers in three centres; the operation comes under the general administration of the University. Corps, credit unions, etc., become independent bodies.

Funding: Government grants, university, and private contributions.

Evaluation Procedures: The programme is judged by results in the form of successful projects.

ANALYSIS:

In relation to the criteria set out in the Introduction this programme seems strong in the following respects:
  - having a clear conceptual framework, systematic approach, and clear objectives;
  - having a multiple emphasis on social, economic, cultural and educational development;
  - encouraging and involving people in planning, decision-making and implementation;
  - involving a significant number of people;
  - relying on labour-intensive rather than capital-intensive projects;
  - involving learning as a part of the development goal;
  - having wide sponsorship (though basically reliant on the University).

REFERENCES:

A.F. Laidlaw, The Campus and the Community, Montreal, Harvest House, 1961.

CONTACT:

Rev. G.E. Topshee, Director,
Extension Department,
St. Francis Xavier University
Antigonish, Nova Scotia.

ST FRANCIS XAVIER UNIVERSITY

St. Francis Xavier University, almost since its inception in 1853, has been involved with the common people of eastern Nova Scotia. In the 1920's a number of movements and experiments in adult education were undertaken in the region, most of them by clergymen who had some connection with the University. In 1928, these early efforts coalesced in the establishment of St. Francis Xavier's Extension Department under the directorship of the Rev. Dr. Moses Coady, whose name has come to be synonymous with the complex ideological and institutional phenomenon known as the Antigonish Movement, in which adult education, the organization of co-operatives and credit unions, leadership training, technical assistance to farmers and fishermen, labour education and many other facets were blended into a powerful force for social change.

A current brochure from the University sets out the principles of the movement as follows:

1. the primacy of the individual

2. social reform must come through education

3. education must begin with the economic

4. education must come through group action

5. effective social reform involves fundamental changes in social and economic institutions

6. the ultimate objective of the movement is a full and abundant life for everyone in the community.

At present, the institutional centre of the Antigonish Movement is in two divisions of St. Francis Xavier University - the Extension Department and the Coady International Institute. A third branch of the University with a development orientation is the Department of Adult Education, under the Faculty of Arts.

Background, Origins and Objectives

As noted above, the Extension Department of St. Francis Xavier University was established in 1928, growing out of a number of experiments in adult eudcation and organization undertaken by the clergy in eastern Nova Scotia. Among the first efforts was a People's School, begun in 1921, which

was probably one of the first attempts in Canada to bring adults of varying educational backgrounds to a university for continuing education. A broad range of cultural and practical subjects were offered. As a result of community involvement and much discussion among the educators, it was decided that, while bringing the people to the University was desirable, the goal of widespread social and economic betterment could only be served by bringing the University to the people.

At this time, the entire area was in a very depressed condition. The plight of the farmers and inshore fishermen was particularly severe and was being publicly articulated, mainly by the clergy, but also by Halifax newspapers. In 1927-28, a Royal Commission was set up, primarily as a result of the work of the other major pioneer of the movement, Dr. J. J. Tompkins. The Commission investigated the state of the fishery, and invited Dr. Coady to present a program of organization and education of the fishermen; Coady's suggestions were incorporated in the final report and in 1929 he was asked to begin their implementation by organizing locals of the United Maritime Fishermen, work that was completely congruent with the emerging philosophy of the Antigonish Movement and the objectives of the Extension Department.

Dr. Coady has articulated the "key principle" of the Movement as "starting social reform through economic activity". The objectives of the Extension Department were to work for social betterment through education, organization and co-operation. The basic method adopted by the Department was the holding of mass meetings in centres throughout the region, at which the advantages of adult education were discussed. Out of these grew small study groups which were at first rather weak in their organization and unclear about their objectives. However, the emphasis quickly shifted to concrete economic action in self-help projects, and the Movement strengthened and grew, becoming involved in the organization of producers' and consumers' co-operatives, credit unions, community forums, labour education courses, co-operative medical services, housing projects, etc. By 1937, there were 12,000 adults meeting in study clubs in the area.

Procedures, Organization and Evaluation

At present, the Extension Department and the Coady Institute are under a single Director, (Rev. G.E. Topshee)and Associate Director (Mr. J. Chaisson). The Extension Department has an office in Antigonish with five field workers; one in Sydney with a supervisor and three field workers; and a new office in New Glasgow with one field worker. The entire structure is under the general administration of the University.

No particular formal qualifications are required of the field workers; they are selected on the basis of commitment, personal qualities and experience. All are in one way or another introduced to the philosophy and concepts of the Antigonish Movement, through having been a participant in projects that have been going on for nearly fifty years, through aassociation with the University, or by taking part in the Coady Institute's training program. There is no on-going in-service training but field workers, through staff meetings, participate in the development of the Antigonish philosophy. The "client" or receiving groups have no direct involvement in the operation of the Department's structure, but most of the individual projects are worked out by and with community groups. This process also provides the main means of evaluation of the program.

The basic methods are similar to those outlined by Dr. Coady, with allowances for modernization: the organization of study clubs and small groups, leadership training for community leaders; basic organizing; training sessions for labour and union members; etc. Most of the work is in small-scale, face-to-face groups. Field workers have considerable freedom to choose methods and directions as they seem appropriate.

The original work by Dr. Coady and the Department was directed toward a client group of primary producers in severely depressed economic condition. With a general increase in prosperity and the success of the Antigonish Movement and the Department found itself in recent years working with people who were no longer at the bottom of the economic heap, and some of the field workers have begun to direct their attention to the new stratum of people in depressed circumstances - welfare recipients, marginal workers, and small farmers and fishermen whose traditional livelihood is being eroded by technological development. While the basic objectives remain

the same, the traditional methods are being modified to suit the new conditions.

Financial support for the program comes largely from government grants, with some in-put from private contributions, and deficit financing from the University. Because of the uncertainties of dependence upon grants, the administration is in the process of establishing a foundation for the support of the Extension Department and the Coady Institute to give, it is hoped, a more stable base.

Current Status and Observable Results

The program of the Department is undergoing continuous development as illustrated by the establishment of a new office in New Glasgow. Work with the emerging low-income and deprived groups is leading into new projects and programs.

The new work with, for example, welfare recipients, involves a certain amount of disagreement with supporters of the status quo - some of whom, ironically enough, are people who are now receiving the benefit of past efforts of the Department. However, this is largely offset by the immense prestige associated with the name of Coady and the Antigonish Movement by the community at large and the governments. Within the organization there is occasional disagreement over priorities and programs, but these are largely resolved through discussion. On the whole, therefore, the Department receives general support, though some field workers feel that the larger University community does not take as great an interest as it might in the work.

The observable results of the Department's work are obvious to even the uninformed traveller in eastern Nova Scotia in the form of co-operatives, credit unions and other on-going institutions.

Special Characteristics, Problems and Innovations

It would seem that the unique successes of development work undertaken out of St. Francix Xavier University is intimately connected with the pervasive and coherent philosophy that was reified and labelled as the Antigonish Movement. Projects have not been undertaken piecemeal or in isolation; each one has been conceived of as part of a larger whole with

economic, social, cultural and spiritual dimensions. It is difficult to
assess how much of the success of the Movement is attributable to the
charismatic leadership of Father Coady, a muscular priest in a society
of hard-working, poverty-ridden Roman Catholics, but perhaps this ques-
tion is irrelevant. The generalizable aspects may lie in the principles
of the Movement itself. and in the observation that self-help and eco-
nomic development can flourish in the context of a philosophy that
gives a larger meaning to individual actions - perhaps only there.

ST. FRANCIS XAVIER UNIVERSITY EXTENSION DEPT.   APPENDIX TO

CASE STUDY.

1.   Date of case study   -   March 1975

2.   For further information contact:

> Rev. G.E. Topshee
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3.   Case Study Descriptors - rural extension work.
co-operatives
socio-economic development
adult education
self-help community development

4.   Glossary of terms.

Term	Definition
1. adult education	the key principle of the Antigonish movement is starting social reform through community economic projects. Adult education needs are defined by the particular projects undertaken. For example, courses for people organized into and running co-operatives.
2. Antigonish movement	term used to describe the general approach to community betterment and social reform which incoporates economic, social and cultural and spiritual dimensions.
3. Community development	the definition of community development in the Antigonish movement is embodied in several general principles. So that community development is the process whereby a community achieves a full and abundant life for its members. This must involve fundamental changes in the social and economic institutions of the community.

5. Bibliography

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               story of the Antigonish movement of
               Adult Education, through Economic Co-
               operation. New York, Harper 1939.

Laidlaw, Alexander F (ed.) The Man From Margaree:
               Writings and Speeches of M.M. Coady.
               Toronto, McClelland and Stewart, 1971

THE MEMORIAL UNIVERSITY EXTENSION SERVICE

DESCRIPTIVE TERMS:

community development, continuing education, adult education, community
learning centre, community communications technology, community information exchange,
social, cultural and economic development

ABSTRACT:
Objectives:
(i)"To help people in rural communities gain the ability to identify, to
articulate and to act upon their potential for social, economic and cultural
development
(ii)"To break down the mystique which has developed around the (audio-
visual) technology" so that local people in rural settings may effectively use it
(iii) "To encourage local people to participate more indecisions related
to curriculum choice and more informed public discussion about economic and
social issues".
Population: Rural people of Newfoundland.
Methods:
(i)   audio-visual technology
(ii)   field worker service - act as catalyst, provide leadership training,
provide information, liaise between groups and agencies and government, facilitate
people incomprehension and strategies of directed change
(iii)   information sources in form of T.V. monthly magazine, and public meetings
(iv)   Community learning Centres - utilization of media technology for
dispersion of information and to facilitate the formation of ideas around community
issues
Training Components:
(i)   no training for field workers other than two-three month orientation
period; annual staff meetings for 3-5 days duration; period of two months
every three years available for further training or up-grading
(ii)   animators receive training in usage of audio-visual equipment
Organizational Structure: Director, Assistant Director of Extension Service;
four divisions each with its own assistant director; these are: 1. Field Services
and·the Media, 2. Courses, Conferences and the Arts, 3. Credit courses, 4.
Administration; field workers and animators
Funding:
(i) Federal Department of Economic and Regional Expansion
Evaluation Procedures;
(i)   No formal evaluation system other than monthly reports of the field
workers.
(ii)   Alot of informal feedback from local people, government and other
agencies.
(iii)   In future, hiring a research supervisor and two research assitants
to evaluate the success of the Community Learning Centres

ANALYSIS:

The Extension Services Program seems to be functioning well at the local
level in providing information, education and encouraging the people to create
a rural-provincial communication network . People are being encouraged to
identify and isolate their own particular community needs. This is an attempt
to introduce and use technology to enhance education . Although no training is
done with field staff, careful selection of candidates with suitable qualifications
makes up for this. Evaluation is currently limited, but with increased staff in

the research area evaluation will become a working part of the project.

REFERENCES:

Lee, George E. "A Strategy for Improving Community Communications and for Developing an Efficient Carrier System for Adult Education Programming throughout the Province of Newfoundland and Labrador", (A Working Paper). MUN Extension Service, January, 1975, (13p.).

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The Memorial University Extension Service

Overview

The MUN Extension Service was established around 1959
in response to initiatives from the Government of
Newfoundland that the University should be more directly
involved with the people of Newfoundland and with the
rural areas of the Province in particular.

For several years following its establishment the
Service experimented with various approaches to the
community and from the beginning had three offices
established outside of St. John's. It was not until
1964 that its activities became focused on specific
tasks related to continuing education and community
development and within a short time after, it became
involved in larger issues of social change, development
and community organization which, according to Extension's
basic philosophy, are very much a part of the whole
process of adult or continuing education.

In the last ten years the Field Services Division
of the Extension Service has become a significant force
in community and rural development, growing in numbers
from 3 to 15 at peak level. These workers are located
in various regions around the province and some have
a. eloped an expertise in the use of audio-visual
technology for community work. The Service, through its
field workers, has become involved in a wide range of
community program regional development conferences
and courses in a wide variety of subjects for local
people. It has also been particulary strong in supporting

folk arts and their development in Newfoundland.

The Service has grown enormously especially in the
last 10 years. Personnel now number around 100 people
working within four main divisions namely:

1. Field Services and the Media.

2. Courses, Conferences and the Arts

3. Credit Courses

4. Administration.

In 1974, the Extra-Mural Studies Division of the
University was amalgamated with the Extension Service.
This did not entail a significant change in the under-
lying philosophy of the agency. The Extra Mural Studies
Division has been concerned mainly with the delivery
of academic credit courses to the community, and itself
had established 28 video centres around the Province
for this purpose. Thus it shared some connection with
Extension Service operations, and for administrative
and other reasons it was decided to join the two
operations.

One of its directors concludes that, as a whole
unit, the Extension Service has learned three main
lessons. The first is that community development is
fostered more easily by a non-governmental agency. In
order to carry out this kind of work effectively, a
great deal of freedom is necessary, and if this freedom
is available within an academic insitition then this
is the best place to base a community development effort.

The Extension Service concludes however, that the case
for community development in Newfoundland has been
established largely because the Province has only <u>one</u>
university.

A second conclusion is that continuing education
and community development functions should logically
be contained within the one agency. Extension considers
these two processes as being closely linked, if not
the same process. Third, they conclude that video
technology as it is used in community development by
Extension is directly transferable to .3rd World
situations. Moreover the creativity and innovation
necessary for the development of that technology is
fostered more efficiently in an agency like Extension
than it would be in a government department.

In its community development work over the years,
the Extension Service found two main sources of problems
and obstacles. The first of these occured when the
community activities of Extension began to conflict
with established government development programs; the
result was that political pressure was placed on the
University to restrict the operations of the Service.
However, they believe that this pressure only served
to strengthen their role and function in community
development. A second source of trouble arose within
the University itself. Some university departments
were jealous of the freedom achieved by the Extension

Service and attempted to place restrictions on its activities and budget. The effect of these efforts was limited, however, because many of the funds for Extension activities came from sources outside the University.

Two separate programs of the Extension Service are examined in the next few pages, the Field Worker Program and the Community Learning Centre Project. In effect these are two distinct case studies which have close links with each other. They are presented as separate reports because various aims and methods of each activity are significantly different however.

The Field Worker Program of the Memorial University

Extension Service

Background

The overview of the whole Extension Service presented above outlines much of the background to this particular aspect of the Services program - the field worker operations. This function of the Service really got under way in 1964 when a new Director was appointed to head the organization.

The basic philosophy on which the Field Service division operates has not changed essentially since that time. It includes the conviction that if people have the power to act, in the long run they will reach decisions in the best interest of all. It also includes the belief that people are often unable to identify or understand their problems because they do not have the power to do something about them, but that once this belief is acquired, they will make the effort to objectively evaluate their situation.

From this philosophy follows the goals of the field worker program which is to help people in rural communities gain the ability to identify, to articulate and to act upon their potentials for social, economic and cultural development. Thus the main functions of the worker are:

1. to be catalyst and initiator for the community organizations and to help people understand and develop the use of community power.

2. to act as a go-between for those who have

    information and those who do not.

3. to provide leadership training.

4. to teach the struggles and methods of preparing

    objective information and planning that will

    result in realistic solutions.

5. to promote communications between government

    and people in communities.

6. to help people understand the nature of change

    and learn strategies whereby they can control

    the direction of change.

In general the orientation of their work is towards
social and cultural development through community
development and continuing education. Though they
are also concerned with economic development there is
no direct program within the Service that offers financial
support for economic development efforts by local groups.

The Extension service feels that people in the
community at large agree with the objectives of the
field service division, but this is difficult to assess.
In the past the objectives and methods of Extension
have not been entirely compatible with the aims of other
agencies especially government departments. Consequently
there has been much antagonism in the past between the
philosophy and objectives of these agencies.

Within the Extension organization itself, most
staff subscribe to the same basic philosophy. However,
because of differences among field workers in education,
background, and age, and also because different
problems are found in different regions, field workers
have different perceptions of what their job should be
and how it should be done.

Organization and Methods

The Service employs about 12 (the number varies
each year as staff come and go) field workers located
throughout the Province in mostly rural districts
consisting of anywhere from 20-50 communities.

Field Workers come under one of the four main
administrative divisions of the Extension Service.
They report to an Assistant Director of Extension in
charge of field services. Though each worker is a free
agent, they are still representatives of the University
and so they have some specific duties in carrying set
programs of the University to the community. The
worker carries out many tasks for other divisions of
Extension as well, and requests for this kind of
assistance are usually co-ordinated through the
director of the field service.

Each worker maintains an office equipped with a
library of basic information and with a range of audio-
visual equipment - a projector, a 35 mm camera, port-a-pak
television unit (camera, tape deck, monitor) and a

reel to reel or casette tape recorder. The worker
and his office serve as an information clearing-house
for the region attempting to deal with requests for
information as well as more generalized requests for
assistance. Ideally communications between local
groups and individuals with similar interests and
between different communities is encouraged and
facilitated by the field worker. Some changes have
occured in this role in recent years as other agencies
sent both their own field workers and more information
into communities. Extension field workers now see
their role to co-ordinate the great quantity of
information and field acitivities of a wide variety
of agencies. Their involvement with and input into
the Community Learning Centre project is evidence of
their changing role and function.

There are no training requirements for field workers
and an appropriate combination of education and
experience is now the main criterion in selecting new
candidates. There is an informal process whereby new
workers are introduced to the concepts and philosophy
of the Extension Service. Field workers usually spend
about 2 months in headquarters learning about all Extension's
divisions. A short period with another field worker is
a usual part of this process as well. Every year the
Field Services Division holds a staff meeting which
brings together all field workers for 3-5 days for general

discussion on tactics, problems and philosophy.
Conferences and workshops are organized as well and
much use is made of expertise within other Divisions
of Extension for these affairs. Every 3 years field
workers receive an extra two months vacation so that
they can leave the province if they desire   additional
training. Most field workers use this as a period of
upgrading and headquarters usually tries to find some
funding for workers who wish to travel to other areas
or countries. Most field workers have asked for more
tranining especially in the use of video equipment.
The Service is presently considering having an annual
two-week summer school for this purpose.

There is no formal communications of the program
to the community. Usually, field workers will spend
their first 6 months getting to know their area and
introducing themselves to many people. Information
about the expertise and aid available from Extension
field workers travels largely be word of mouth or is
demonstrated by some tangible activity such as the
holding of a regional conference or community meeting.
One field worker has, on his own, prepared a small
brochure for distribution outlining what services he
offers. The field operations are backed by many
information and publication services of headquarters.
Decks Awash is the name of both Extensions' monthly
magazine to fishermen and farmers, and of a weekly

television show for rural people. Field workers make
use of the magazine in their work, contribute articles
on different subjects or request Decks Awash concentrate
their next issue on their region. Field workers also
arrange interviews and meetings for the T.V. program or
conduct interviews themselves for the shows.

In order to stimulate community action, field
workers sometimes call public meetings on important
issues and may act as a temporary chairman of the meeting,
but afterwards workers try not to take the lead or
further action. Once an organization is established,
field workers try to rely on decisions made by local
people, and only fulfill the role of a resource person
after their initial involvement.

The cost per field office varies as some workers
use their house as a base, while others rent office
space. Each office is equipped with some basic equipment
(noted above) and provision is made for part-time
secretarial help. The cost of the Field operation is
roughly divided them 75% for salaries and 25% for
equipment, rentals, materials etc.

Field workers write monthly reports and are in
frequent contact with headquarters, but apart from
these procedures, there is no formal system of
evaluation or feed back. The Director of Field
Services makes frequent visits to regional officers but

it is very difficult to measure success and failure.
There is a lot of informal feed-back from local people
and from government departments or other agencies.

Current Status

The field service program and the role of field
worker is now being assessed for several reasons. A
new director has been appointed and so it is natural
for there to be some examination of the division. Also
budget cut-backs within the University have required
Extension as a whole to take a closer look at all
its operations. Changes in the social and administrative
context on which field workers operate is also a factor;
the most significant change in this respect is the
proliferation of workers from other agencies. As
mentioned earlier, Extension field workers have adopted
something of an agency-co-ordinator role and sometimes
function to introduce field-workers from other agencies
to their area and assist them in various ways.

In spite of budget cut-backs and some fears that
certain changes will have to occur in the field operations,
the Extension Service is quite certain the University
support for field workers is still quite strong. The
high priority attached to all its operations which provide
direct service to communities was recently re-affirmed
by the President in a public conference on the role of
the University in the Community.

The Extension Service claims that their field worker
program has accomplished a number of things. First
of all, they feel that because of their activities,
people in rural areas are now more aware of their
problems and also of information and programs available
from government. More responsiveness and co-operation
from government departments is also in evidence and
Extension seems to have been an impetus for government
and other agencies to become more involved at the local
level. More co-operation and co-ordination between
agencies has also been accomplished and Extension
field workers are now able to support other agencies
and suggest programs for them to undertake.

Changes in other sectors have affected the operations
of field workers. As mentioned previously, the
proliferation of agencies etc, now leave Extension
workers with more a co-ordinating role than an initiator
role.

Some of the lessons learned from the operations of
the field service division have already been mentioned
in an overview to this case study and are repeated again
here. The first conclusion is that community development
is fostered more easily by a non-governmental agency.
In order to carry out this kind of work effectively, a
great deal of freedom is necessary, and if this freedom
is available within an academic situation then this is
the best place for a community development program. The

Extension Service concludes however that the case for community development in Newfoundland has been established largely because the Province has only one university.

A second conclusion is that continuing education and community development functions should logically be contained within the one agency. Extension considers these two processess as being closely linked, if not the same process. Thirdly, they conclude that the video technology as it is used in community development by Extension field workers is directly transferable to 3rd World situations. Moreover, the creativity and innovation necessary for the development of that technology is fostered more efficiently in an agency like Extension, more so than it would be by a government department.

Problems and Obtacles

The Field Services division noted that over the years they had encountered various difficulties and obstacles in their work. At the community level, for example, there were often resistance from interest groups or individuals who resented efforts by local people (aided by an Extension field worker) to re-arrange or share the existing power structure in the community. In the same way, government agencies have at times been antagonistic to the field work personnel as they attempted to force decisions down to the community level or bring local issues to the attention of central bureaucracies.

Communications between the Director and the field staff remains a constant problem partly because of the way workers are scattered over the province. Field workers have also encountered problems in trying to bring programs from the University to the community. It has often proved difficult to fit local needs with the content of rather inflexible package programs. Also, sometimes, the University program schedule has not fit well with local schedules.

Some problems which remain include the failure of other agencies to be responsive to requests for information or assistance from Extension field workers, but on the whole co-operation between Extension and other agencies is satisfactory.

Extension feels that there will always be a need to help local people obtain and use information. In general it is expected that the field service will be able to adopt to changes which occur in the social and economic environment in which they operate. One way Extension is expanding its role is to attempt to take up new roles in community development and continuing education in the urban areas of the province.

APPENDIX - MUN Extension Service

Field Worker Program

1. Date of Case Study   -   March 1975

2. For further information on the Field Worker Program

    please contact:

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3. Case Study Descriptors :   social and cultural development,
                               community development, continuing
                               education, university-based
                               extension work.

4. Glossary of terms and definitions:

                 Term   Definition

    1. Community Development   The process whereby communities
                                  gain the ability to identify,
                                  articulate and act upon their
                                  potentials for social economic
                                  and cultural development. The
                                  process involves the transfer
                                  of information and leadership
                                  skills to the community in order
                                  to catalyse this process. in
                                  its broadest sense it is the
                                  process whereby people begin to
                                  understand the nature of change
                                  and learn strategies whereby they
                                  can control the direction of
                                  change.   .

    2. Leadership Training   The indentification of local
                                  people who have a potential to
                                  become community leaders and
                                  the transfer of skills needed
                                  for them to undertake this role.
                                  Some specific skills are involved
                                  but "training" usually entails
                                  persuading and encouraging certain
                                  local people to act as spokespersons
                                  for the community.

3. Community power

The control over its own destiny
a community can wield when it
gains access to information and
learns the skills needed to make
use of that knowledge

4. Community action

Action the community can take
to achieve its goals when it
reaches a certain stage of
community development.

CASE NO. 29

COMMUNITY LEARNING CENTRE PROJECT

(MUN Extension Service)

DESCRIPTIVE TERMS:

Community Learning Centre, continuing education, community use of educational media, information services, audio-visual.

ABSTRACT:

Objectives:

(i)   To train people in the use of audio-visual technology, to serve the community

(ii) To involve the public through audio-visual means in an understanding of social issues.

(iii) To facilitate public involvement based on the understanding so developed.

Population: Twenty centres throughout Newfoundland.

Methods:

(i)   Training local use of audio-visual material

(ii) Collaborating with the existing Extension agents in this regard.

(iii) Develop two-way dialogue between government and people via audio-visual technology

Training

(i)   Large training component in familiarizing local districts with the technology and with the uses to which it can be put in continuing education and community development.

Organization: The objective is to develop twenty centres each fully equipped with a range of audio-visual material, managed by a local animator in collaboration with thirteen existing extension field workers. General co-ordination provided through the Media Division of the Extension Service. The Media Division will prepare programs to illustrate the use of the technology and the local centres will then exchange locally produced information and will collaborate on those issues which they have identified as being common. Use will be made of a central production unit in the Extension Service of the University.

Funding:
(i)   Department of Regional and Economic Expansion

Evaluation:
(i)   Provision is made for a research officer to conduct ongoing assessment of activities

(ii) The degree of production of audio-visual material and the degree of exchange occurring between the people in government will also be monitored and measured.

ANALYSIS:

This project has just begun and it is too early to assess its effect-

iveness in the terms of the objectives it set out. It has, however, been tested in Newfoundland and other parts of the country, and can benefit from the experience gained through the Challenge for Change Program of the National Film Board of Canada. Whether local communities will take to the technology involved, remains to be seen and whether they will use it for the good of the community also must be proved over a long-term period.

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Community Learning Centre Project
MUN Extension Service

Background

In recent years, the social, political and economic
climate in which community development activities by
Extension and other agencies have operated has changed
a great deal. For instance this period has seen a
proliferation of voluntary and government agencies be-
coming concerned with the general area of community
development. Today, many provincial government
departments have their own extension workers; the Federal
government too now has a large number of policies and
programs directed towards citizen participation, community
and social development. Also, partly in response to
the work of Extension Field Workers and other forces,
there has been an enormous build up of information
services to the community. This activity and information
build-up by a wide variety of agencies has had the
general effect of confusing and preplexing many local
groups and individuals interested in development.
Moreover as government services grew there has been a
tendency for them to become more centralized in their
decision making. More and more the direction of
information flow has been one-way in spite of an expressed
interest in government towards local involvement and
development. It is becoming more difficult for people
to participate and make their views known and, as well,
government is finding it harder each day to assess local
demands, needs and capabilities.

It is against this background the MUN Extension
Service launched a new project during the past year.
During the last five years, Extension has itself
developed a great expertise in the use of electronic
media. It has a whole division devoted to both
film making and video-tape activities, and has used
this expertise quite spectacularly on several occasions
in its community development activities (e.g. the
Fogo Process). Thus within the last year, the
Extension Service has received a grant of $500,000
from the Department of Regional Economic Expansion
for the purpose of establishing initially 20 Community
Learning Centres (C.L.C.) throughout the Province.

The philosophy and intent of this project is designed
to break down the mystique which has developed around
the (audio-visual) technology now used in education
and community development. It is also designed to
encourage local people to participate more in decisions
related to curriculum choice and more informed public
discussion about economic and social issues. This
project is, in fact, the first attempt on a major
scale in Canada to demonstrate that present day
technology may be used effectively by local people
in rural settings. Thus the project is designed to
answer problems in two main areas - communications and
education.

Organization and Methods

Twenty centres are to be established in the next year in various communities throughout the Province. Each Centre is to be fully equipped with a range of audio-visual equipments and will be under the charge of a local animator. The animators are to be trained in the basic operation of the equipment and will perform as discussion leaders in weekly community forums and will be assisted by an advisory committee chosen from the community. The animators will transmit information and ideas from the people at the Centres back to appropriate central organizations, institutions and government departments.

The 13 Extension Field Workers which are already working in rural areas will be part of the C.L.C. program. They have been involved from the start of the project in advising on location of Centres and recommending persons for the position of local animator. Each Field Worker will have about two Centres within his region and will be assisting the animator with advice and expertise in organizing and using the Centre.

All the Centres will be co-ordinated within the Media Division of the Extension Service by a program design specialist whose job it will be to make use of new and experimental modes in moving information along two-way channels. (See Appendix I for a complete breakdown of project organization). The Media Division

of the Extension Service and the Educational Television
Centre of the University will both expand their
production of video-tape material to meet the needs
expressed by local people through the Community
Learning Centre. The co-ordinating Media Division will
also produce video-tapes to illustrate programs offered
by government and make these available to local people
through the C.L.C. Feedback systems will be established
so that local people can respond to visually presented
government policies and programs and it is hoped that
government officials will in turn be encouraged to
respond to criticisms and local comments. This two-way
dialogue between people and government is expected
to result in more efficient design of social and
economic policies. It is also expected that some video
tapes produced on local issues by the C.L.C. will be
of high enough quality for use on public broadcasting
systems. This arrangement, and also arrangements whereby
different C.L.C.'s exchange locally produced information,
will encourage contact between communities facing
similar problems and also make the larger Newfoundland
community in general more aware of local issues and
solutions.

The initial pilot project, as mentioned previously,
is funded by a direct grant of $500,000 from the Federal
Department of Regional Economic Expansion. This grant
is for a period of three years with roughly an equal

amount being used each year. Over the three year period funds will be allocated accordingly:

1. Fees and Salaries   65%

2. Equipment   22%

3. Travel/Administration   13%

The initial establishment of each Centre is expected to cost around $6,000.00 which includes a small honorarium for local animators. The Centres will be open initially for about 20 weeks a year during the time when many rural people are free from their regular occupations of fishing, farming etc. Eventually it is expected that the Centres will be open the whole year long and that local animators will gradually expand their activities to meet new local demands.

An important part of the whole C.L.C. project is the Central Production Unit which consists of the functions performed by the Educational Television Unit and the Media Division of the Extension Service itself. This combined unit is an integral part of this project and will allow for necessary feed-out of program tapes to C.L.C.'s. It also exists to duplicate and improve the quality of tapes produced by each C.L.C. for wider broadcasting. In other words the central unit exists to service the C.L.C. although a Centre can act independently from the central unit by sending and receiving tapes from other C.L.C.'s. Some of the equipment costs for the project are to be used to supply the central

unit with expensive duplicating equipment to service the C.L.C. Because the project uses the established technology and personnel of the central unit, the $500,000 does not really reflect the true cost of the project. But this survey was informed that for other areas or countries a central unit could be established for around $200,000.

Provisions for on-going, assessement, evaluation and feedback within the project are built in to the whole philosophy and technology of the project. For example whether or not two-way dialogue between communities and government (and voluntary) agencies occurs will become quite evident as the project proceeds. Success in this activity will thus be measured accordingly. Participation and local decision-making in the areas of program design, evaluation etc. will also be a fundamental part of the project. This will occur through interaction between local animators and people in the community and from inputs of advice and decisions from the Community Advisory Committees which are to be established.

Other indications of the project's success will be measured by a concurrent research function within the project. There is provision for a research supervisor and two assistants who will attempt to measure such things as the effects on learning by the use of indigneous rather than professional educators; the effects which

sharing in the learning process may have on people who become familiar with certain government forms or procedures and because of that skill, begin to teach their peers; attitude change and the effect of that change on action-oriented projects or actual economic development attempts; and the strategies of social change which are created in certain potential growth centres.

Current Status of Program

This program is now in the initial stages of implementation. To date sixteen (16) C.L.C.'s are established, but all of the local animators have been chosen and have gone through some preliminary training. Thus there are no results as yet, but it may be important to mention what the project expects to achieve over the next few years.

The document which announced the C.L.C. projected noted that the development of communications fostered by the C.L.C. will not only allow more public access to the media, but also a measure of public control of that technology. It is intended that the C.L.C. will experiment not only with video-tape facilities, but in addition will foster more efficient local use of other methods of communication such as the printed word, radio, telephone and community meetings. This development will hopefully provide a counter-acting force against pre-packaged, commercially controlled and often irrelevant

"foreign" programming.

In the area of adult and continuing education, the
C.L.C. is expected to create a more effective carrier
system for existing programs of education. Other
agencies e.g. YWCA, Red Cross, Technical College, and
voluntary organizations of a wide variety, presently
offering a range of educational services to communities
will hopefully discover that their own programs will be
more effective if they plug into this communications
system. The C.L.C. in this instance could serve as an
information exchange centre or clearing house where
the community sorts out incoming information. As well,
the operations of the Centres could reduce the delivery
cost of services to these community service agencies.
Eventually it is hoped that offered services will be
designed and delivered in response to the demands of
the community itself.

Other anticipated results of the project are:
1. If people present government with information
    on local needs knowing that there will be a
    response from this receiver, they will be
    stimulated to think creatively about how
    government programs and the programs of
    other agencies can create a higher degree of
    economic growth at the local level, based on
    the development of local resources.
2. By acting as a catalyst, the C.L.C. will

inevitably challenge, and therefore stimulate

change in curriculum offerings by local schools.

More relevant curriculum development on the

part of all education institutions should be

the result.

3. Participants in the C.L.C.'s will be able to

discover feasible possibilities for growth

and development and transmit their desires and

proposals to appropriate organizations in a

clear and effective manner, through the

project's technical facilities.

4. Service agencies which make use of the C.L.C.'s

communication and co-ordinating system will

find that their programs will be enhanced by

inputs of new ideas resulting from a two-way

communication process with people on the

receiving end of those services.

Expected Problems and Obstacles

Once again, because this is a new program, no serious

obstacles or special problems have arisen. However, the

Extension Service did discuss some anticipated problems

which might be of interest to this survey. Some of

these are discussed in the next few paragraphs.

As in any community program like this, the participation

and involvement of local people could be a problem. For

instance, at least initially, it might prove difficult

to create enough topics of local concern to maintain

the interest and enthusiasm of the community. Getting
government departments to respond to locally produced
tapes is also going to be difficult. Political
interference from both local councillors or provincial
politicians might arise too as the C.L.C. becomes fully
operative and begins to question the kind of decisions
made by these people. Some resistance from post-
secondary education institutions could come about as
well. Personnel in these agencies may begin to resent
the fact that the C.L.C. would be raising peoples
expectations and ideas about what extra-community
insititutions should be producing in the way of programs
and curriculums.

Comments

It is important to note that the C.L.C. will exist
as the core of the Community Forums to be held each week
initially. It is within the Community Forums that the
project is expected to produce its effects on local
communication and communication between communities;
the technology within the Centre will merely provide the
tools by which the Forum expresses itself.

The C.L.C. project has grown directly out of the
Extension Field Worker program and the adult education
process that Extension has been encouraging for the
last 10 years. It is also directly related to work
Extension was involved in in the Fogo Process which
first tested the use of film and video and its effect

upon the social change process within communities.

What is new and innovative about this project is that this experimental process is now to be based on what the Field Workers have been doing, but within one community using a stationary piece of technology. Another addition is that the project will be supported by central expertise and advice from both field workers and from the technical resources of ETV and Extension's Media Division.

The Newfoundland Community Learning Centre project constitutes an attempt by a non-governmental agency to help small communities cope with a new problem in development (at least in North America) - that of information overload. This problem is outlined in the background discussion to the project. There are a number of this type of project within the Atlantic Provinces, but the C.L.C. project was chosen because it seems to be founded on the long experience that MUN Extension Service has in the area of adult education and community communication processes. It is also the most technologically sophisticated and well thought out example of this information-exchange type project.

The question is, whether the C.L.C. concept is applicable to a 3rd World situation. In many such countries, the problem is often information scarcity rather than overload. The C.L.C. project no doubt is designed for a very different kind of problem and will

encounter difficulties peculiar to this province only.
Nevertheless, the concept seems appropriate for the
3rd World where communications are undeveloped. Such
a project could likely work more efficiently in a
situation where information was scarce and difficult
to disseminate. Also for countries where communications
technology such as television is not fully developed,
a C.L.C. concept could serve as a force to develop
efficient local T.V. systems - something we do not have
in Canada. Cost of 'the Centres does not seem to be an
impediment (about $6000 per Centre as mentioned) and
each Centre could function alone or with other Centres
without the assistance of central control units which
this report mentioned might cost about $200,000.

Appendix to the Community Learning Centre Project

1. Date of Case Study   - March 1975

2. For further information contact:

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3. Case Study Descriptors : community learning centre
community communications technology,
continuing adult education,
community information exchange,
community development.

4. Glossary of Terms and Definitions:

Terms	Definitions
1. Community Development	See Appendix to MUN Field Worker Program.
2. Continuing adult Education and Adult Education	The process whereby members of a community are assisted to become aware of their individual and community needs and potentials and learn new ways to cope with social, economic and cultural change.
3. Information overload	A situation brought about as an excess of government and non-government agencies attempt to disseminate information to the community about programs, projects etc for social, economic and cultural development.

5. Bibliography: Lee, George E. "A Strategy for Improving
Community Communications and for
Developing an Efficient Carrier System
for Adult Education Programming Throughout
the Province of Newfoundland and Labrador.
(A Working Paper) MUN Extension Service
January 1975 (13 p.)

CHAPTER III

Analysis

Strategies of Change

The development projects just presented record how different communities have attempted to deal with social change. In an attempt to add to our understanding of the complex processes of social change, we have identified five different approaches, based on analysis of these projects and upon writings of a number of social change theorists.

The descriptive terms which are included in the case descriptions and indexed earlier in this study indicate characteristics which people involved in each project have ascribed to the project, looking at it from the view point of their involvement. We have thought it useful to look, as well, at the cases from an outside point of view and in relation to some of the typologies which have been applied to strategies of social change.

The nature of such typologies has become more intricate over the last decade or so, as people have directed more attention to the phenomenon of social change, to some of the values and assumptions underlying various approaches to it, and to the strategies used to induce or check it. One of the earlier suggestions, for instance, was that of Powell and Benne, namely that change, particularly as a learning process, could be seen broadly from two perspectives, the <u>developmental</u> and the <u>rationalistic</u>. (Powell and Benne, 1960). The developmental mode implies an experiential involvement of the people concerned in the planning and organizing of the change process, and these writers give community development and group dynamics as examples of this mode. The rationalistic mode embraces the more traditional, professional/didactic-oriented kind of liberal education, based on the premise that people are guided by reason and will change if they are presented with information and reasonable argument. These two perspectives remain subsumed in most subsequent typologies.

By 1969 Chin and Benne had identified three strategies or perspectives on planned change: <u>empirical-rational</u>, <u>formative-reeducative</u>, and <u>power-coercive</u>. The empirical-rational approach is similar to the

rationalistic approach identified by Powell and Benne. In the normative-reactive approach people are assumed to be active in their development, fitting environmental resources to their organismic needs, and they must therefore be permitted to participate in their development. In other words, it is a similar approach to Powell's and Benne's developmental approach, and is an appropriate heading under which to put community development. Power-coercive strategies emphasize political and economic sanctions in the exercise of power, but do not ignore the use of moral power, or playing on sentiments of guilt and shame to influence people. This recognition of power as a force for change introduces an important element into the considerations of the various strategies. (Chin and Benne, 1969).

In his discussion of models of community organization, Rothman deals more with modes of action than with concepts. He suggests three models. The first he calls locality development, which is characterized by a "broad participation of a wide spectrum of people at the local community level in goal determination and action", e.g. community development. His second model he calls social planning, which emphasizes rational, deliberately planned, and controlled change, as a technical process solving such social problems as delinquency and housing, and requiring expert planners. His third model is social action, the organization of disadvantaged groups with the view to making basic changes in major institutions or community practices. (Rothman, 1970).

Putting this kind of classification into a Canadian context, Vrooman has suggested five approaches to citizen participation in decision-making; in other words, he is mainly looking at the developmental perspective of Powell and Benne and suggesting different approaches within that perspective. The first of these he calls the community therapy approach, in which the main objective is to develop a "we" feeling and a capacity to function co-operatively in problem-solving, and he compares such a strategy to the client-centred therapy of Carl Rogers with individuals, and to non-directive community social work practise. Vrooman's second strategy is social action, which emphasizes the need to change community services and agencies and eliminate their negative affect on people;

It is therefore comparable to Rothman's social action approach. He gives
the Company of Young Canadians and the Riverdale Organization as examples
of this approach. The third strategy is what Vrooman calls the informa-
tion-communication-education approach, which reflects some elements of the
Powell and Benne rationalistic strategy of providing information and argu-
ment to change people, but envisages a more active social use of informa-
tion than the Powell and Benne concept suggests. Vrooman gives as an ex-
ample of this approach, the National Film Board's Challenge for Change
series. The fourth strategy is the advisory-consultative approach, in
which citizen-advisory committees work with decision-making bureaucracies
in social planning, in other words, the addition of an element of citizen
(whether lay or professional) advice and consultation to the social plann-
ing approach. Finally, the delegated authority and community control
approach is one in which to a greater or lesser degree, and in certain
functions, decision-making authority is delegated by government, at what-
ever level, to community groups. With respect to all these, Vrooman sug-
gests that power is the central issue - how much power can be and is
exercised at various levels of decision-making. (Vrooman, 1972).

Olmosk's "Seven Pure Strategies of Change" provides another ordering
of some basic approaches to social change: fellowship strategy, political
strategy, economic strategy, academic strategy, engineering strategy,
military strategy, confrontation strategy, applied behavioral science
model. Though these are described as "pure strategies" Olmosk points
out that in practice any program or process of social change usually in-
volves several strategies with one or two predominating. His analysis is
particularly useful in identifying the underlying assumptions which de-
termine the selection of a particular mode of operation.

Warren attempts a broader classification of some major types of
change strategies and comes up with three categories under which most
of the strategies previously discussed can be subsumed: collaborative
strategies, "... based on the assumption of a common basis of values
and interests, through which substantive agreement on proposals is readily
obtainable."; campaign strategies , ". . . where there is at the time

lack of agreement among the principle parties that an issue exists or lack of agreement regarding how the issue should be resolved, but where there is a likely prospect of reaching agreement."; contest strategies, where ". . . one must pursue one's own goal in opposition to others, if it is to be pursued at all."

A further typology which we have considered in relation to the projects covered in this study is that suggested by Crowfoot and Chesler. After discussing some of the earlier typologies which we have referred to above, and subsequent developments in the practise of change agentry, these writers suggest three perspectives of change: the professional/technical, the political, and the counter-cultural. (Crowfoot and Chesler, 1974). The first two of these embrace elements of the earlier typologies while the third, i.e., the counter-cultural perspective, adds an element which stresses communal organization as the building and rebuilding of a new social life-style, taking regard to the symbolism and inner identity of cultures and the worth of the individuals. Such writers and sources as Buber, Fromm, and the Bible, are quoted as examples of the expositors of this approach.

This adds an important dimension to the conceptualization of social change, a dimension which has become more prominent recently through such writers as Reich and Roszak.

Having considered these various typologies, we have concluded that the diversity of the projects which we have surveyed merits a relatively broad categorization, along the lines of the Vrooman model, but with some of the elements introduced in other typologies such as that of Crowfoot and Chesler. We have, therefore, arrived at the following typology for the purposes of this survey:-

(1) Cultural development. This relates to Crowfoot and Chesler's counter-cultural approach, and it suggests a fairly basic questioning of the cultural values and identity underlying the life of the people concerned.

(2) Information/communication/education. This is adopted from Vrooman's classification, and it can imply a source of knowledge and

Information apart from the citizens whose originators wish to bring about rational control change or it can refer to an educational process which is rooted in the needs and expectations of the citizens.

(3) Community development. This corresponds to Vrooman's community therapy approach and Rothman's locality development, which involves citizen participation in goal-setting and problem-solving and implies a long term commitment to the process.

(4) Social action/social animation. This relates to the social action classification of Rothman and Vrooman, and the political perspective suggested by Crowfoot and Chesler, involving groups of citizens in social and/or political activity to aquire power to improve conditions and change existing cultures.

(5) Social planning. This refers to the strategy that relies on professionals and their expert knowledge, guidance, and planning in attacking social problems, even though there may be some citizen involvement.

In attempting to fit our projects into such a typology we have taken as the primary criterion our perception of the objectives of the people concerned in the project, as these objectives are stated, or as they are articulated in action. Most of the projects, as they have developed, show characteristics of more than one perspective - and there is, in any case, a degree of overlapping between the perspectives themselves - so we have gone back to the original purposes, to try to distinguish what mental set the planners and participants started off with - in other words, what paradigm they either saw themselves operating in or unconsciously seem to have been adopting.

Our typology forms an analytical model for the purposes of grouping the various projects of the study. Moving from left to right across the page of the chart, the headings indicate the extent, from more to less, to which these strategies either require or result in a basic questioning of the existing order and a seeking for fundamental changes in that order. Some strategies or methods of social change can be described as more profound and more comprehensive than others. For example, the moving of

slum dwellers from the city core to high-rise apartments elsewhere in the city will not necessarily change the individual's view of himself or his world. Similarly, an increase in family allowances or better health facilities, though desirable in themselves, do not necessarily produce any chane in behavior or reorientation of values. Such remedial measures seldom question the basic social values and could be described as measures designed to treat the casualties of a particular system. Every system has its casualties, or to put it another way, has individuals who will not benefit as much as others from the dominant ethic. The ultimate goal is to devise a society which will provide for personal fulfillment and social development. Thinkers from Plato to B. F. Skinner have suggested social systems which, while maintaining their own vitality and purpose, will also permit the individual to grow and develop.

When social change is not interpreted as remedial but deals instead with the root causes of social breakdown, it is termed 'radical'. This need not always be interpreted as revolutionary and violent, but can be better assessed in terms of the degree to which deals with the whole person and the whole society. Therefore, in looking at the five strategies of change described here, they can be understood as moving along a continuum from radical to conservative, from profound to superficial, from preventive to remedial, from comprehensive to selective, from a treatment of causes to a treatment of symptoms. Those strategies which result in greater awareness, greater consciousness, different personal orientation, new social and political institutions, a stronger sense of individual or community identity, would be considered more fundamental or more basic, requiring different methods and techniques than those strategies which are appropriate to remedial activity or social adjustment. In other words, projects in the columns from left to right show a decreasing tendency to address themselves to alternative cultural, social and political paradigms, and an increasing tendency to accept the established state of the society in which they operate. Thus, the two examples of projects which seek most clearly to get at basic cultural awareness and identity and to establish a different life style based on new awareness are the two Indian projects in Saskatchewan. The North-

west Territories Indian Brotherhood and some of the Quebec projects also work at this basic cultural level, though their objectives are stated in terms of more immediate and objectifiable results, such as the settlement of land claims, or better social services, and they appear more as social political action projects.

Though the five modes or strategies of change have been arranged on a continuum according to the reasoning just presented, it should be clearly stated that the exact order or sequence of the middle three could be questioned and re-arranged, depending on one's understanding of that particular category. For example, some community development projects are less radical than some social action programs, but the present order has been observed because community development implies a higher and longer lasting degree of citizen involvement. Similarly, some information/education projects can be so bland as to be totally innocuous, but again, if the educational project is well conceived and is truly in keeping with the needs of the learners, its effect can be more far-reaching.

There should be little disagreement about the placing of column one and column five, cultural development or cultural change being more basic or fundamental than what generally goes by the name of social planning.

CONCEPTUAL FRAMEWORK FOR PROJECTS

	1.	2.	STRATEGIES OF CHANGE 3.	4.	5.
Strategies	Cultural Development identity, symbol, myth, consciousness, spirit, worth	Information/ Communication/ Education	Community Development: Community Therapy/ Locality Development Citizen Participation	Social Action/ Social Animation	Social Planning
Projects	James Smith Community School Indian Cultural College	Community Vocational Centres N.W.T. Local Government N.F.B. - Challenge For Change Syncrude Community Relations Unit Ontario Association Continuing Education Algonquin College Centre for Community Development Drummondville T.V. St. Francis Xavier University C.L.C. C.A.F.E.	Burns Lake S.P.O.T.A. Ray Cam HRDA, Alberta Lesser Slave Lake CYC St. Christopher House Victoria Cool-Aid J.A.L.	N.W.T. Indian Brotherhood Greater Riverdale Organization Crossroads of St. Urbain JAL Project Drummondville T.V.	West 10 Saskatoon Clinic Local Centres of Community Services

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CHAPTER IV

Educational Programs

The following section includes a description of most of those
educational programs in Canada which provide formal learning opportun-
ities in the field of "development". The term "development" is a
broad one and can be interpreted to include literally anything that
produces social change - new technology, industrial development,
agricultural innovation, war and revolution, religious movements,
land development, poverty, ecological disasters, etc. It is appar-
ent, therefore, that not all changes in society are desirable, nor
are all changes planned and co-ordinated. By contrast, when we
refer to "development" here and of education in development, we re-
fer to an understanding of those human efforts to manage and control
the processes of social change. In fact, we have defined development
even more narrowly to include those educational programs which give
preference to the social and cultural effects of change and develop-
ment rather than the economic and physical effects, which emphasis
previously dominated development programs. Clearly, they are all
related - the economic, the social, the political, the physical -
and must be balanced, but it is our conviction, stated in our pro-
posal (pages 1 and 2) that the human side of development has been
seriously neglected. We have, therefore, selected those programs
which manifest concern for the socio-cultural implications of change
as well as an awareness of economic determinants. We have not in-
cluded training programs with an exclusively economic orientation
(industrial and agricultural development, land management), nor have
we dealt with programs with a physical orientation (urban planning,
transportation).

We have not listed the numerous short courses, workshops, con-
ferences, which are sponsored throughout the country by government
departments, by departments of continuing education, and by other
organizations which, in a relatively short period of time, tend to

focus on specific issues and tend to be more in the nature of "in-service training" or special short courses for people working with communities in a development role. This is not to imply that these courses are insignificant or unimportant; on the contrary, many such learning opportunities are more to the point and more valuable in terms of learning than some longer term educational experiences. The main reason they have not been included is that they are not regularly offered, they are uneven in quality, and they are often offered only to a special clientele. Moreover, they are almost impossible to keep track of as they are frequently offered in response to particular requests from field workers or government departments having an interest in some special kind of training.

Nor have we examined those development oriented programs offered in many Schools of Social Work throughout the country. Such specialties are normally offered under the heading of "community organization", and unlike the other two specialties in social work, that is case work and group work, tend to deal with the dynamics of change in larger social contexts, often in terms of the administration and management of welfare services. It should also be noted that there are a number of graduate programs in adult education which, like St. Francis Xavier, offer courses in community development, community education, or international development. Particular mention should be made of the Department of Adult Education at the Ontario Institute for Studies in Education and the program in adult education at the University of Saskatchewan in Saskatoon.

If a student is considering further training to enable him to understand the processes of development and if he wants to acquire, in addition to this basic understanding, certain skills which will make him effective in helping communities manage sensible growth patterns, he could, depending on his orientation and his educational background, choose one or more of the educational programs outlined here.

There is a good deal of variety even in the relatively small

number treated. They include three or four month intensive residential courses, year-long certificate programs, a three year undergraduate program and a two year graduate program. Some require rather rigid prerequisites in terms of academic standing; all indicate a preference for students who have had some work experience in the field of community and/or development. Some rely heavily on experiential learning based on field experiences, emphasizing skills and techniques; others put the emphasis on a knowledge of social change and development in terms of theory and concept. Some programs attempt to combine both. Some are committed to a particular ideology (for example, religious, co-operatives) and some appear to have no particular value orientation but rather invite the student to survey the field and fashion his own approach. As a general rule, the shorter courses tend to be rather practical and experiential in their emphasis; the longer programs tend to emphasize the need for a theoretical base upon which skills and techniques can be built.

All are interdisciplinary or multidisciplinary in nature as it appears that any attempt to understand development must draw upon a variety of disciplines, usually including economics, sociology, anthropology, education, political science, social psychology. Some, it would appear, have had difficulty finding a secure place in the educational establishment because of this difficulty in being categorized specifically.

Every one involves a field placement of some kind, in an attempt to emphasize the applied nature of the learning. The instructional methods used seem to be more imaginative than those used in other educational programs, employing not only field work and community oriented experiences, but also small groups, role playing, case studies, simulations, as well as the more traditional seminars. Field workers and other community resources are frequently called upon to contribute to the total learning experience.

The educational programs reviewed here permit specializations in development activities in Canada or in international programs: they

also provide for regional specialization, for example, northern development, or specialization in urban development or rural development activities. Again, this is facilitated by the interdisciplinary nature of most of the programs and by the "modular" structure of the component parts, which can be chosen and rearranged according to the special interests of the student.

If generalizations can be attempted with respect to the programs reviewed here, it would seem that in terms of curriculum, they are responsive to the needs of the learners and to the needs of society which these graduates will serve. Most of the curriculums have undergone regular revision and, in most cases, allow for practical experiences, special reading courses, etc. As with most fields of applied social sciences, they tend to be weak in terms of organized, long-term research, being more preoccupied with teaching and with the production of successful graduates. It is obvious, however, that unless teaching is reinforced by timely research on actual development question, it will loose its touch with reality. University level programs especially should link ongoing research projects with teaching activities and should actively pursue funds from governments and private agencies to facilitate the study of urgent issues related to development in Canada and abroad. Most of the research which is being undertaken at the present time is that in connection with Master's theses, or with special projects undertaken by those attending undergraduate courses or certificate courses.

Another weakness is in the area of evaluation. By their own admission, none of the educational institutions interviewed had a satisfactory way of assessing their effectiveness in preparing students to work in the field of development. There are a number of subjective appraisals of the educational program by the graduates and by the employing agencies, and though these are helpful and largely positive, they are not rigorous or intensive enough to indicate clearly the nature of improvements which should be incorporated. Evaluation is not perceived as the most urgent problem and this can perhaps be

accounted for in two ways: (1) many students in such programs are on leave from their jobs and since they return to them employability is not a concern and cannot, therefore, be used as a measure of their effectiveness. Whether or not these graduates perform better is not determined. (2) Because of the interdisciplinary, experimental and experiential nature of these programs, they are readily modified and hence are able to respond to suggestions for improvement from students, staff, and development agencies.

The goal of most programs reviewed here seems to be to achieve the best combination for its particular student body of theories of development and social change, experience in real work situations, training in skills and techniques related to development work. The emphasis is usually determined by the level at which a program is offered.

If we consider the recent emergence of the educational programs described here, along with the growth of development-oriented courses offered in adult education and social work throughout the country, it is apparent that education in development is a rapidly expanding activity, especially when we add to this the large number of non-credit short courses and workshops occurring at various places and at various times. This growth parallels the growth of community development education programs reported by the Community Development Society. Their current 1976 directory "Community Development Education and Training Programs Throughout the World" lists sixty-three institutions and organizations offering seventy-five programs including both degree and special training." The original directory, published in 1969, listed twenty-seven institutions offering thirty different degree programs.

THE COMMUNITY SERVICE WORKER PROGRAM

Douglas College, 9260 - 140 Street, Surrey, B.C.

Program Supervisor: Emmett Casey

The Program

This program is a one year certificate program which prepares the student to function as a paraprofessional in a wide range of community settings: social, recreational, educational, and health care.

The program is individualized to meet the particular interest of each student as far as possible within the following curriculum framework.

Semester I - September to December

Courses Offered	Hrs/wk	No. of Credits
Community Resources	4	3
Social Service Skills & Methods	4	3
Community Service Field Work	2 days	6
Career Communications	4	3

Semester II - January to May

Courses Offered	Hrs/wk	No. of Credits
Community Work Seminar	4	3
Skills-Working with Groups	4	3
Community Service Field Work	2 days	6
Applied Communications	4	3

The student may also add one elective course each semester from among the following: Human Relations/Emotional Maturity, Psychology, and Sociology.

Programs are run concurrently at the Richmond and New Westminster campuses of Douglas College. Addresses:

8th Avenue & McBride Boulevard   746 Elmbridge Way
New Westminster   and   Richmond

In total, 40 students were enrolled in the program this year, 7 on a part-time basis, at a total cost to the student of $125 per student per semester. Financial support to the students comes mainly from Canada Student Loans although some fees are paid by the Provincial Department of Human Resources.

Training Needs

The program is designed for persons who already have some community
work experience either as a volunteer or as a paid worker.

Identified training needs include improvement of knowledge and skills
in the following areas: community development, community resources, group
dynamics, human relations, budgetting and grantsmanship, counselling and
casework, administration and research.

The program builds on the real life experience of students and two days
each week are devoted to direct work in an agency.

Students have identified two major program objectives:

1. preparation of the student for employment in a community service
   agency, and

2. increasing the student's self confidence, skills and self
   awareness.

Students have worked in a wide variety of organizations, including:
community information centres, poverty groups, crisis centres, health programs,
government departments, recreation centres, community schools, and private
agencies.

Educational backgrounds range for completion of Grade 5 to graduation
from nursing and bachelor degree programs.

The "typical" student is around age 35, female, with some community work
experience but often in an unsatisfying capacity (e.g., a clerical worker in
a social service agency who wishes to get into a more direct helping role
with people).

The vast majority of students hope to obtain full-time or part-time
employment immediately upon graduating although there are some (mostly young
mothers) who hope to increase their skills now in order to be prepared to
seek employment once their children are older.

Training Methods

Although the program does include some lectures and labs, the major
emphasis is experiential. For example, one method employed to teach research
and interview techniques consisted of the class conducting a study of the
kind of community facilities desired by high school students in the surrounding
municipality, and of how much money they had available to make use of them.

Students are also organized into groups of ten who meet weekly to jointly
analyze and evaluate individual field work experience.

Role-playing, films, guest speakers, and audiovisual aids are also extensively employed.

Evaluation of Students

Students are evaluated by all the standard methods: written and oral examinations, field reports, book reports, peer group rating, supervisor evaluations, self-rating, etc.

However, as each course has its own particular set of objectives, methods of evaluation differ from course to course.

Example I

Learning to Work in Groups

In this course, students can opt to work for a C, B, or A rating and grades are based on the ability of students to perform, with relative ease, a variety of roles within the class group itself.

Rating	Requirement
C	The student participates in the group.
B	The student participates in the group but also acts as a facilitator.
A	The student participates in the group, acts as a facilitator and as a processor.

Example II

Field Placement

Grade is determined on the following basis: 75% evaluation of performance by the placement agency and 25% evaluation by the field instructor (based on knowledge obtained through seminars and on-site contact with the student on his/her field assignment).

Training Resources

Extensive use is made of films, tapes, books and other audiovisual equipment available through the college library. Guest lecturers from local community agencies and organizations are also often invited to speak to students on their area of expertise, e.g., program budgetting, family counselling, community development, research, etc.

Several "experts" are also retained on a contract arrangement with the college for specific portions of the program.

Program Staff

Staff	Area of Expertise	Experience
Emmett Casey	psychologist, social worker, educator	- Ph.L., B.A.(Gonzaga), M.A. (British Columbia) - worked with the Jesuits for 11 years with migrant workers, hospitals for the aged, poverty advocacy, family counselling - first executive director of Western Canada Institute for the Deaf (Vancouver)
Chris Ferguson	Community development Community resources	- was working towards career in Ministry, now completing B.A. - former community worker for a Richmond church

Research

As this program was only offered for the first time this year, no extensive evaluation has taken place as yet. However, two preliminary indicators are being utilized: student satisfaction ratings and student evaluation of courses and instructors.

M.A. PROGRAM IN COMMUNITY DEVELOPMENT

University of Alberta, Edmonton

The Program

The M.A. Program in Community Development is a two-year program which began operation at the University of Albeita in 1968. The program is designed to accommodate the individual interests of students and individual programs are developed in consultation with the Director and other faculty members. Within this general policy, however, the student is required over the two-year period to take an equivalent of six full courses, about half of which are mandatory. The mandatory courses form the core of the program and are intended to give the student a definite and comprehensive view of community development principles and practices. (See Appendix A for mandatory and some optional courses.) A thesis is also required.

Most students applying for admission to the program are required to take an initial year to qualify as an M.A. Candidate so as to ensure a sufficient background in the Social Sciences and relevant Humanities. However, students entering the program with an honors degree in a relevant field, or with equivalent preparation in the core areas, may possibly be admitted as Candidates without a qualifying year. Students are selected by an Admission and Awards Committee made up of three faculty members and three students.

A successful field work experience is required of all students as part of the program. It attempts to bring the student in contact with a concrete real life situation through employment with a specific department, organization or agency directly and actively involved with the community, or through programs for the public. This placement usually occurs after the first academic year but can sometimes be arranged prior to the first year or after the second year. The field placement work requirement may be waived when the Executive Committee judges the candidate's previous work experience to be relevant and equivalent. Field placements have occurred with the following agencies, departments and countries:

1. Human Resource Development Authority, Alberta Government
2. Parks and Recreation, City of Edmonton

3. Boreal Institute, University of Alberta
4. Citizenship Branch, Secretary of State
5. Government of the Northwest Territories
6. Department of Culture, Youth, and Recreation, Alberta Government
7. Community Public Information Centre (OFY Project)
8. FAO, United Nations, Rome
9. Social Welfare Branch, Department of Health, Welfare, and Rehabilitation, Yukon Territorial Government, Whitehorse
10. Challenge for Change, National Film Board
11. Mental Health Services, Edmonton Region, Alberta Government
12. Boyle Street Cooperative, Edmonton
13. Health and Social Development, Services for the Handicapped, Alberta Government
14. Tanzania
15. Nigeria
16. Papua, New Guinea
17. Thailand

Over the years, the Program has broadened its purpose to include concern with less developed countries. A number of ex-CUSO volunteers are presently in the program, as well as students from less-developed countries. Since the Program is an interdisciplinary one having access to courses taught in many areas, any student wishing to make the developing countries his major field of concentration can do so.

In addition to the courses given in Appendix A, the following are relevant to developing countries:

Econ 560 (Full course) -- Agriculture in Developing Countries
Soc 580 (Half course) -- Seminar in the Sociology of Modernization
EdFdn573 (Full course) -- Function of Education in the Development
                          of Emerging Nations
Anthr530 (Full course) -- Comparative Agrarian Societies

The program also subscribes to numerous periodicals dealing with the less developed countries.

When the Community Development Program began in 1968 it accepted eight students. In 1974-75 the Program had twenty-five students, of whom three were part-time. Thirty-three students have graduated; a list of the students and their theses topics are included in Appendix B.

The present charges for room and board in the University residences are listed as follows:

Room & Board

Contract rate for the full eight-month session.

Double Occupancy of Room $916.00
Plus Compulsory Telephone Charge   20.00
    Total Amount $936.00

Single Occupancy of Room	$1,076.00
Plus Compulsory Telephone Charge	40.00
Total Amount	$1,116.00

Bachelor Rooms	$1,156.00
Plus Compulsory Telephone Charge	40.00
Total Amount	$1,196.00

The tuition fee for a full-time student (September to April) in the Program is $500.00.

When considered over a two-year period, the cost per student is as follows:

Room and Board for two years (with telephone)	$2,392.00
Tuition Fees	1,000.00
	$3,392.00

A limited number of Graduate Assistantships are available upon application by the student. Graduate Assistantships are worth approximately $2,750 per year. Assistantships require each student to work with a faculty member for approximately twelve hours per week during the university term.

Training Needs

This interdisciplinary program is designed to meet the increasing demand for people trained in the principles and practices of urban and rural development in Canada and abroad. The program provides an opportunity for students to understand community processes, based on the theory derived from the Social Sciences and the Humanities, and to gain knowledge of practical strategies and skills which have been employed in Community Development projects throughout the world. The program has broadened its outlook to include concerns in two areas not clearly described in initial proposal to the University: urban development problems and community development work in the lesser developed countries. The objectives of the program are moving towards the preparation of students to work in any aspect of citizen involvement in social change at whatever level, and in whatever nation, but with particular reference to work at the local level, whether urban or rural.

Graduates of the Program are employed by the following agencies and a Review Committee of the M.A. Program reported that they were, in general, very well thought of by employers.

CUSO, CMHC, DREE
Indian Affairs and Northern Development
City of Calgary
City of Edmonton -- Edmonton Regional Planning Commission

> Company of Young Canadians
> Indian-Metis Liaison Group, Province of Alberta
> Anglican Church of Canada
> Edmonton Public School Board
> Algonquin College, Ottawa
> Housing Officer, Frobisher Bay, N.W.T.
> Department of Sociology, University of Saskatchewan
> Canada World Youth
> Alberta Housing Corporation
> Edmonton Social Planning Council
> Edmonton Public Library
> Department of Agriculture
> Preventative Social Service, Alberta Government
> Hong Kong -- Development Education
> University of Alberta

All positions held are at a field worker, middle administration, or higher level. In addition, graduates and current students have been approached by community groups to assist in a variety of community projects.

Training Methods

The teaching methods for course work are lectures or seminars. As well, as previously mentioned, students are involved in a summer field placement which is supervised by the sponsoring agency and a university summer field placement supervisor. Finally, students undertake a thesis which is supervised by a faculty member.

The evaluation of a student is done in three ways: (1) course work, (2) field placement, and (3) thesis project.

The course work evaluation may rely on a number of methods and depends on the individual instructor and the students. Written exams, book reports, papers or essays, are the usual means to assess the student. In the case o- the field placement, the student is evaluated both by the field supervisor and the supervisor or host agency to which the student has been assigned. For the thesis, an examining committee of at least three faculty members must be approved by the Faculty of Graduate Studies and Research. The committee is required to review the thesis and conduct an oral examination designed to test the candidate's knowledge of the thesis subject and of related fields.

Training Resources

The administration of the program is under the supervision of an

Interdepartmental Committee responsible to the Dean of the Faculty of Graduate
Studies and Research. It consists of representatives from the Departments of
Agricultural Economics, Anthropology, Economics, Extension, Geography,
Recreational Administration, Community Medicine, Political Science, Psychology,
Sociology, the Faculties of Education and Business Administration and Commerce,
and the Schools of Household Economics and Nursing. Six graduate students
from the Community Development Program also sit on the Interdepartmental
Committee. An Executive Committee, consisting of four faculty and four students,
is elected to administer the day-to-day administration of the Program. The
Executive Committee appoints such standing or ad hoc committees as it feels
necessary.

Within this framework the administration of the Program is carried out
through a full-time Director and a Secretary. As well, the Director, Professor
G. Eyford, is responsible for teaching the mandatory graduate level courses.
The Program relies on the staff and other resources made available by
cooperating departments. However, despite the willingness and commitment of
members of the various departments to contribute their resources in the teaching
of courses related to Community Development, experience has shown that in times
of budgetary restraint it becomes increasingly difficult to find staff members
willing to devote their time to Community Development courses because of
departmental demands on their faculty members.

Students in the Program have access to the full library resources of the
University in all the disciplines which relate to community development.
There is a small specialized library within the Division of Community Develop-
ment and another related library in the Department of Extension.

Research

A report of the Committee to Review the M.A. Program in Community
Development has just been released (June 25, 1974). In that report the
Committee has recommended the following:

1. (a) The Program be consolidated in a full Department of Community
   Development.

   (b) A core staff, adequate to the demands of the Program, be
   appointed to the Department.

2. The administration should resort to a combination of types of
   appointment, the full-time staff being large enough to satisfy
   the needs for teaching the core courses and the administration of
   the Department. Additional staff should follow the pattern of
   joint appointments.

The reactions of students to these recommendations is to point out that, though they recognize the need for a core staff, they are also concerned about the institutional demands which are likely to be made when the Program becomes a Department. The flexibility which now exists they fear may be lost.

The challenge which the Program faces in the immediate future lies in its capacity to resolve the following:

1. The demands which growth makes upon it in terms of the need to create a bureaucratic structure of efficiency.

2. The pressure to establish itself as a "scientific" discipline as opposed to creating interdisciplinary environment where students can seek to acquire and integrate knowledge and skills committed essentially to working with people.

APPENDIX A

MANDATORY CORE COURSES

INT. D. 459
    Introduction to Community Development.   3 credits   ½ course
    The history, origins, foundations, and
    definitions of community development.

INT. D. 559
    Theories of Community Development.   3 credits   ½ course
    A study of the major theories of
    Community Development with respect
    to their philosophy and their
    methodology. The relative merits
    of various approaches to Community
    Development will be examined and
    discussed.

INT. D. 601
    Comparative Community Development.   3 credits   ½ course
    A detailed survey of the application
    of Community Development theories in
    specific projects; a survey and
    evaluation of representative programs
    of community development in Canada and
    elsewhere.

INT. D. 602
    Current issue in Community Development.   3 credits   ½ course
    An examination of current social problems
    and their relation to community develop-
    ment theory and practice; the relevance
    of community development approaches to
    contemporary community development
    problems.

OPTIONAL COURSES

INT. D. 506
    Community Development Field Methods and   3 credits   ½ course
    Techniques. Practical Training in Field
    Methods and Techniques related to the
    principles and practices of Community
    Development: For example, Strategies of
    Involvement and Participation, Small
    Group and Large Group Skills, Program
    Planning, Community Analysis, The Use of
    Communications and Mass Media.

INT. 516

    Learning in the Community.   3 credits   ½ course
    An examination of how and what people
    learn in a community through mass
    media, institutions and organizations,
    traditions and customs, popular culture,
    advertising, etc. The value of infor-
    mation and knowledge in the development
    of a community will be explored and
    assessed.

In addition to these classes which are specifically designed for this Program, a student may choose from other Departments, Schools, and Faculties depending upon his special interests. Some courses which are highly recommended within other areas are as follows:

ECONOMICS 410

    Economics of Underdeveloped Countries.   3 credits   ½ course
    A survey of the economic conditions and
    problems of the underdeveloped countries
    of the world; the main economic charac-
    teristics of underdeveloped countries
    and the requirements of economic growth;
    measures for economic development of low-
    income countries.

ECONOMICS 511

    Economic Development of Canada.   3 credits   ½ course
    An intensive study of contemporary and
    historical factors responsible for the
    economic growth and development of
    Canada. Some attention will be directed
    to comparative factors operative in other
    industrialized countries.

SOCIOLOGY 480

    Social Change. A study of the signifi-   3 credits   ½ course
    cance of change in social and cultural
    systems; theories of social changes,
    analysis of current trends and discussion
    of problems of induced change in selected
    countries.

SOCIOLOGY 447

    Leadership. Analysis of group inter-   3 credits   ½ course
    action and the differentiation of
    leaders; the nature and techniques of
    leadership in various social systems.

SOCIOLOGY 465

    Formal Organization. An analysis of the   3 credits   ½ course
    nature and implications of formal
    organizations, including theories and
    studies of bureaucracy.

SOCIOLOGY 464
    Sociology of Work. A study of the   3 credits   ½ course
    nature, meaning and functions of work
    in historical and cross-cultural
    context.

SOCIOLOGY 460
    Social Organization Theory.   3 credits   ½ course
    An examination of models of social
    organization, discussion of the
    units of social structures, the
    bases of social integration, social
    control, and social change.

POLITICAL SCIENCE 322
    Political Science - Local Government   3 credits   ½ course
    and Politics. A study of rural
    governments, of general and special
    purpose, and of their relationships
    with the provincial and national
    governments. The study will be of
    formal institutions (legislative,
    executive, administrative, and judi-
    cial) and of informal institutions
    such as parties and pressure groups.

POLITICAL SCIENCE 391
    Parties and Pressure Groups.   3 credits   ½ course
    A study of the role of political
    parties and pressure groups in the
    governmental process.

These courses by no means exhaust the areas of special interests among which the student can choose. In cases where students' needs are not met by existing courses, conferences (or reading courses) or practicums can be arranged under the supervision of a staff member with some competence in that particular field.

APPENDIX B

M.A. IN COMMUNITY DEVELOPMENT

1. BATEMAN, Dariel S.

Advocacy as a Community Development Technique in Working with Low Income Families

2. BHAJAN, Edward R.

Community Development Programs in Alberta: Analysis of Development Efforts in Five Communities

3. BINNS, Patrick G.

Community Power as an Element of Social Action

4. BROMLING, Alvin J.

Resident Participation in Rural Development: A Comparative Analysis of the Alberta Experience

5. BROWN, D.C. (Rev.)

Citizen Participation in Urban Redevelopment and the Role of the Church

6. BRYDEN, A. Bernard

Stimulation as a Community Development Technique.

7. GLADE, Richard W.

Enhancing Community Group Effectiveness.

8. GLICK, Isaac N.

An Analysis of the Human Resources Development Authority in Alberta

9. HARVEY, J. Michael

A Community Development Model Illustrated with Hinton, Alberta

10. KLAPSTEIN, Elsie L.

A Native Community Counselling Team: An Analysis of the Alberta Newstart Experience

11. MILLIGAN, Geoffrey

Transient Men and Skid Row: An Analysis of Social Agency Programs, in Edmonton, Alberta.

12. PEARCE, Sandra

Citizen Participation in the Community College

13. ROWELL, Kenneth J.

The Consulting Relationship: A Model and Its Training Uses

14. PEARSON, V. Lynne

Integration or Segreation of Social Services for Public Housing Tenants

15. SCOTT, Walter J.

An Appraisal of Community Development Principles in Action in a Specific Program: A Red Cross Swimming Instruction and Leadership Training Program in the Northwest Territories.

16. SMITH, Doris Mae

Urban Native Adjustment Problems.

17. SYMOR, Nola — History, Film and Community Development: A Point of View About Native White Relations in Western Canada.

18. WHITE, David L. — Citizen Participation and Community Development: The Case of the Charette

19. KLINKE, Barbara — Role of the Home Economist in Community Development

20. KUPFER, Geneva — Education and National Development: The Case of Papua New Guinea

21. LAI, Rosita — Community Leagues as Community Development Nuclei

22. MacDOUGALL, Alex J. — Alberta Alcoholism Treatment Programs: Community Development and Citizen Involvement.

23. MacKEEN, Meredith — Discussion of Community Development Process

24. PETERS, Bevis — Community Development in Small Rural Communities, The Role of Public Libraries

25. UME, Theo — Human Rights Awareness Among Certain Socio-Economic Groups in Edmonton with Implications for Community Development Work

26. WATT, Carol — The Role of a Change Agent as a Factor in Resource Development in a Reserve Community

27. YUEN, Abraham — Generating Citizen Involvement: Community Council

28. ZOLF, Dorothy — Community Antennae Television: A Tool for Community Development

29. MINER, Michael — The Intuitive Intervention Model: A Learning Theory for Training the Community Worker

30. ARIZA, Jose — A Study of Community Development Process in Chipewayan Community of Cold Lake

31. RADIO, Vera — Community Development, Social Movements and Feminism.

32. CHUTTER, Gordon A. — Community Development Practice and Theories of Community

33. BRUCE, Gerald   Field Experience Aspects of Social Work in
                                Training with Implications for Training in
                                Community Development.

34. SODERSTROM, Roger M.   Edmonton Social Planning Council: An
                                Analysis 1928-1975.

35. STOTT, David C.   Improvement and Reform: A Comparative
                                Study of the Village Level Change Agent
                                in China

36. MACELLI, Anthony   Beyond Community Development - Towards a
                                Mankind Approach to Development

37. CUE, Darlene J.   Family Planning Programs: A Humanistic
                                Approach with Special Reference to Africa

38. SANGA, Obedi K.M.   Maximizing Response to Change Through
                                Strategic Community Groups at the Ward
                                Level - The Tanzanian Rural Context

39. YUEN, Kildy W-H.   Preventive Social Services as Community
                                Development

40. RICHARDSON, M.C.   Education and Housing Aspects of Community
                                Development in the Canadian Eastern Arctic

THE SOCIAL SERVICES WORKER PROGRAM

Program: Social Services Worker

        Grant MacEwan Community College

Program Head: Pat McMann

Chairman of the Division of Social Services: Devain Massing.

The Social Services Worker Program is a two-year course leading to a diploma. The program was initiated in 1967 by the Northern Alberta Institute of Technology (NAIT) and was transferred to the Grant MacEwan Community College in 1971/72.

Objectives/Purpose

The NAIT brochure of 1970/71 states that "the course is designed to provide the basic knowledge and skills required to work with people under the auspices of social welfare agencies and institutions". The program viewed its graduates as people who would be operational at the direct services level as Social Work Case Aids.

The program, however, in its present stage, no longer adheres to the "Assistant Social Worker" objective. It is now involved with the education and training of students who will be employed as front-line social workers. The program is intended to prepare graduates for employment in the health, welfare, recreational and related fields. The graduates from the program are expected to function effectively in such roles as Welfare Worker, Child Care Worker, Case Aid, and a variety of others under the auspices of a broad range of social services agencies.

Students and the Program

The program is designed to give to students a theoretical background in the human relations field, and attempts to keep the student constantly

in touch with the practical applications of such a learning process. The program, therefore, focuses on:

1. the enhancement of the student's capacity for human relationships

2. examination of the student's motives and personal philosophy and that of the social services

3. give an opportunity to the student to be involved in acquiring the practical knowledge and skills required by the effective helping person.

The program covers four semesters, but it is a mixture of academic (theoretical) and experiential (doing and experiencing). The curriculum consists of five course (15 hours/week), and 16 hours of field placement experience each week. The College operates on a trimester system, enabling students to complete courses in 15 week periods.

For course description, see Appendix A.

Field Placement is perhaps the most important part of the curriculum. The field placement is integrated into the program and lasts the life-span of the program. The student thus has the opportunity of establishing a learning relationship which is in constant interaction with the practical/experiential world. Such experience is utilized in class discussions to ensure that theory can be applied to real life situations.

The program at present has co-operative arrangements with forty Edmonton Social Agencies to provide practical experience to students. Student activities vary widely depending on the type of agency, student interests and abilities, etc. but all involve significant "helping" activities. Some of the agencies presently providing student placements are: Health, Education, Recreation and Welfare.

The number of students in the program for the years of 1972 to 1976 is as follows:

Year	1st Year	2nd Year
1972/73	30	25
1973/74	35	30
1974/75	45	40
1975/76	50	45
1976/77	40	40

Fees

The tuition fee for one full trimester of study in all programs is $100.00.

Admission

For admission to the program, applicants are required to have an Alberta High School Diploma or its equivalent. Particular attention is paid to the maturity and sensitivity of applicants.

Staff

The program at present has one full-time and three part-time staff. Academic qualifications for staff are either an MA or BA in Social Work and supplemental practical experience.

Funding

Funding for the program is met partly through tuition fees and grants given through the Department of Advanced Education.

Evaluation

The program is evaluated every five years.

Conclusion

The program does seem to fulfill a role as outlined in its objectives. However, students graduating from the program with a two-year diploma have to compete with graduates possessing a BA or an MA in Social Work which puts them at a distinct disadvantage. The criticisms of such a program seem to come mainly from Social Workers and this is directed at the professionalism of the graduates from the program and their doing social work.

The program is not directly oriented towards community development, but more to Social Work and remedial situations in that field. However, some of the graduates have become involved in more preventive community oriented projects.

SS 101.3 Welfare Practice Methods I (3:0:0)

An introduction to social services and the fundamental concepts, principles and dynamics related to the process of establishing the helping relationship. This course will assist the student to develop abilities in the effective use of community resources and agencies when helping individuals and families.

SS 105.4 Field Placement (0:0:16)

This is a practical service-oriented experience in a social service agency, which provides an opportunity for familiarization with the functions, goals and operations of social service institutions.

SS 201.3 Welfare Practice Methods II (3:0:0)

A continuation of Welfare Practice Methods I in which the behavioral patterns of people will be studied through observation, problems identified and causative factors determined. Students will be expected to develop case studies based upon their work with families, groups or individuals. Prerequisite: SS 101.3.

SS 202.3 Family Dynamics (3:0:0)

A study of the family as an institution and basis of our society. An examination of family problems, functions and practices in various cultures will be undertaken. The application of this knowledge to the treatment of related family problems will be emphasized.

SS 205.4 Field Placement (0:0:16)

The continuation of practical service-oriented experience in a social service agency. Participation in a two week block field placement will be included in this course. Prerequisite: SS 105.4.

SS 301.3 Group Work (3:0:0)

Introduction to the basic concepts of the group work method. Content will include group work as a problem solving process as it applies to the social service setting.

SS 302.3 Casework (3:0:0)

This course is designed to assist the student to comprehend and utilize the one-to-one helping relationship. Emphasis will be placed on learning to diagnose and treat individual and family problems.

SS 304.3 Medical Information (3:0:0)

A discussion of the various medical problems which may be encountered in the field of social service. The role and function of the social service worker in a medical setting and the special needs of the chronically ill will be considered. Emphasis will be placed on team work, patient and family counselling, together with the utilization of community resources.

SS 305.4 Field Placement (0:0:16)

Initially, students will be assigned to a particular social service agency in the Edmonton area for a block field placement of three weeks. This will be followed by a two day field placement each week for the remainder of the trimester.

SS 314.3 Mental Health & Mental Illness (3:0:0)

The dynamics of adjustment and maladjustment will be dealt with in this course, together with an introduction to behavior pathology. Possible causative factors and treatment approaches will be discussed.

SS 401.3 Community Organization (3:0:0)

The basic concepts of the direct practice of community organization will be discussed, together with the community as a social system, community change, community social problems and prevention.

SS 403.3 Special Education (3:0:0)

Working with the deaf, blind, mentally and physically handicapped. This course will include lectures by field personnel and faculty, field trips and small seminars, together with individualized research and study into two selected areas.

SS 405.4 Field Placement (0:0:16)

In this final trimester of field placement it is expected that the student will be functioning at an optimal level. Assessment will be made on performance as a student practitioner.

SS 406.3 Social Policy (3:0:0)

An examination of the economic and political considerations which tend to shape and effect Canadian social welfare policies and programs. The course will be based upon the philosophy behind welfare policies at the federal, provincial and municipal levels of government.

THE CENTRE FOR INTERNATION RESEARCH AND CO-OPERATION (CIRC)

The Centre for Internation Research and Co-operation (henceforth
CIRC) is a private organization of Christian leanings, which concerns
itself with the hiring and the training of co-operants which it embraces
in an organized structure. These co-operants go to work in third world
countries. These training activities are also open to volunteers from a
few organizations and to those eager to analyze problems of international
development.

Origin and Objectives of the Organization

It was created in 1958 under the title "Centre of Missionary Research".
At this stage it was primarily for missionaries and not for co-operants.
The founder-director, Father J. Bouchard, a Jesuit, did most of the work
himself. The support of the religious communities and of an association
that he had founded himself, Les amis des missions, provided few financial
resources.

In 1967, the organization was granted a charter of provincial
incorporation. It changed its name and set up an administrative council.
Thanks to a C.I.D.A. (Canadian International Development Agency) subsidy, it
began to send co-operants abroad.

In 1972, the administrative council broadened out into three distinct
but complementary units: documentation, training, and despatching services.

The publication of the encyclical Populorum Progressio which,as a
complement to the idea of evangelism, proposed that the development of
people had a strong influence on the evolution of the centre. Greater
emphasis was, thus, placed on training than had previously been the case,

when information, i.e., missiology, spirituality and initiation into the realities of the third world had been stressed.

The aims of the centre's training programme are essentially those of making the participants aware of, and sensitive to, true co-operation, of providing them with the data and the ability to analyze international situations, and of giving them an awareness of the values of foreign cultures. This programme is not technical training for a specific job, but rather it is an attempt to make the participants aware of themselves, of their attitudes and aims, and to make them realize they must become animators, whatever their job may be, so that they can train autochtons to replace them.

For this reason most emphasis is placed on the involvement of the participant and this, according to our informant, disappoints many people who are more concerned with the accumulation of specific information. This, in fact, is one of the essential reasons for the high "drop out" rate (about half of those registered), but it may be due as well to the high workload or a general reluctance when they realize that the co-operation is more demanding than they imagined it would be. However, those who persevere even if they are at first disorientated by the lack of direction given by the animators and by the impression of being overwhelmed by a multitude of varying options, do seem to be stimulated by the collective research, by the growing awareness of their personal attitudes and by their curiosity as to the end results of such a procedure. At least such have been the reactions of those who participated in the collective evaluation sessions, and also the reactions expressed at the end of meetings or activities, or in their response to an evaluation question-naire distributed for the first time this year (seven out of forty responses) and in the correspondence between co-operants abroad and the centre.

Mirroring the general evolution of the centre, there have been
changes in the centre's "clientele". The proportion of those under
religious orders has gone down from eighty per cent five years ago to
fifty to sixty per cent three years ago to twenty-five to thirty per cent
last year and to less than ten per cent in 1975. The centre's clientele
now includes a great number of teachers and of workers from the para-medical
professions. The rest come from professions such as administration, office
work, specialized technical fields and general social work.

As for its own despatch service, the centre found positions for
about eighty per cent of those who applied for jobs as co-operants (forty
applicants in 1974). It does its best to take full account of the
applicant's field of interest as well as his or her speciality in the choice
of a post. It usually orientates them towards jobs in a church milieu,
as it has little contact with local governments and international aid
agencies, with the exception of the United Nations Organization which sends
the centre applications.

The Training Activities and the Educational Resources

From October to May, the centre organizes an annual session consisting
of four fundamental series of activities, these being: (1) apprenticeship
in communication and team-work; (2) deep reflection on development problems;
(3) cultural information on the involved areas; and (4) practical information
(adaptation, health, return home ...). As far as possible, these
activities are realized through weekly encounters, as well as three or four
weekend encounters and an intensive session lasting one week to close the
program. Also offered are activities on such subjects as medical problems,
education problems, social orientation problems and reflection on Christian
commitment.

This year the program is achieved through a non-directive pedagogy; those in charge have opted for experimentation over didactism. A framework does exist, at the level of the orientations and certain general demands, but several parts of the program are variable and the participants are encouraged to have the initiative themselves to form teams, plan their activities and determine their own methods and programs. In this way, the training can be very diversified; it can take the form of tutorials, roundtables, guided discussions, laboratories, simulation games, films, research, on the spot work in working class areas ... . There is also a correspondence course. It is not, however, considered as sufficient training for the co-operants of the Centre.

At the end of a session, the participants themselves evaluate the activities and the evolution of each group. Furthermore, those in charge also evaluate the groups and the participants they have contact with during a training course. When registering, each participant comes into contact with one of those in charge. Through an interview he determines the client's intentions and his interest in the course. The centre expresses a great deal of interest in those who are concerned with their own personal evolution, who are capable of questioning their attitudes and their values, and who could become agents of liberation and change in a milieu. It is, in fact, this approach which is the main criterion in the selection of its clientele, more than such factors as age or the degree of specialization.

Those who participate in the centre's program end up with a paper confirming this participation, but the centre does not wish to have an

educational institute credit the program as it is afraid: (1) that it would have to conform with norms that would limit its flexibility; and (2) that certain people would participate merely to obtain credits. Over the last three years, registration has averaged ninety a year, and this will probably increase with the opening of a program in Quebec City. Tuition fees are minimal - $60 for the main activities, $10 for each weekend session, and $40 for the intensive session lasting one week (including food and lodging but not transport). This is possible thanks to a subsidy of $100,000 from the Canadian Agency for International Development for an operating budget of $130,000. The centre plans to increase the fees as the deficit ($30,000) plus the sending abroad of the co-operants is still large.

The resources of the centre are limited. The staff of between five and ten employees are shared between the five services: documentation (a librarian, an assistant and volunteer worker); research (a degree holder in theology and sociology from a third world country); despatch (an animator with eighteen years experience in Latin America); training (a staff member with nine years experience in Asia and four years in animation); and administration (a part-time accountant and two secretaries). The centre also has a documentation department that is well equipped, as well as some audio-visual documents. Furthermore, it works in collaboration with other organizations - C.U.S.O. and the Auxiliaires Missionaires de l'Assomption - in training programs that can increase the number of people/resources available. The research service is just starting out and is mainly working on the production of dossiers for the participants in the

training program; it is trying to establish new aims for itself that can be achieved in collaboration with other organizations.

A Few Characteristics of the Centre's Programme

The CIRC's programme is characterized by the personal involvement demanded of its participants, by the importance attached to group work, and by the diversity of the methods used to stimulate analysis. These characteristics can, to a certain extent, be attributed to the limited nature of the centre's available resources, as much human as financial. But they are also the result of an explicit ideology which lays greater store on personal experience than on a didactic approach, and in which the resultant flexibility is such as to increase the adaptability of the program.

The centre has recognized the need in any future program to finance an autochtonous staff rather than sending a Canadian abroad, even if the aid programmes maintain a raison d'Etre in the encouragement of international solidarity and intercultural exchange. In the same way, its long term plans are aimed at encouraging the development of co-operation activities on Quebec territory (i.e., Northern Coast, Eskimos ...) and with this objective in mind the present program will only need to undergo minor changes.

Certain aspects of the program, as well as the methods outlined, are expected to evolve, but the approach, based on a growing awareness of personal attitudes and reflection on development problems, paves the way towards an intervention that will encourage the participation of the populations concerned. In this way, the Centre also wishes to be seen as more concerned with the involvement of the participants in their own milieu.

SOCIAL WORK MODULE UNIVERSITY OF QUEBEC IN MONTREAL

The B.A. programme specializing in social work offered by the University of Quebec in Montreal (UQAM) has two options: the first in clinical intervention; and the second in social intervention. According to the official programme of the University, this last sector "insists on the double need of professional and disciplinary training which enables the students to attain a good knowledge both of concrete realities and of the problems of the methods and techniques of collective social interventions."[1]

History

The social intervention sector has existed since 1970, formed with the support and assistance of two organizations which work in the domain of people's education and action-research, that is, the Centre of Popular (=people's) Training (CPT) and the Co-operative Centre of Research into Social Policy (CCRSP). The pedagogical content of the programme was elaborated by the person in charge attached to the Module[2] of Social Work in collaboration with those organizations which provided it with their experience and knowledge acquired in the course of their research work and of their work in connection with local unions and people's groups of the area.

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[1] U.Q.A.M., Famille de Sciences Humaines, 1974-1975, p. 54

[2] Module is an internal structure peculiar to the University of Quebec; it corresponds to a study programme or to a series of such programmes, to the group of students pursuing these programmes, to the professional team guiding them and to people outside who relate the Module to the work-market and to the professions.

Such a collaboration, established from the very beginning, has

ensured a continuity in the training provided as much by the person in

charge of the Social Work Module as by the permanent staff members of those

organizations which are involved in pedagogical organization. The framework

of the University of Quebec, newly created, and offering an ideology of

democratization and of service to the community, offered enough flexibility

to make such a collaboration possible although, in certain cases, the

administrative and pedagogical norms of the institution, and certain

bureaucratic traits, have created a few problems and delays in coming to

an agreement with organizations outside this framework.

The Needs and Objectives of the Participants

The two main needs are: (1) training of social workers concerning

individual consultation and apprenticeship in intervention in the

institutionalized framework of traditional agencies. Those in charge of

the training realized the need for change and proposed a training programme

in which the acquisition of theoretical knowledge is closely allied to

apprenticeship in intervention, and where this training is achieved not at

the expense of, but rather to the benefit of, the areas where they function;

and (2) providing support and assistance to diverse groups that attempt to

mobilize the population in order to defend the interests of certain socio-

economic groups of the population. To achieve this, an effort was made to

diversify the apprenticeship areas while taking into account the evolution

of social policies (e.g., creation of Local Community Service Centres) and

the processes of social change that characterize Quebec (e.g., development

of people's groups). The two groups who collaborate in this programme derive

financial resources from it (salaries ...) but, more important, the
critical discussions that the training programmes encourage enable the
intervention groups to develop their own aims. To this end, the
assimilation of the trainee by the group is respected and insisted upon
so as not to interfere with the initiated process in the milieu.

Those who register for the programme must fulfill the general
condition of the University concerning admission, payment of fees ($50 for
each activity), etc. Normally a College Diploma or its equivalent is
required for admission, but "candidates 23 years of age or over, having
pertinent knowledge and experience, can be admitted into this programme on
the recommendation of the selection committee".[1] Thus the programme is
open to quite a variety of students (some of whom are already working) and
the decision of the selection committee is a key point.

This committee has an equal number of students and pedagogical super-
visors on it. It interviews all candidates (experience, expectation, etc.)
and confronts them with the programme. Thus, those who do not feel at ease
with it can "drop out" immediately. Out of a total of 100 applications, only
about fifty attend these interviews and of these about 35 will be admitted
into the 1975-1976 programme (in previous years only twenty were admitted).

What the selection committee looks for is: (1) ability to work in a
group; (2) broad-mindedness in order to avoid empiricism or dogmatism; (3)
involvement in a milieu, whatever be their experience (C.E.G.E.P. students,
militant groups ...); and (4) their analytical approach, which should have
a collective rather than an individualistic bias.

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[1]U.Q.A.M., *Familles des Sciences* Humaines, 1974-1975, p. 54

Although the obtaining of a diploma motivates these applicants, they seem eager to participate in the aims of the programme and careerism seems less a concern than in other spheres. This can be explained by the fact that entering the job market seems less of a problem insofar as they are already working within a milieu; and belonging to the Corporation of Social Workers is not as important as it is for those with diplomas in the clinical sector, because of the less institutionalized, less bureaucratized nature of the work milieu. Thus the programme was successful even though the profession took three years to accept it.

However, a problem arises when the students enter the job market in that they prefer the less institutionalized organization which can make the profession a marginal one. To avoid this, the organizers are emphasizing the need to work within the organizations formed through the reform of the social services (e.g., Social Service Centre, Local Centres of Community Services, etc.).

The Programme and the Educational Resources

Following the educational norms of the University, the specialized B.A. in social work consists of thirty courses giving ninety credits. Seventeen of these are given in the framework of the Module, the others being chosen in one of the following fields: History; Economics; Political Science and Sociology. There is no Master's programme as it is more a practical than a theoretical field.

The first year is characterized by concentration in a more systematic type of training, sufficient to give the participants a sound basic knowledge of the basic needs and problems that would enable them to function critically in their work. During this year the educator's role is much more

important than later on; the emphasis is placed on the acquisition of basic notions concerning the history of social policies and of community organization, as well as on an analysis of diverse social milieux and of Quebec society, in order to avoid short-sighted empiricism in any social intervention.

During the next two years the emphasis is placed on the relationships encountered in their work. In order to make this discussion valid, the participants are encouraged to belong to a group or organization from their first year. Their collaboration with the group or organization enables them to see the problems from inside and not from the outside, and ensures that their training goes beyond theory.

As for the choice of group or organization, it can be a people's group, organization of the co-operative movement, or certain institutions of the social services network. However, there are a number of criteria: (1) it must be a base as opposed to a co-ordinating group; (2) it must not be a newly established group; and (3) it must have an on-the-spot supervisory team.

Each participant is responsible for the choice of his area, with the help of the other participants and of the educators, as well as of the two support groups. So far, the groups and organizations concerned have shown no reticence, and the only problems encountered are with the students from outside Montreal. It is for this reason that the possibility of collaboration in the suburban regions like Joliette, Valleyvield, etc. is being investigated.

The evaluation and grading of the participants is made by the educators in conjunction with the group of participants in a special meeting at the

end of each semester. The weight of the educator's evaluation is commensurate with the role he has fulfilled and is, thus, greater during the first year. This evaluation conforms to the general norms of the University.

Because of the limited financial resources at the disposal of the Module (only one permanent supervisor assisted by two support groups) the students choose courses outside the Module, in other fields. This leaves less time for research. However, the main research and experience that serve as a background to the programme are provided by the two support groups, i.e., the Centre of Poeple's Education and the Co-operative Centre of Research into Social Policy.

General Characteristics of the Programme and Possibilities of Adaptation

The training programme in social work offered by UQAM must conform to the norms set down by the institution as a control factor ensuring the validity of the diplomas offered. However, these controls are flexible enough to allow an educational approach which attempts to ally practice and theory. An essential element is the involvement of the participants in the socio-political reality of the milieu in which they will be called upon to work in close collaboration with the organizations already functioning there, and which servce as both a framework for, and a criticism of, their involvement.

Such an approach cannot, according to one of those in charge, be transposed, as is, to a different milieu. By the same token, such a programme would not even have been possible in the early sixties. Although it is based on principles and theoretical knowledge of a scientific and general nature, such an approach must be adapted to each milieu.

DEPARTMENT OF ADULT EDUCATION

St. Francis Xavier University

Background

The Department was created in 1971 and falls within the Faculty of
Arts of the University. Because it is so new the programs and philoso-
phies of the Department are not fixed, but a clear orientation has emerged.

Programs

(a) Master of Arts in Adult Education

This is a program intended for professionals in Adult Education. Pre-
requisites are a university degree and a minimum of two years' experience
in the field. Because of the nature of the program (described below), a
personal interview is required with all applicants.

The program is strongly individual-oriented. Each student is assisted
to identify his or her own learning needs, and then to draw up a plan of
his own objectives and curriculum, a statement of the resources and means
of meeting the learning objectives, and a method of evaluation of progress.
This, when agreed upon between the student and the Department, becomes the
individual program of study. There are no formal courses; rather, students
are involved in small seminars and tutorials and are encouraged to make use
of the resources of the university and the community at large in pursuit of
their learning objectives. The individual programs culminate in the writing
of a thesis which is a statement of the learning objectives set, a documen-
tation of the learning program, and a documentation of the achievement of
the stated objectives. The thesis is examined in the usual manner by an
examining committee. In short, the program is strongly skill-oriented and
dependent on the philosophy of experiential learning. Students are assisted
to identify needs and then to acquire skills and competence to meet them.

Students are admitted to the program in May, September and January.
At present, approximately eight students are admitted in each period, and
about thirty are presently engaged in the program. The university requires
a residence period of one year; because of the individual nature of the

program, "residence" may be flexibly defined. It would be possible for students to complete the program in a year, though few do so. One and one half to two years would be a more likely period. University regulations require an M.A. program to be completed within five years.

Tuition for the program costs $640.00. Students are expected to find their own accommodation and some may find it in the university's residences. A number of tuition scholarships are available which refund tuition fees in return for a certain amount of study-related work within the Department. In addition, a limited number of research assistantshsips in the amount of $2,000.00 are available. These require specified work commitments in the Departments.

The M.A. program is also available on a part-time basis, involving a commitment of sixty hours in each of four summer sessions.

(b) Diploma in Adult Education

This program is very similar to the Degree program, but it does not require a degree for entry and does not require the thesis. Tuition fees are somewhat lower than for the M.A. program. It is intended for persons involved in adult education who lack the undergraduate degree.

The Diploma program is also available on a part-time basis in two sixty-hour summer sessions.

(c) Certificate in Community Leadership and Community Development

This program is not properly part of the Department of Adult Education's offerings, coming rather under the heading of Continuing Education. However, since the staff of the Department of Adult Education after it, it is included here.

It is a part-time program for citizens involved in community affairs and people employed in community-related work. It is organized in intensive weekend workshops beginning on Friday evening and ending on Sunday afternoon. The program is organized as follows:

Phase I - Leadership Training

    Weekend 1 - Individual participation
    Weekends 2,3 - Groups skills
    Weekends 4,5,6 - Communication - Media techniques

Phase II - Community Development Training

   Weekend 1 - Community Participation
   Weekends 2,3 - Communication - Media Techniques
   Weekends 4,5,6 - Community Experience

Methods

As indicated above, all of the Department's programs rest heavily upon the philosophy of experiential learning. Students are assisted to examine their own situations, to identify their own learning needs, and to design their own programs of work. Resources are made available as individual learning projects develop.

Resources

The Staff of the Department consists of:

   Dr. Theresa McNeil, Chairman and Associate Professor
   Idke Batdorf, Assistant Professor
   Michael Moore, Assistant Professor

Besides these core people, the Department draws upon the other resources of St. Francis Xavier University mentioned elsewhere in this report, and upon a wide range of community and governmental resources.

Research and Evaluation

The program is too new to have mounted any elaborate evaluation studies. However, the individual programming of students in the main programs allows for continuous feedback to the staff, and the nature of the overall program is continuously changing in response to this.

Comments

From the point of view of the Third World students or the developing country that may be planning such a training program, the Department's philosophy should be of some interest because of its emphasis on identification of particular needs and the planning of individual programs designed to meet those needs. This flexible approach would seem to make the program much more suitable than one that is highly structured and geared to predetermined educational goals, and the methods seem to be relevant to a wide range of educational objectives.

THE COADY INTERNATIONAL INSTITUTE

The Program

The two major programs lead to a Diploma in either Social Leadership or Social Development. Both are about six months' duration between May and November. The program is as follows:

Social Leadership Course (May - December 1973) -- Program of Studies

Antigonish Movement

- Philosophy and Principles	10 hours

Adult Education

- Methods and Practices	72 hours

Resources and Community Development

- Rural Modernization	44 hours
- Community Development Principles	32 hours
- Community Development Activities	29 hours (participation voluntary)
- Program Planning	17 hours
- Social Welfare	14 hours (elective)
- Nutrition	14 hours (elective)
- Public Health	8 hours (elective)
- Communication Skills and Media	<u>35</u> hours
	193

Economics and Cooperatives

- Principles of Economics	40 hours
- Economics of the Community	20 hours (elective)
- Introduction to Business	5 hours
- Cooperatives: Principles and Structure	24 hours
- Credit Cooperatives	25 hours
- Agricultural Cooperatives	10 hours (elective)
- Bookkeeping	34 hours
- Management Principles	34 hours
- Management of Cooperatives	<u>24</u> hours (elective)
	216

Total hours: 491, of which 119 (7 topics) are elective.

Social Development Course (May - December 1973) -- Program of Studies

Antigonish Movement

| - Philosophy and Principles | 10 hours |

Adult Education

| - Methods and Practices | 81 hours |

Resources and Community Development

- Human Resources - Population	14 hours
- Rural Modernization	46 hours
- Community Development - Principles	32 hours
* Community Development Activities	29 hours
** Program Planning	17 hours
* Social Welfare	14 hours
* Nutrition	14 hours
* Public Health	8 hours
* Communication Skills and Media	35 hours
	209

Economics and Cooperatives

- Principles of Economics	40 hours
** Economics of the Community	20 hours
- Cooperatives: Principles and Structure	34 hours
- Credit Cooperatives	21 hours
* Agricultural Cooperatives	10 hours
- Management Principles	32 hours
* Management of Cooperatives	23 hours
	180

** Common to Social Development and Social Leadership courses.

 * Elective; common to Social Development and Social Leadership courses.

Total hours: 480, of which 133 (8 topics) are elective.

In addition, the Institute offers summer programs of eight or nine weeks, including a Credit Union course intended mainly for people from the Atlantic region, offered in either English or French, and a program in Latin American development, offered in Spanish. Thes? courses lead to a certificate.

Prerequisites for entry to the courses are:

(a) relevant experience in the development field, adult education, cooperative, etc.

(b) high school education or the equivalent for Social Leadership, and a university degree or experience at the regional level for Social Development.

(c)   facility in the relevant language -- English, Spanish or French.

All the courses are offered at the Institute's residential training centre at St. Francis Xavier University.   There were forty-three students enrolled in the diploma program and sixty-three students in the summer program for the 1973-74 period.   For further information about student enrolment since 1959 and the geographic representation of students see appendix A.

The total cost per student in the major programs is $3,435.00, including tuition, accommodation, meals, services and field observation costs.   Travel expenses to and from Antigonish, and expenses for books, supplies and personal needs are not included in this amount.   Practically all of the students are supported by scholarships which come from a variety of private and public sources including the Federal Government through CIDA, the Donner Canadian Foundation, Misereor (the German Council of Bishops), the Catholic Women's League, and the National Association of Credit Unions, among others.   In order to qualify for scholarships the student must have the support of an agency in his or her home country, and must agree to return to work for at least one year on a specified project of that agency.

Training Needs

The Coady International Institute was founded in 1959 to provide a training program based on the principles and experience of the Antigonish Movement for students from developing countries.   Its objectives were, and are, not primarily academic; the main concern has not been with theories of development, but rather with the practical problems of a change agent in the Third World.   The program is designed to assist the student to acquire:

(a)   an understanding of the philosophy of the Antigonish Movement.

(b)   principles and skills to analyze his or her personal situation and environment, that is, his own organization, the existing development programs in the area, and the social, economic, and cultural realities of the community.

(c)   skills for the preparation, implementation and evaluation of action programs.

In recent years, the student body has included a higher proportion of people with district or regional responsibilities in their home countries, and in 1971 the basic program was divided into two concurrent courses, the Social Leadership course intended primarily for students working directly at the village or community level, and the Social Development course

intended primarily for students with wider administrative responsibilities.

Understandably, given the selection process, all of the students are strongly committed to development in their home countries and want from the program reinforcement of their commitment as well as the means of communicating it to others and translating it into practical action. A specifically important need identified by the Institute staff is for training in identifying and putting together the various elements of a development project.

Training Methods

The basic instructional method is in lectures and group discussions. Each group of students is regarded, as much as possible within the constraints of time and resources, as a community to be developed, and the students have some influence over the direction and nature of their courses and field observations. Approximately five to seven per cent of the time is devoted to specific workshops and laboratories, and about ten per cent to field observation, mainly in Eastern Canada.

Evaluation of Students

Since the courses are not for university credit, evaluation of students is not based on formal examinations but on regular individual or small-group tutorial sessions, a major project related to the student's work in his or her home country, and smaller projects in specific courses.

Training Resources

Besides the Institute staff resources, students have access to the Institute's own library, to the University's main library, to personnel of the University and the various levels of government, and to an audio-visual studio with television and other equipment. For field observation, the Institute is in contact with a wide variety of agencies and institutions involved in development work. All of the Institute staff have overseas experience in development-related work.

List of Staff

Rev. G. E. Topsee, Director (Co-operative Housing)
J. T. Chiasson, Associate Director (Adult Education)

Staff

H.R. Amit, (Modernization, Human Resources)
M.E. Arsenault, Admissions Officers
W. Desjardins (Audio-Visual Techniques)
H. DeCoste, General Secretary
L. Pluta (Economics)
A.G. Queinnec (Business Administration)
Young-Hee Queinnec, Librarian
J. N. Riley (Credit Unions, Co-operative Education)
C.K.G. Wicks, Registrar

Research and Evaluation

In 1967-68, the Institute conducted a follow-up study on graduates. The major finding was that the great majority had continued the work for which they have been trained at the Institute, and could be considered active in the field. In 1973, the Institute undertook a program of follow-up seminars with graduates in various parts of the world where they are now working, and it is intended that this program will provide not only continuing development for the graduates, but also a continuous feedback to the Institute of information that may be used in evaluating and modifying the programs. There are about 1,800 graduates in 98 countries who provide contact points for the evaluation and documentation programs,

Comments

The success of the Coady Institute seems to rest upon the fact that the institution is communicating more than techniques and theories. Many of the students seem to find there a philosophical structure that affirms and reinforces their own commitments, providing them with inspiration and hope as well as some of the skills they require to carry on their work.

ATLANTIC CHRISTIAN TRAINING CENTRE

Tatamagouche, Nova Scotia

Background

The Centre was established in the early 1950's by a United Church clergyman. It was intended to provide Christian training and personal development for young lay people who were trying to decide how they would put their religious comitment into practice in their careers. Most of the students had completed high school, university, or other training, and took the Centre's program as a time of serious reflection upon their future life as Christian people. The program lasted five months during the winter and stressed leadership in the Church and the community at large, personal development, and theological studies. Students came to Tatamagouche and lived in the Centre's residence during the program.

While the five-month courses were in progress, the students frequently had weekend study sessions and workshops for young people, and out of this experience grew a particular kind of short training sessions. In the middle and late 1960's, human relations and sensitivity training became very popular. While this was not the central theme of the Centre, the techniques were used there and a great many people of all ages were attracted for this reason. The result was a change in the over-all program of the Centre to its present form in which short, three-to-five-day training sessions are offered to groups of twenty to thirty people. The five-month program no longer operates.

Program

The Centre does not offer a single, set program, but operates three-to-five-day group sessions focussed on such topics as Group Processes, Rural Life, Communications, Family Life, Leadership, and so on. There are no pre-requisites for entry to the group sessions beyond the desire to participate. Groups vary in size and may run concurrently. The maximum capacity is about eighty people at a time but group sessions rarely involve more than about twenty people.

The total cost of programs is about $25.00 per day for each student which covers both tuition and room and board in the Centre's residence. The Centre is supported by the United Church which supplies about 40 percent of the operating budget. The remainder comes from student fees, with a very small amount being made up from private donations. Some government grants have been received, but these have been for specific projects and are not part of the general revenue. A small amount of money is sometimes available for bursaries to assist people in attending sessions; further information on this is available from the registrar.

Three features of the Atlantic Christian Training Centre may have some particular relevance within the terms of this study.

1. The Centre has a little-publicized program of internship, in which an individual with particular interests in this type of work may come to the Centre for a year to learn from and with the staff and to share his knowledge and experience with them. Not much money is available for this program, but it could be a means by which a worker from a developing country could participate in and learn about this type of leadership training institution.

2. Two or three times a year, the Centre holds a four or five day Laboratory Education venture. These are skill-developing sessions focussed on educational design and project planning, in which people are encouraged to examine and develop their philosophies and to acquire some skills in implementing them.

3. Several times a year, the Centre operates special programs in family life education.

The last two of these, and the short-period group sessions generally, could be of considerable interest to persons involved in development activities in Third World countries who do not have the time to attend full-scale programs in Canada, but who may be in the country for other reasons and be able to spare a few days or a week for the purpose.

Training Needs

The central theme of Tatamagouche is still leadership development for Church and community and the religious emphasis is still strong, though it is much less formal than in the beginning and is not imposed on a group. The students are mostly young adults. However, on occasion, the Centre has run courses for senior citizens' groups. Most of those attending do so on

their own decision, but some are sponsored by their employers. The Centre
has put on special courses for, and had individual students from, such
agencies as the Company of Young Canadians, the Nova Scotia Youth Agency,
and other community-oriented organizations, and has co-sponsored training
sessions and workshops with Community Development organizations. In all, the
program is very flexible and training sessions can be arranged around the
particular needs of the groups concerned, from Family Life education to the
use of power in the community.

Training Method

The basic educational method is rooted in the philosophy of experiential
learning -- students are helped to reflect on their individual experiences
and to build upon them.

Training Resources

The Centre's staff consists of:
    Mr. Don Reid, Director
    Ms. Helene Hannah, Associate Director
    Ms. Louise Andrews, Registrar

The Centre also calls upon a wide variety of resource people to meet
the particular needs of a group. Some of these resource people began their
association with the Centre as participants in groups, others have particu-
lar areas of experience and knowledge that may be used by the students. To
a great extent, the groups are encouraged to explore and their own resources.

In addition, use is made of video and audiotape equipment, films, and
written material.

Research and Evaluation

No particular separate programs of research and evaluation are part of
the Centre's operation because the staff gets constant feedback from the
participants, both during and after sessions. Some people may return for
several sessions at various times, become resource people, or in other ways
maintain an association with the Centre. In a sense, each short training
session incorporates an evaluation in that participants are encouraged to
discuss the progress made and benefits gained.

CENTRE FOR THE DEVELOPMENT OF
COMMUNITY INITIATIVES, MEMORIAL
UNIVERSITY OF NEWFOUNDLAND

Background

Memorial University has had a fairly long history
of concern for and involvement with Newfoundland
communities, especially through the Extension Service
(q.v.). These efforts, however, were almost entirely
non-academic. The C.D.C.I. was created in order to
provide a greater involvement of the University as an
academic institution. The first students were admitted
in January of 1973.

Academic Programme (s)

**Bachelor of Arts, Major in Community and Development
Studies.**

This is a B.A. programme intended for the student
whose interests lie in the more applied aspects of
the social sciences and humanities, and in the social
and cultural implications of general scholarship. Thus,
it differs from a conventional bachelor's programme in
that its focus is not within a particular discipline,
but rather upon an area of special interest - the field
of community and development studies.

It is not intended to be a professional training
programme, but it includes some features usually
associated with professional schools, such as two
semesters of field work. This is intended to enrich the
students' academic experience by providing them with some

practical experience.

Students may begin the programme in their second year
of university, and normally begin the programme in
September, though some may be admitted at the beginning
of the second Semester, in January. Admission is by
application, and it is intended that enrollment be
kept below twenty students in any one year. Requirements
for entry are the general requirements for the Faculty
of Arts.

Student programmes are individually planned to
allow for special interests. All students are required
to take two basic courses in at least five of Anthropology,
Sociology, Political Science, Geography, Economics,
and History, and must complete a total of twenty required
courses chosen in consultation with Centre personnel,
including six courses offered in the Centre itself. The
two field placements are required, but non-credit courses.

Tuition fees are $250.00 per semester. Students are
expected to find their own accommodation.

Methods

Since this is a multi-disciplinary programme, course
instruction methods are defined by the various
disciplines. The Centre's own courses are intended to
serve an integrating function, and methods vary from
lectures to seminars to student-organized sessions with
resource people.

Resources

The Staff consists of:

G.B. Inglis, Director, and Associate

Professor of Anthropology

S.G. Canning Assistant to the Director

F.J. Evans   Consultant on Community

Affairs.

The Centre also draws, of course, upon the University faculty and upon people in government and private organizations.

The University library includes an extensive Newfoundland collection, and the Centre maintains a small library of material related to development and community studies.

Evaluation

No major programme of evaluation is in effect. However, the performance of students is monitored, and contact is kept with students who graduate. Preliminary indications are that the focussing of student interests in the programme has a beneficial effect on their academic performance.

Comments

The programme provides a broad academic base from which students may proceed directly to employment in a wide variety of occupations or to further training in a variety of fields. A major emphasis is placed on Newfoundland studies.

Other Programmes

In addition to the academic programme, the Centre also maintains:

(a) Community Consultation Service

A service by which communities and community groups may call upon the University for consulting services provided by specialists on the University faculty.

(b) Practical Research

The Centre also undertakes small-scale research projects on subjects of practical interest to communities.

APPENDIX

C.D.C.I. MEMORIAL

1. Date of Case Study   - September 1976

2. For further information contact

> Dr. G.B. Inglis,
> Director,
> Centre for the Development of
>   Community Initiatives,
> Queen's College,
> Memorial University,
> St. John's, Newfoundland.

3. Descriptors:

> community consultation
> applied research
> community studies
> development studies
> multi-disciplinary programmes

4. Glossary of terms

> 1. Community Consultation - the provision of specialized
>   services to community and
>   community groups on a consulting
>   basis, drawing upon the resources
>   of the university.

5. Bibliography:

Inglis, G.B. Some Comments on the Role of the University
> in Community Development. Paper read at the
> Annual Meetings of the Canadian Sociology and
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Sullivan, Nancy   University Affairs . Jan. 1976

CHAPTER V

Conclusions and Recommendations

1.   Because of the wide interest shown in the results of this Project on the part of agencies, organizations, government departments and individuals interviewed, it is strongly recommended that arrangements be made for the distribution of the complete Report. It should be of special value to universities and colleges in Canada and elsewhere where there exists a need for documented studies on development projects; it should be of equal interest and value to provincial and federal government agencies in Canada which are concerned with initiating and maintaining development activities. It is expected that it will also be of value to Third World countries whose development programs, though somewhat different from those in Canada, have much in common in terms of principles, methods and practices.

The particular government departments in Canada would include DREE, Urban Affairs, Secretary of State, CMHC, Indian Affairs and Northern Development, and a variety of provincial government departments whose responsibility includes development activities. A particular interest has already been indicated on the part of the Executive of the Community Development Society of the United States which is a professional organization of development workers, largely centred in the United States. In addition to this organization which has expressed an interest in obtaining copies of the Report, the Society for International Development would also be able to make use of the Report. Then, there are a number of United Nations agencies who would find the material relevant. It is therefore hoped that arrangements can be made for the publication of the Report in some economical form,

initially in French and in English, and that information as to its existence be made known through appropriate channels.

2.   Very early in the collection of data, it was ascertained that many more projects could have been included. In the process of gathering data, researchers became acquainted with a number of other development activities not previously known to them. This made it clear that there were more activities of a developmental nature in Canada than the original research team had anticipated - and the number seems to be growing. Therefore, it would seem opportune to continue this study on a regular basis for its value to the present sponsoring agencies, to the teaching institutions as well as to other interested parties. Another thing which emerged is that certain parts of the country seemed to be developing certain approaches to development which were characteristic of the needs in that area, or characteristic of the development agency strategies employed. For example, the particular quality and nature of development activities in Quebec seemed to be quite distinct from any others in Canada; similarly projects in Newfoundland and in some of the other Atlantic provinces, seemed to be of a different nature than those in central Canada and western Canada. These differences could only be recognized and defined if more data on more development projects were collected and compared. It would, therefore, seem appropriate that some such agencies as DREE or Secretary of State or a combination of such government departments continue on a regular basis to conduct or to sponsor periodic documentations.

3.   This study was deliberately confined to development projects in Canada on the theory that the principles, strategies and practices, if not the actual focus of the project itself, could be "exported" to other

countries around the world, particularly the Third World countries. Not only is there some value in this supposition, it would also seem that a similar documentation and analysis of development programs could be undertaken on an international scope, focusing, for example, on those development projects sponsored by CIDA. The design of the documentation could be modified slightly but many of the same questions as outlined in the original questionnaires would be put to determine the kinds of development activities being undertaken internationally. Similarly, such documentation and analysis could be conducted with U.N. development projects.

4.   As the project continued over a two-year period, it became very apparent that there was a distressing lack of communication amongst government development agencies, international development agencies, academics, field workers, co-operatives, private agencies, industry, etc. It was discovered, for example, that excellent reports and research materials, as well as highly qualified resource people, existed in government departments such as DREE and Secretary of State, virtually unknown to their academic colleagues and to field workers, both of whom could make immediate use not only of the materials prepared but of the experience represented by those individuals. Similarly, CIDA and IDRC have files of materials, documents, libraries and a wealth of experience which could be more directly utilized in teaching programs in Canada, let alone in other parts of the world. In fact, so much good material and general expertise was discovered that we should like to recommend the formation of some instrument or device which would facilitate not only the exchange of information, reports, studies, etc. but also the exchange of ideas and experience. This is customarily done through the creation of an organization or an association

of people sharing similar interests. It should be noted here that this has been discussed for some years in Canada and the time may now be ripe for action to be taken. Regional informational associations already exist in western Canada and in the Atlantic provinces. In the United States, there is the Community Development Society, and of course there is the Society for International Development. In Canada, however, we have no similar organization which could bring together on a regular basis the large number of people engaged in various aspects of development work. It is therefore recommended that an invitational organizing conference be held at the earliest possible moment to consider how such exchanges of knowledge, resources and ideas can be facilitated.

5.   Part of the Report just presented dealt with development education and training, and, as has already been indicated in that section, there seems to have been little opportunity for the various organizations engaged in training to share their experiences, their materials, their staff or their students. The field of development training is growing in Canada and elsewhere and it would be highly advisable at this stage for these various institutions to come together to learn from each others successes and mistakes. In such a field as development studies, there is a great need for applied knowledge and full use could be made of the expertise which resides in field workers, government departments, policy makers, planners, consultants, etc.

It was found that some excellent material is being presented in some of the educational institutions studied but unfortunately this material is known only to that institution though it could be immediately used in other

parts of Canada. It would be unfortunate if the inevitable expansion of development education took place in Canada without the sharing of experiences to improve the quality of what is being offered generally and to save time, money and energy.

6.   Though this study was not an attempt to evaluate development projects, some assessment is implicit. The question of evaluation looms large in development and has seldom been satisfactorily studied or adequately answered. For one thing, there is often little agreement as to what is being evaluated: concrete results or intangible results; productivity or "quality of life"; gross national product or increased social interaction. Before any evaluation can be attempted there needs to be agreement as to the goal of a development project, a definition of what "development" consists; material progress, social benefit, individual and collective fulfilment, higher standard of living, greater citizen involvement, etc. It is certainly simpler to measure increases in crop yield, fuller employment, increased housing units, better roads and sewage, and undoubtedly these are valid measures of development but, as pointed out in the original submission which initiated this study, other factors need to be considered and these tend to focus around the area of human cost, social impact, cultural dislocation, etc. Evaluation can only be undertaken in terms of the objectives of development projects and therefore the objectives of development programs have to be clearly identified and understood. This could form the theme of a national or international seminar.

7.   Some of the discussion and analysis presented in this Report has attempted to define the processes and strategies of development in

the context of social change as a distinct phenomenon, somewhat different

from the actual content of development. In other words, development has

traditionally been defined as something which takes place in agriculture

or housing or health or education or industry, but in our somewhat ex-

clusive focus on the subject matter of development, we have neglected

to appreciate the dynamics or the processes of development which can be

considered quite separately from the content. In other words, to draw a

rough parallel with the field of painting, both the form and the content

of development have to be considered together. By form is meant the total

context, the style, the pace, the strategy, the cultural orientation of

development, distinct from but obviously not unrelated to the object of

the development program, that is, health education, agriculture, industry,

etc. As was stated in the original proposal, very few development pro-

jects internationally or in Canada have failed through lack of funds or

expertise - these have often been provided in abundance. Where they have

failed, as far as we can determine, is the way in which they were admini-

stered and related to the particular interests, peculiarities and needs

of the society for whom the benefits were intended. Therefore, our

studies have underlined even more sharply the need for development workers

and development agencies to consider not only what has to be done but how

it can be done. Indians on most reserves in Canada need better housing

but the long term solution to the problem is not simply building more

houses or providing money for the construction of more dwellings.

Therefore, it is further recommended that this subject receive far

greater attention in development projects in Canada and abroad, and be

made the subject of further study.

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Documentation and Analysis of Development Programs in Canada

Purposes

1. To identify and describe selected development projects which
might be of interest to development workers in less developed countries.

2. To identify and describe training programs for development
workers.

3. To identify some underlying principles, concepts, and methods
of the development processes with particular attention to the ways by
which human - cultural development is linked to economic-physical devel-
opment.

4. To document our own research procedures and processes and to
prepare a glossary and definitions pertaining to development activities.

5. To document for IDRC and other development agencies the implica-
tions of this study for development projects.

Background and Rationale

Many of the social, political, economic and cultural changes which
are occurring throughout the world are the result of advances in science
and technology, which, in turn, are reflected in industry, agriculture,
transportation and communications. These changes affect employment,
population distribution, health, housing, family patterns, religion, custom
and tradition; in fact, change introduced into any portion of society has
repercussions throughout the system.

Too often these changes are desperate, defensive reactions to the
innovations, which, though good in themselves, have nevertheless been
imposed with little thought for cost or consequence in human terms. The
result has been large scale social dislocation and maladjustment manifested
as alienation, apathy, despair, and violence. This is a phenomenon which is
taking place in developed countries as well as in less developed countries,
and the strategies being developed to cope with such changes have important
implications for human survival, both physical and psychic.

Now, in the so-called second decade of development, we are keenly
aware of the dehumanizing effects of earlier development activities based

solely on economic or political considerations. People in the business
of development are talking and planning more in terms of total development
to ensure that as many factors as possible are included in the development
process. In fact, the Seventies may well be identified as that decade
which added human, social, cultural and educational concerns to the phy-
sical and economic concerns which previously dominated development proj-
ects. This trend towards total comprehensive development is evident in
the remarks of Dr. D. Hopper, The President of IDRC, Mr. Gerin Lajoie,
the President of CIDA, in development journals and in the pronouncements
of United Nations agencies.

The purpose of this study is to document development activities in
Canada with special attention to those projects which include attempts
to rationalize and humanize change, and which involve the people for whom
they are intended in their design and implementation. Canada has a
history of planned development and because of this country's relatively
developed nature, we find ourselves confronted with problems and oppor-
tunities which will shortly become the concern of many developing countries.
There are a number of attempts to humanize the development process which
it would be instructive to study and assess. For example, the Department
of Regional and Economic Expansion has initiated programs of social
adjustment; the Alberta government created the Human Resources Development
Authority; the Indians of the Northwest Territories and the Yukon are
engaged in helping their people cope with drastic changes in traditional
patterns of life and livelihood; the Department of Communications is seeking
ways to make the use of its communications satellite more socially produc-
tive; Manpower has instituted a wide variety of training and re-training
programs; The Secretary of State is concerned with citizen involvement
in decision-making and with the role of minorities; the Canadian Radio and
Television Commission is developing community use of cable television; all
provincial governments are concerned with the maintenance of rural popula-
tions and with improving the quality of life in smaller settlements.

Though all such enterprises will be studies in the Canadian context,
and though the specifics of the Canadian scene will differ somewhat from
the situations in the Third World, we are less concerned here with these
specifics than we are with the overall development strategies, principles,

and methods which are directly transferable. In other words, we are concer-
ned with the process of development rather than with the program itself.
Processes, strategies, principles and concepts can be generalized and
transfered to a variety of development programs in the less developed
countries, whereas the specific focus of the program may not have such
universal relevance.

Very few development projects, either in Canada or abroad, have
failed through lack of resources, expertise, or equipment. Rather,
they have failed through the use of inappropriate methods, through lack
of clarity in purpose, through an inability to win the respect and
support of the people and generally, through violating certain principles
which are essential if development is to have any meaning for the
people for whom it is intended. Therefore we shall proceed by describing
relevant projects in detail and from this material we shall distill
those concepts, methods, strategies and principles which the more success-
ful projects have in common. Such principles and practices can be
found in any project whether the specific program focus is on health,
agriculture, industry, engineering, communications or transportation.

Because of the relevance of this study to similar studies which might
be undertaken in other parts of the world, we shall record our own research
procedures. As well, we shall produce a glossary and a series of defini-
tions which should be helpful to any group attempting to understand
development activities.

Three additional benefits will be produced by this study. First, as
a result of the individual and organizational contacts made by the
researchers, a data bank of human resources will be compiled. This would
be of interest to all those international agencies in Canada which are
called upon to provide development assistance.

Second, since over one hundred individuals and organizations will be
contacted in connection with this study, there will be created an aware-
ness of their potential to assist in international development activities.
This interest will be cultivated at the operational level through relating
such individuals and organizations engaged in development activities in
Canada to development possibilities elsewhere.

Third, when the study is concluded, it will become clear to the researchers where more needs to be learned about development. Undoubtedly there are gaps in our knowledge about development in Canada which may be similar to gaps in our knowledge about development in other countries. Some things we have done well in Canada, some things we have done poorly, and some things we have not done at all. Once we have gathered the necessary data, we will be able to determine where the strengths and weaknesses lie. Further, we shall be able to look at those which are culturally determined, those which are exportable, and those which are appropriate to international development.

Finally, in addition to documenting relevant development projects in Canada, we propose to look closely at training programs which are designed to educate development workers in the skills, principles, practices, methods and concepts of development. There are not a large number of such agencies in Canada but by looking at them all and comparing methods, curricula, student body, etc., we shall be able to determine what kind of ideas are being perpetuated, what kind of research is being undertaken, what kind of attitudes are being cultivated, and what kind of knowledge is being disseminated.

1. Development Programs

There is a wide range of development activity in Canada described by such terms as 'social development', 'community development', 'economic expansion', 'neighborhood development', 'development assistance', 'social animation', 'social adjustment'. They serve different purposes and employ a variety of strategies and methods. Some programs have been in existance for several decades and some are of more recent origin, but all have in common the aim of facilitating development within a certain community or region.

In selecting projects for study, the following criteria will be observed:

1. The projects should be aimed at assisting in the maintenance and development of survival assistance, whether economic and physical, social, political, cultural, or spiritual.

2. They should be concerned with a significant number of people.

3. They should rely upon labour-intensive programs rather than on capital-intensive programs.

4. They should indicate a systematic approach based on a sound conceptual framework.

5. They should involve people and encourage participation in planning, decision-making and implementation.

6. They should be balanced in terms of sponsorship; that is, there should be examples from all levels of governments, special groups, private educational institutions, industry, etc.

7. There should be some evidence of multiple emphasis on social, political, economic, and cultural (educational) dimensions.

8. There should be evidence of transferability to other settings and cultures, especially with respect to methods and processes as distinct from materials and resources.

9. The extent of technical expertise required will be indicated.

10. There should be clear evidence of the development process involving learning as a part of the development goal.

11. The selection of projects should include examples of both central and decentralized planning and implementation.

12. Action or applied programs will be studied rather than theoretical models.

Once the criteria are met, the data will be collected according to the guidelines which are presented as an interview schedule. (See Attachment One.)

11. <u>Educational Programs</u>

Paralleling the growth of development programs in Canada
are the various training programs which have been designed to
prepare people for more effective work in development. These
range from short, in-service training programs, such as those conducted
by Indian Affairs, provincial Departments of Agriculture, Depart-
ments of Youth, Departments of Health, etc., to regular workshops
and seminars conducted by universities, to special training programs
for the Company of Young Canadians, CUSO volunteers, CIDA appointees,
to longer and more formal training programs at universities such as
those provided by the Schools of Social Welfare, Departments of
International Affairs, the Masters Programs In Community Development
and Continuing Education, the Coady International Institute, etc.
The objective of this part of the survey would be to examine these
training activities and to attempt some assessment of them in terms
of their effectiveness In preparing people for development work.

The following criteria would be applied in selecting educational
programs for further study:

1. Examples must include long-term credit programs in develop-
ment and should include activities of Schools of Social Work and
Departments of Adult Education. These will be found at post-secondary
educational institutions.

2. Examples should include short-term, non-credit courses such
as those offered by Extension Departments, government departments,
community colleges, etc.

3. There must be some evidence that the educational program
Is systematic and related to some body of development theory.

4. Examples should include a variety of sponsorship, that is,
government, private, educational institution.

5. Training programs should be those which are available to
people from less developed countries.

Once the criteria are met, data will be collected according to
guidelines which have been prepared as an interview schedule. (See
Attachment Two.)

Procedure

For the purposes of data collection it is proposed that Canada be divided into five regions: (1) the Atlantic Provinces, (2) Quebec, (3) Ontario, (4) Manitoba and Saskatchewan, (5) Alberta, British Columbia, Yukon and the Northwest Territories. In each region one person will be made responsible for gathering data on all projects and activities relevant to this study. He will be provided with a suitable budget which he will spend in accordance with the guidelines provided and under the supervision of the Project Co-ordinator who will be responsible for compiling the final report.

Each individual researcher will contact those individuals or projects upon which he wants to report. He will be expected to apply the criteria carefully and to follow the guidelines in the Interview Schedules.

Each researcher will keep the other researchers and the Co-ordinator advised of his activities and will, in particular, indicate what kinds of development activities he is studying. This will avoid unnecessary duplication.

A final report will be prepared after the research group has met to assess the data, compare notes, and to extract from the material collected the principles, methods and concepts which have emerged as being most pertinent to successful development activities. This meeting will also prepare the glossary and the definitions relevant to development activities.

The final report will be in two major sections: (A) a presentation of the principles, practices, definitions, concepts, procedures, processes, detected in studying the various projects; (B) detailed reports in the form of case studies on each project so that the reader of the report could obtain detailed information and verify for himself the conclusions in section (A).

Schedule

Once the approval is obtained from IDRC, it is estimated that

the study will take from five to six months, beginning preferably
in September 1973.

Staffing

The following people have agreed to serve as Regional Researchers:

Dr. Gordon Inglis, Director
Centre for the Development of Community Initiatives
Memorial University of Newfoundland
St. John's Newfoundland   - Atlantic Region

Dr. Jim Draper
Ontario Institute for Studies in Education
Toronto, Ontario   - Ontario Region

Mr. Jacques Gagne
Vanier Institute of the Family
Ottawa, Ontario   - Quebec

Mr. Don Castleden
Brandon University
Brandon, Manitoba   - Manitoba and Saskatchewan

Prof. H. W. Roberts
Dept. of Extension
University of Alberta
Edmonton, Alberta   - Alberta, British Columbia,
     Yukon and N.W. Territories

Mr. Eyford will serve as Project Co-ordinator

In some cases the Regional Researchers will enlist the assistance
of graduate students and colleagues in the collection of the data.

Administration

At its planning meeting in June, the Research Group expressed
a preferance to be constituted a Task Force or Work Group directly
responsible to IDRC.

                                        Glen Eyford

July 25, 1973

Interview Schedule

1. Origin of Program or Agency

   a. When did the agency or program come into being?
   b. What needs was it designated to serve?
   c. Who defined and articulated these needs?
   d. Where did the impetus come from for organizing the
      agency or program?
   e. Who planned and organized it?

2. Objectives

   a. What were the initial stated objectives? Where and how
      are these articulated?
   b. Of these which was/were the most important?
   c. How, if at all, have these changed since inception?
   d. Which is/are now the most important?
   e. From where did the impetus for change come?
   f. To what extent are the objectives generally acceptable to,
      or compatible with, other aims of:
                        1. the community at large
                        2. the government
                        3. other agencies:
   g. How widely shared within the organization are the objec-
      tives?
      Do various segments of the agency hold different views
      on objectives?
   h. How would you categorize or classify the objectives of your
      program? (e.g., self-help, community action, resource devel-
      opment, etc.)

3. Methods

   a. What methods do you use to accomplish your objectives?
   b. Have there been changes in methods employed since inception?
      If so, why were these changes made?
   c. From where did the impetus for change come?

4. Organization and Administration

   a. How is the program or agency structured organizationally?
   b. What qualifications, experience or personality criteria do
      you use in selection of staff:

                        1. administrators
                        2. community development workers
   c. In what ways are staff introduced to the philosophy or
      concepts of the program?
   d. Is there any in-field or other on-going training program for
      staff? If so, what form does this take?

5. Community Involvement and Participation

a. In what ways is your program communicated to:
1. clients or potential clients
2. the general public
b. To what extent and how do client groups participate in the decision-making process within the agency or program?

6. Funding

a. Break-down by sources
b. Break-down by allocation

7. Provision for On-Going Assessment, Evaluation and Feedback

a. To what extent do you think your program is achieving its stated objectives?
b. Is there a formal process of evaluation? If so, what persons are involved, what form of organization does it take and what are the channels through which information flows?
c. What are the standards by which you measure success or failure?
d. Do you receive any other feedback from:
1. other staff members?
2. private individuals?
3. other agencies?

8. Current Status of Program

a. At which stage are you in program development/implementation or planning at this point in time?
b. Do you find it necessary to defend or justify your program? To whom, and how is this accomplished?
c. What status or priority does your sponsor(s) attach to the program at present?

9. Observable Results

a. What have been the achievements of the program to date?
b. Are there any noticeable unanticipated consequences - either negative or positive?
c. What changes have occurred in other sectors which might be related to the operation of your program?
d. What lessons have you learned which you feel might be of benefit to:
1. other local agencies?
2. other provinces?
3. other countries?
e. What elements within your program do you consider of relevance to your situation only?

10. Difficulties, Problems and Crises

    a. What is the nature of some obstacles which you have faced
       or overcome?
                      1. political
                      2. administrative
                      3. program planning/field operations
                      4. client originated - cultural, social.
    b. What problems remain for you to overcome and how do you
       expect to accomplish this? Do you feel other agencies
       should be involved with you in this respect?
    c. Do you expect your program to come to an end or your agency
       to cease to be involved at some predictable point? If so,
       do you expect the program or its effects to continue? How?
       What provisions have been made to ensure this?

Attachment Two

Interview Schedule

Guidelines and questionnaire for identifying training programs for development workers in Canada.

Institutional Information:

1. Name of the organization or institution:

2. Address:

3. Director or co-ordinator or the training program:

Program: (Certificate or Degree Program)

4. Describe in detail the training program offered for development workers:

(a) Courses Offered   Length of Each Course   Number of
                           Give Dates Where Possible   Credits

1.

2.

3.

4.

(b) What prerequisites if any are required?

(c) What is the certification if any of the student?

Title of Certification

Non-credit Program   _____

Certificate Program   _____

Diploma Program   _____

Undergraduate Degree   _____

Graduate Degree   _____

(d)   What is the duration of the training program?

(e)   Where is the training conducted?

        Address: _____

                   _____

(f)   How many students do you have enrolled?

        Full-time Students _____

        Part-time Students _____

(g)   What is the cost per student?

        Tuition _____

        Room and Board _____

(h)   What is the financial support offered?

        _____

        _____

(i)   Who provides financial support and to what extent?

        _____

        _____

Program: (Non-credit or Continuing Education)

5.   Describe in detail the training programs offered for development
     workers:

   (a)

Courses Offered	Length of Each Course Give Dates Where Possible	No. of Students	Tuition	Room & Board
1.				
2.				
3.				
4.				

(b) Where is the training conducted?

Address: _____

_____

(c) What is the financial support offered?

Training Needs:

6. Who is the training program designed for?

7. What specific training needs have you identified?

8. (a) What is the primary interest on the part of the student?
What do the students want from the program?

(b) What experience have the students had as development workers?
What organizations or groups have the students been involved in?

(c) What formal education and/or previous training have the students had?

(d) What do the students hope to do once they have completed their
course of study?

Training Methods

9. Describe in detail the teaching methods used for the various types
of courses offered in the program. Indicate by example the extent
to which the following are used:

Lectures
Seminars
Laboratories and workshops
Field placement
Internships
Correspondence
Other

Evaluation of Students

10. Indicate the extent to which the following are used in evaluating
     students: written and oral examinations; field reports; project
     reports; book reports; papers; thesis; peer group rating; evalua-
     tion by supervisors; self-rating; no evaluation; other. Indicate
     by example where significant differences occur in various courses:

	Course Offered	Training Method	Evaluation of Student
1.			
2.			
3.			
4.			
5.			

Training Resources

11. (a) Do you operate a residential training centre?

     (b) Number of students that can be accommodated in the residential
         training centre?

     (c) Do you offer residence accommodation other than above?

     (d) Number of students that can be accommodated in the residence?

12. Indicate the areas in which library holdings, including books,
     periodicals, films and tapes are directly related to development:

Special Library Holdings	Number of Volumes

13. Indicate additional resource materials, equipment and libraries
     students have access to and use.

14. List the staff involved in the program, their special interests and experience:

Staff	Area of Interest	Experience, Include Length and Where Obtained

Adaptability of Program

15. Does the program focus on any areas or aspects of development in the less developed countries? Describe in detail.

16. What special experience have staff had that is relevant to development in the less developed countries? Describe in detail.

Research

17. Describe current research being undertaken on development and development training.

18. Describe research and evaluation, if any, of the training program reported in this questionnaire.

BUDGET

Travel and accommodation for initial planning meeting		$1,500.00

Travel	600.00
Meals and accommodation	600.00
Honoraria	1,500.00
Materials	100.00
Telephone and postage	50.00
Secretarial assistance	200.00
	3,050.00

The estimated total cost for all five regions would be $3,050 x 5 which equals $15,250.00

The expenses of the Co-ordinator's office would be as follows:

Travel	700.00
Accommodation and meals	600.00
Honoraria	1,300.00
Secretarial assistance	500.00
Materials	100.00
Telephone and postage	150.00
	3,850.00

Final meeting of research group (3 days)	
Travel and accommodation	1,800.00

An additional $1,000 should be added for contingencies.

Translations

To cover the costs of translations from English to French and French to English, where necessary, in the process of gathering data, an amount of $500.00 is estimated.

Budget Summary

Planning Group meeting	1,500.00
All regions	15,250.00
Co-ordinator	3,850.00
Final meeting of research group	1,800.00
Contingencies	1,000.00
Translations	500.00
	$23,900.00

APPENDIX II

COMMUNITY DEVELOPMENT:

Some Definitions, Descriptions,

and Principles

Batten, T.R. <u>Communities and Their Development.</u> London:
    Oxford University Press, 1957.

(p. 2) "The field of community development (includes) any
action taken by any agency and primarily designed to
benefit the community".

(p. 64) "The goal is not so much to accomplish or realize
communal projects which will improve the living conditions
of the people, but to help them to learn a way of living
and working together which they may apply at any time to
any problems which affect their communal life".

Biddle, W.W. and L.J. Biddle. <u>The Community Development Process</u>. Toronto: Holt, Rinehart and Winston, 1965.

(p. 28) "Community development is a social process by which human beings become more competent to live with and gain some control over local aspects of a frustrating and changing world".

Botting, J. "Ideal Type Community Development", <u>Community Development Journal</u>, No. 8, Oct. 1967.

(p. 43) "A subtle process of disintegration whereby a formerly cohesive and contented community gradually dissolves into a series of sub-groups and factions pursuing goals which lead to perpetual conflict and the squandering of resources which might otherwise have contributed to the economic development of the nation".

Bregha, F.J. "Community Development in Canada: Problems
and Strategies". The Community Development Journal,
Vol. 5, No. 1, 1970.

(p. 5) "This is what distinguishes community development
strategies from more service-oriented strategies. For
community development the provision for and the delivery of
services is only one and perhaps the least important aspect.
Its main thrust and principal raison d'etre as a method of
intervention is to form the causes and conditions shaping
the quality of life in a society so that as few people as
possible in it would depend on any kind of service".

Community Development in Alberta.   Special Planning Secretariat,
      Privy Council Office, Ottawa, Canada, 1965.

(p. 2)   "Community development is an educational-motivational
process designed to create conditions favourable to economic
and social change, if possible on the initiative of the
community, but if this initiative is not forthcoming
spontaneously, then techniques for arousing and stimulating
in order to secure the fullest participation of the community
must be utilized".

Colonial Office. Community Development: A Handbook. London:
    Her Majesty's Stationery Office, 1958. Reprinted 1966.

(pp. 2-3) "In 1948, the Cambridge Summer Conference on
African Administration recommended that the term 'community
development' should be adopted and defined it as:

> 'a movement designed to promote better living
> for the whole community with the active
> participation, and if possible on the initiative
> of the community, but is this initiative is not
> forthcoming spontaneously, byt the use of techniques
> for arousing and stimulating it in order to secure
> its active and enthusiastic response to the move-
> ment. (Community development) embraces all forms of
> betterment. It includes the whole rage of develop-
> ment activities in the district whether these are
> undertaken by government o· unofficial bodies; in
> the field of agriculture by securing the adoption of
> better methods of farming and better care of live-
> stock; in the field of health by promoting better
> sanitation and water supplies, proper measures of
> hygiene, infant and maternity welfare; in the field
> of education by spreading literacy and adult
> education as well as by the extension and improve-
> ment of schools for children. (Community develop-
> ment) must make use of the cooperative movement
> and must be put into effect in the closest
> association with local government bodies'.

In 1954, the Ashridge Conference on Social Development
endorsed the Cambridge definition but preferred a shorter
version which had just been endorsed by a conference in
Malaya:

> 'community development is a movement designed to
> promote better living for the whole community
> with the active participation and on the initiative
> of the community'.

The Conference also emphasized its relevance to urban
conditions".

"While the ends ·of community development may be analysed
as political, economic, and social, its means cannot be so
conveniently summarised. But an essential characteristic
is that they are not imposed from the outside. Instead of
an outside agency presenting the community with ready-made
solutions, the community is encouraged to look at its own
problems and to find solutions to them. At the same time,
to avoid too sharp a break with tradition the community is

encouraged to set about solving local problems using its own resources and local organisation, although outside help may be provided in the way of expert advice, materials and finance" (pp. 5-6).

"Community development embraces all aspects of Government activity in the field, the improvement of agriculture, the combating of soil erosion, the development of water supplies, the promotion of cooperation and better marketing, livestock and forestry development, education, health, clubs and community activities.... It is in fact no more than a modern conception of administration" (Governor of Uganda's despatch No. 490/52 of 22nd July, 1952).

"Inseparable from the concept of social development is the encouragement of personal initiative and self-help, which are in turn stimulated and guided by loyalty to the community of which the individual forms part, or which he can help to build up. It is here that community development, as an agent of social development, comes into its own" (Report of the Ashridge Conference on Social Development, 1954).

"Broadly we might define the term as encouraging a community to undertake on its own initiative the various steps necessary to enrich the life of the community both materially and spiritually... We may therefore say that the ideas essential to community development are community initiative, community effort, and co-operation. If those ideals inspire and under-lie a particular task of development, it becomes 'community development'. Community development, therefore, is like the study of history or the classics, a 'discipline'. The student does not read Latin in order to acquire a detailed knowledge of Caesar's Gallic wars or the crimes of Catiline. The value of the classics lies in teaching its students a speical approach in dealing with any problems.
Community development cannot be satisfactorily defined in terms of its content; it is a question of manner rather than of matter. What counts is the way of tackling the job rather than the job itself. The building of a road, a hospital or a school may or may not be 'community development'. That is a question which can only be answered when we know how the job was done. The words of a song are true here: "It ain't what you do; it's the way that you do it'".("Advance in Africa", by I.C. Jackson, 1965.)

"Community development is primarily concerned with the
strengthening of the community togetherness, its organic
coherence, its capacity for spontaneous self-help and
regulation and its willingness to participate actively and
intelligently in betterment plans that may transcend the
local group in scope. People doing things for themselves at
the level of the village groups is then the aim. Once this
focus is lost the emphasis shifts from getting people working
together to getting concrete things done and the movement
begins to assume more and more the character of administration
from above" (James McAuley, in a review of "Approaches to
Community Development", S.P.C. Bulletin, July, 1964).

"Community development can be tentatively defined as a process
designed to create conditions of economic and social progress
for the whole community with its active participation and the
fullest possible reliance upon the community's initiative.
'Community development' implies the integration of two sets
of forces making for human welfare, neither of which can do
the job alone: (i) the opportunity and capacity for cooperation,
self-help, ability to assimilate and adopt new ways of living
that is at least latent in every human group; and (ii) the
fund of techniques and tools in every social and economic
field, drawn from world-wide experience and now in use or
available to national governments and agencies"("Social Progress
through Community Development", United Nations, 1956, p. 6).

"Community Development... is in no way a new idea. Local
groups for long have been organizing action for their own
improvement in many parts of the world. Indeed in many places
it is out of such local activities that a national state
finally has taken shape... Community development has ceased
now to be regarded as only a trivial programme of minor
improvements. The people who practice it are beginning to
discover in it a power to effect a total transformation of
their lives by gradual strengthening of their own capacity to
grow... Community development can be now recognised as a
balanced programme for stimulating the local potential for
growth in every direction. Its promise is of reciprocal
advance in both wealth and welfare, not on the basis of
outside charity but by building on the latent vitality of the
beneficiaries themselves with the minimum of outside aid"
(The Secretary General of the United Nations to the Trustee-
ship Council, 19th June, 1956).

"The term community development has come into international
usage to denote the processes by which the efforts of the
people themselves are united with those of governmental
authorities to improve the economic and social and cultural

conditions of communities to integrate these communities into the life of the nation and to enable them to contribute fully to national progress.

This complex of processes is then made up of essential elements: the participation by the people themselves in efforts to improve their level of living with as much reliance as possible on their own initiative; and the provision of technical and other services in ways which encourage this initiative, self-help and mutual help and make these more effective; it is expressed in programmes designed to achieve a wide variety of specific improvements.

These programmes are usually concerned with local communities because of the fact that the people living together in a locality have many and varied interests in common. Some of these interests are expressed in functional groups organised to further a more limited range of interests not primarily determined by locality" (20th Report to ECOSOC of the UN Administrative Committe on Co-ordination, 1956).

"The two major processes by which the efforts of the people to improve their conditions are stimulated and assisted are education (formal and informal) and the promotion of effective organisations of the people. The two essential aspects are the participation of the people themselves and provision of technical and other services for which in general Governments must be responsible" (Report of the United Nations Mission to Survey Community Development in Africa, 1965).

"I think that there is not the slightest shadow of doubt that community development pays off and pays off in a big way. It pays off in economic development... Community development pays off in social development a measure of reward which it is a little difficult to pinpoint but is nevertheless of major importance... Community development also pays off in providing the basic component for self-government" (From "Community" by William F. Russell, Deputy Director for Technical Services, United States International Co-operation Administration. Reprinted in the Jamaica Welfare Reported from Kurukshetra, 1956).

"Community Development is the term used to describe the technique many governments have adopted to reach their village people and to make more effective use of local initiative and energy for increased production and better living standards. Community development is a process of social action in which the people of a community organize themselves for planning and action; define their common and individual needs and problems, make group and inidividual plans to meet their needs and solve their problems; execute these plans with a maximum of reliance

upon community resources; and supplement these resources when
necessary with services and material from governmental and
non-governmental agencies outside the community. Governments
have learned that when local people have a chance to decide
how they can better their own local conditions, better sanitation,
greater literacy, and other desirable improvements are more
easily introduced and have a more lasting effect.
More specifically, community development is a technical
assistance at the village level in how people work together
for a better living. Its objectives are to help people find
methods to organize self-help programs and to furnish the
techniques for co-operative action on plans which the local
people develop to improve their own circumstances. It can
result in greater literacy, improved health, more productive
agriculture. Its immediate concern is not only those results
but what happens in the process of achieving them. The heart
of community development is village organization, and all of
the techniques in how people arebrought together; how they are
democratically organized; how to get the individual villager
to take part; how to get discussion and thinking started; how
people arrive at the things they think they need; how they
judge the priority of the things they want; how committees
operate; how people are brought around to the decision that
they can do something for themselves; how they proceed to
get from a higher level of government the help they need. It
helps to bring a while range of knowledge to bear on the pro-
grams which the people themselves feel are necessary to their
economic and social progress. Community development fosters
a unified approach to the problems of the villagers. It
capitalizes on and puts to work manpower, the greatest resource
of underdeveloped countries. It produces its own end results
in the form of experience and skill in democratic procedures.
I.C.A. considers that community development is a direct way
of bringing about self-help in the local population, an efficient
way of multiplying the effects of U.S. technical assistance,
a constructive way of developing an enduring base for a sound
national economy, a successful way of giving the people a
greater stake in their own development, and a sound way of
meeting the increasing demand for a better life" (Community
Development Review, International Co-operation Administration,
Washington, C.D., December 1956).

"Opening the 1951 Cambridge Conference on African Administration,
the Rt. Hon. James Griffiths said that local government and
community development were really two aspects of the same
subject.

> 'Local government' he said 'is the building up
> of institutions through which people can manage
> their own affairs and provide the services they
> need. Community development is the betterment
> of local conditions through community effort.
> The two tasks are interrelated. Local government
> and community development must go forward hand in
> hand" (p. 4).

Compton, F.H. <u>Social Policies for Canada</u>. Part I. Ottawa:
    Canadian Welfare Council.

"A process aimed at promoting citizen participation in social
affairs, developing people's awareness of problems, enabling
them to define their needs in relation to the total environ-
ment, making possible that enlightened choice among various
options and channelling their results into effective action
for social change."

Davis, A.K. "Rejoinders". Human Organization, Vol. 27,
     No. 1, Spring 1968.

"The movement of a population toward higher material levels
of living and toward the institutional patters associated
with urban-industrial society, whether of the capitalist
or the communist variation" (p. 89).

Di Franco, J. A Collection of Principles and Guides. Ithaca, New York: New York State College of Agriculture at Cornell University, Comparative Extension Publication, No. 4.

Principles of Community Development:

Community Development should:

1. be based on conditions that exist (local, regional and national);
2. involve people in actions that promote their welfare;
3. develop programs gradually;
4. aim basically at people's interests and needs;
5. use democratic models;
6. keep programs flexible;
7. work through understanding of the culture;
8. use local leaders;
9. use existing agencies;
10. utilize trained specialists;
11. work with all members of the family;
12. make programs as broad as needs of rural people;
13. evaluate continuously;
14. work with all classes of the society;
15. keep in line with national policies;
16. use the community approach;
17. help people recognize their needs;
18. aim at economic independence or equity;
19. extension should be associated with research and teaching;
20. extension work should be based upon clearly stated and understood objectives.

Dunham, A. The New Community Organization. New York:
    Thomas Y. Crowell Co., 1970.

(p. 140) "Community development is regarded as organized
efforts of people to improve the conditions of community
life and the capacity of the people for participation, self-
direction, and integrated effort in community affairs".

(p. 171-172) "Community development rests upon certain
assumptions:

1. The work and dignity of the individual are the basic
   values in a democratic society.
2. Everyone has something to contribute to the life of the
   community.
3. People have the ability to learn and grow.
4. Community change can be promoted by conscious cooperative
   thought, planning and action.
5. Community development provides an opportunity and a means
   by which the worth of an individual can be revealed, his
   contribution can be made, and learning can take place.

The goal of community development is, essentially, to make
it possible for everyone to have at least the minimum
essentials of 'the good life' in a community where people
possess qualities of participation, self-direction, and
cooperation".

(p. 172-174) "Community development has the following
general characteristics:

1. Community development is concerned with all the people
   of the community rather than any one group or segment of
   the population. However, all the people do not necessarily
   participate in community projects.
2. Community development is concerned with the total community
   life and the total needs of the community instead of any
   one specialized aspect, such as agriculture, business,
   health, or education.
3. Community development is always concerned with bringing
   about social change in the community.
4. Community development is concerned with problem-solving.
5. Community development is based upon the philosophy of
   self-help and participation by as many members of the
   community as possible.
6. Community development usually involves technical assistance -
   in such forms as personnel, equipment, supplies, money, or
   consultation - from governmental or intergovernmental
   sources or from voluntary organizations, both domestic
   and foreign.
7. Community development is essentially interdisciplinary.
   It implies an integrated attempt to make available for
   the service of the community various specialties, such as

the social sciences, agriculture, education, public administration, public health, adult education, city and town planning, and social work.

8. Community development is concerned with both task goals and process goals; that is, it is concerned with achieving certain concrete objectives and with strengthening the qualities of participation, self-direction, and cooperation.

9. Community development involves an educational process. It is always concerned with people. If the sole or basic goal of a project is a new road, a school building, better houses, the use of fertilizer, or the like, it is a project in community improvement, and the project is properly the primary responsibility of the departments concerned with public works, education, housing, agriculture, etc. If the ultimate goal is not merely the concrete project but what happens to people while working toward their goal and as a result of its achievement, then the project is concerned with community development.

10. Community development continues over a substantial period of time. It is not an ad hoc or 'crash' program - indeed, it is a process rather than a program.

11. So far as possible, a community development program should be based on the 'felt needs' and desires and aspirations of the people of the community. In the philosophy of community development, it is considered desirable that community action be based primarily on the unforced consensus of the community, or the participants, rather than on the promotion of a predetermined program by a group or organization either inside or outside the community.

12. Community development is basically democratic in its philosophy. Logically, it is tied up with such ideas as ultimate control by the people, a substantial degree of freedom by individuals and groups, a considerable amount of governmental decentralization, and widespread citizen participation.

13. Community development emphasizes the desirability of decisions on the basis of consensus or general agreement rather than on the basis of sharp cleavages or close votes that would tend to divide the community. In this respect, community development differs from 'social action' and ordinary political action, where conflict of ideological and interest groups, formal parliamentary procedure, sharp divisions, and decisions by majority votes are taken for granted.

14. In community development, direct participation is normally open to practically any community resident who wishes to participate - as distinguished from indirect participation through delegates or representatives".

(p. 175) "Community organization... is a social invention designed to deal primarily with the problems resulting from the industrial revolution and its ensuing rapid social and technological changes. (It)... has been largely concerned with attempts to correct social imbalances, to redress wrongs, to achieve new syntheses, and to these ends to develop new services or patterns of service and to help with the problems of these individuals and those segments of society suffering for one reason or another from the results of rapid social and economic change. Community development, on the other hand, is one means of inducing social change. Operating in traditional societies and in the more static segments of those societies, it is concerned with attempts to free the latent strengths and potentialities of rural people formerly held in subjection through poverty, ignorance, disease or rigid political control" (From: Sherrard, T.D., "Community Development and Community Organization - Common Elements and Major Differences" in Rural and Urban Community Development in the United States of America. Report of United States Comittee to Eleventh International Conference of Social Work, Rio de Janeiro, 1962 (New York: The Committee, 1962) pp. 9-18).

(p. 176-178) Similarities between community development and community organization.

1. Both are concerned wtih community needs.
2. Both are concerned with problem-solving.
3. Both are concerned essentially with working with people; both involve one-to-one, group, and intergroup relationships.
4. Community organization and community development use many of the same methods.
5. Some of the roles (not necessarily the activities) of the worker are similar in community organization and community development.
6. Usually, both community organization and community development involve technical or professional assistance.
7. Community development and community organization in the United States (and probably in other democratic countries) are generally similar in their philosophy and values.

Differences between community development and community organization.

1. Subject matter
    C.D. - total community life and needs.
    C.O. - relates to health and welfare or adjoining areas of community life.
    C.D. deals much more with basic needs and with the economic life than C.O.

2. Scope
    C.D. - total local community or neighbourhood. Normally concerned with all people in the community.
    C.O. - community-wide or larger or smaller. Sometimes with all, sometimes with special groups.

3. **Relation to social change**
   C.D. - always concerned with bringing about social change.
   C.O. - frequently, but may also involve primarily the
   improvement of existing arrangements.

4. **Philosophy**
   C.D. - inherently committed to ideals of self-help and
   democracy.
   C.O. - should have this commitment but this is not always
   so in practice.

5. **Personnel**
   C.D. - inherently interdisciplinary (interdisciplinary
   generalist).
   C.O. - usually not interdisciplinary (specialized type of
   social work practitioner).

6. **Methods and skills**
   C.D. - wider range than C.O.

7. **Origin of programs**
   C.D. - programs should reflect 'felt needs'.
   C.O. - not necessarily so.

8. **Consensus and conflict**
   C.D. - heavy emphasis on consensus. Conflict is not a
   typical or important characteristic of the process.
   C.O. - makes much use of consensus but conflict is accepted
   as a natural element in democracy.

9. **Participation**
   C.D. - direct participation open to any resident of community.
   C.O. - generally, not so. Makes more use of representational
   devices and delegate bodies with or without a limited
   number of volunteers.

(p. 185) From: Henderson, J.J. "United Nations' Community
Development Programs", The Outlook for Community Development,
Report on Symposium Held during the International Conference
on Social Work in Washington, D.C., Sept. 8, 1966 (New York:
International Society for Community Development, 1967). pp.18-24).
Suggested points of emphasis for future of C.D.:

1. To achieve its goals in newly developing countries, community
   development must be linked with effective national programs
   of economic and social development, land reform, administrative
   reform, and population control.
2. Community development should be more effectively related to
   economic development.
3. Community development should be linked with a greater
   emphasis on regional development.
4. There should be a re-evaluation of community development
   concepts and principles:

     a. task-goals vs. process-goals;
     b. "felt needs";
     c. self-help;
     d. consensus vs. conflict.
5. Community development should emphasize certain aspects of programs and organization.
6. Community development contribution to urban communities.
7. It is of the utmost importance to preserve the basic values of community development and to incorporate them in other programs as well as to retain them in community development.

Dunham, A. "Community Development - Whiter Bound?". Community
    Development Journal, Vol. 5, No. 2, 1970.

(p. 93) Basic values of community development:
"... emphasis on the whole community (all the people and all
aspects of community life); an interest in helping people to
develop qualities of self-awareness, participation, and
involvement in community affairs, self-direction, and co-
operation; the use of consensus where it can be achieved;
self-help; programs based on felt needs, so far as feasible;
and the emphasis on the integration of specialities in the
service of the community".

Freeman, H.C. "Community Development Theory and Practice",
In: J.A. Draper (ed.), <u>Citizen Participation in Canada</u>.
Toronto: New Press, 1971.

(p. 148)
1. Community development is people involvement in decision-
   making; this implies meaningful citizen participation.
2. It is a problem-solving process, designed to make people
   aware of their problems and to stimulate them to do some-
   thing about their situation, to plan and choose between
   alternative solutions, to take action, including drawing
   on government and other resources, to evaluate the
   experience and to apply any learning to new problem-solving.
3. It is a learning process, geared not to the acquisition of
   knowledge, but to a change in behaviour. It is learning
   by doing, not so much for the doing as for the experience
   gained by doing.
4. It tends towards increasing individual, group, and community
   competence for managing their own affairs.
5. It is a social-action program geared to material sufficiency
   and intellectual freedom for all.
6. It gives effect to good planning because it involves people
   in developing the plans. Research (Lippitt, 1969; Bennis,
   1968; Likert, 1969; McGregor, 1969) shows that people are
   more deeply committed to a course of action if they have
   had a voice in planning it.

Harper, E.B. and A. Dunham. Community Organization in Action.
    New York: Association Press, 1959.

Definition of Community Organization

..."First, the idea of co-operation, collaboration and
integration. (Devine, Steiner, McMillan, King, Ross...).
Second, the idea of meeting needs, and ... of bringing about
a balance between needs and resources. (Pettit, Lane, Mayo,
Dunham, McNeill, Ross). Third, the idea that community
organization deals with 'program relationships' as contrasted
with the 'direct service' of casework and group work. (Kurtz).
Fourth, the broad philosophical concept of community
organization as furnishing a working relationship between the
democratic process and specialism. (Lindeman).

Hynam, C.A.S. "Community Development, an Example of Conceptual
    Confusion" in B.Y. Card (ed.), Perspectives on Regions
    and Regionalism. Edmonton, University of Alberta
    Printing Services, 1968, pp. 193-199.

"Community development is the utilization under one co-
ordinator, of a program of approaches and techniques which
rely on local communities as units of action to purposefully
change living conditions by making use of all available
resources".

Macelli,.A. et al., <u>Community Development in Newfoundland</u>.
   (Available from C.D. library).

"Purposeful change of living conditions with the fullest
participation of the people themselves and through utilization
of all available resources" (Saskatchewan Centre for Community
Studies).

"In theory, Community Development is a process by which
individuals are encouraged and assisted to identify the concerns
of their own community; to work together in articulating their
own goals and priorities; to choose a course of action; andto
set about solving their problems, either directly or by
communicating with government and other agencies in a co-
operative process of development and growth" (Hon. Robert Welch,
Q.C., M.P.P. for Lincoln, Provincial Secretary and Minister
of Citizenship).

"Community Development is an educational process - helping
people to learn" (Marjorie Smith, Extension Department,
V.B.C. at Turare, B.C.).

"C.D. is a movement towards the mobilization of the physical,
economic and social potential of local groups - groups who
earlier remain aloof begin to see the possibility of success"
(Authors of <u>Community Structure and Change</u>).

"In creating an integrated action programme it is intended
that all programs of change, adjustment and development be
introduced in the form of opportunities to which rural people
can respond by collective and individual action, that will
result in economic and social advantages to the community,
area and region" (Fred Evans, Director of Rural Development).

Mezirow, J.D. "Community Development as an Educational Process",
Community Development, Selected Reading Series Four,
Washington, D.C., National Training Laboratories, 1961.

(p. 16). "The community development process,is, in essence,
a planned and organized effort to assist individuals to
acquire the attitudes, skills and concepts required for their
democratic participation in the effective solution of as wide
a range of community improvement problems as possible in an
order of priority determined by their increasing levels
of competence".

Miniclier, L.M. "Community Development Defined". Community Development Review, No. 3, Dec. 1956.

(P. 1) "Community development is a process of social action in which the people of a community organize themselves for planning and action; define their common and individual problems; ... execute these plans with a maximum of reliance upon community resources; and supplement these resources when necessary with services and materials from governmental and nongovernmental agencies outside the community".

Phillips, R.A.J. "Community Development: The Principles".
Meeting Poverty, Special Planning Secretariat, Mimeo-
graphed paper, 1967.

(p.1-2)
1. (Programs) will be successful only if much of the required
   action is taken by members of the community who will be
   affected.
2. Services provided by government or by private agencies will
   rarely be efficient in removing the causes of suffering
   unless they are fully understood and used by the people
   whose lives are to be improved.
3. Community Development tackles both effect and cause by
   encouraging local leadership which will bring about the
   changes needed to make general programs effective and
   outside charity unnecessary.
4. Community Development infers that changes must come by
   encouraging local leaders inside a community rather than
   by well-meaning paternal action from outside.
5. (Community Development) embodies the belief that the chance
   for the individual to develop socially, economically,
   intellectually, and spiritually, is a right rather than
   a grace.
6. Community Development challenges those who resist change.
7. (From the standpoint of trying to overcome the passive-
   dependency and crippling effects of welfare and other
   policies, community development is seen as) encouraging the
   poor to improve their own lives rahter than offering help
   by charity or education flowing down from the privileged
   to the underprivileged.
8. (Initiation of the community development process may be)
   prompted by a professional community development worker
   encouraging local people to see their own problems and
   start their own remedies... or by any group of individuals
   dedicated to the idea that change must come by encouraging
   local leaders inside a community rather than by well-
   meaning but paternal action from outside.

Popular Participation in Development: Emerging Trends in
    Community Development, United Nations, New York, 1971.

(p. 2)   "The term community development has come into inter-
national usage to connote the processes by which the efforts
of the people themselves are united with those of governmental
authorities to improve the economic, social and cultural
conditions of communities, to integrate these communities into
the life of the nation, and to enable them to contribute fully
to national progress.
    This complex of processes is then made up of two
essential elements: the participation by the people themselves
in efforts to improve their level of living with as much
reliance as possible on their own initiative; and the provision
of technical and other services in ways which encourage
initiative, self-help and mutual help and make these more
effective. It is expressed in programmes designed to achieve
a wide variety of specific improvements".

Ross, M.G. Community Organization Theory, Principles and Practice.
New York: Harper & Row, 1967.

(p. 40) (Community organization is the) "process by which a
community identifies its needs or objectives, orders or ranks
these needs or objectives, finds the resources (internal
and/or external) to deal with these needs or objectives, takes
action in respect to thm, and in so doing extends and develops
cooperative and collaborative attitudes and practices in the
community".

du Sautoy, P. Community Development in Ghana. London:
    Oxford University Press, 1958.

(p. 8) "... it means working with people at their own level
of progress and teaching them to help themselves, by the
methods which are readily available to them, to improve their
standard and manner of living by all practical means, no
matter by how little".

(p. 9) "In the definition of community development the words
'to help themselves' must always be stressed as the most
important ... the spirit of communal effort for the good of
all is a spirit which community development aims to foster".

Warren, R.L.   The Community in America.   Chicago: Rand McNally
     & Co., 1963.

(p. 20)   "One way of describing community development is by
saying that it is a process of helping community people to
analyze their problems, to exercise as large a measure of
autonomy as is possible and feasible, and to promote a greater
identification of the individual citizen and the individual
organization with the community as a while.   Through such a
process, communities may be helped to confront their problems
as effectively as possible".

(p. 324)   (C.D. as process)   "A deliberate and sustained
attempt to strengthen the horizontal pattern of a community".

Whitford, J. "Towards a More Restricted Definition of Community
     Development", unpublished article, undated.

(p. 6-7)   "an educational-motivational process by which people,
in a community setting, become more effective in their
public relationships".

Whitford, J. Community Development in Alberta. Nov. 25, 1965.

(p. 1) "an educational-motivational process designed to create
conditions favourable to economic and social change, if
possible, on the initiative of the community, but if this
initiative is not forthcoming spontaneously, then techniques
for arousing and stimulating it in order to secure the fullest
participation of the community must be utilized".

Wireman, P. and L.J. Cary. "Community Development in Urban
    Areas: Problems and Strategies of Adaptation". (From
    a working paper - mimeographed, University of Missouri,
    Department of Regional and Community Affairs).

1. An organized approach that attempts to involve the entire
   community.
2. A co-ordinated, holistic approach.
3. Use of rational and experimental methods of problem-solving
   with systematic evaluation.
4. Direct participation of the people in goal-setting.
5. Self-help, or direct participation in goal implementation.
6. Use of outside experts and material resources only as
   necessary.
7. Emphasis on the intagible effects on the people and the
   community's interaction, the process as well as the projects.