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COMMUNITY CORRECTIONS

by

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B.A. Waterloo Lutheran University 1972

THESIS

Submitted in partial fulfilment of the requirements
for the Master of Arts Degree
Wilfrid Laurier University
1975

Examining Committee

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"Each age writes its own epitaph--indeed creates its own eternity--with respect to how it conceives of man and how it conceives of change. Man, as the central figure in this unending drama, acts out these conceptions, implements its attendant ideologies and creates (or destroys) societies in terms of his changing images of himself and others. This is but another way of saying that history is a series of continuing and vivid examples of the phenomena that how one conceives of a problem dictates how one tries to deal with it. The specific societies that man creates, the means he chooses to create them, and the ways in which he goes about changing them are all concrete instances of how conceptions about men determine the form and content of the societies he builds."

(Goldenberg, 1971)

"We have met the enemy and they are us."

(Pogo, W. Whitman)

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Love ya'.

ABSTRACT

Troubled and troubling youth have been the focus of interest for generations of mankind. Modern society has chosen to deal with its "delinquent" youth in characteristically alienating ways. This thesis looks in depth at the development of community psychology, the history of the juvenile court system and corrections, the literature of troubled and troubling youth, and the history of the community of Kitchener-Waterloo in an effort to understand the current situation for youth in our culture. The intent of the thesis was to develop a Group Home Committee which would focus the interest and energy of some members of a community towards less alienating forms of community planning for change. The struggle with learning about and planning activities which would improve the environment and the lives of some young people living in the community are discussed in a historical context and related to an underlying conceptual framework regarding man in society and the role of a researcher-consultant (change agent).

The conclusions are concerned with a re-examination of the roles that government institutions, community agencies, small working groups and individuals can and do play in the development of a community's healthiness. Also modifications of the original model of the role of a researcher-consultant when working with community agencies in a planning group are discussed.

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INTRODUCTION

There are three major areas of concern for this thesis. The first is the development, description and enunciation of a methodology that involves a student of psychology in a variety of community settings. Much of the work is pre-scientific and exploratory in nature, but, nevertheless, the description of events, when compared with others, will hopefully lead to the development of more detailed theories and assumptions for this type of inquiry.

The second concern is how a community can begin to develop and comprehend the idea that it must begin to foster an atmosphere and create an environment that will salvage some young lives and prevent the destruction of others. A number of variables in the community which critically affect the lives of its members will be described in an effort to exemplify how important a role the community plays in the development of human problems and can play in the prevention of problems.

The third area of concern, and the vehicle for involvement, is troubled and troubling youth. This is a "content area" which is of paramount importance to the authorities, but for the purposes of this thesis it helps to illustrate the important dimensions of the first two concerns. Much of what is discussed is applicable to other "atypical" groups, the development of community concern for and active involvement in the needs of these groups, and the development of healthier, more responsive communities which will meet the needs of all members in the context of our complex world.

These are not areas of concern which are new and unique to the seventies, therefore it is considered important throughout the thesis to understand the history leading to and influencing the present situations, and the reasons for and the problems inherent in trying to help a community change in the context of this history.

LITERATURE REVIEW AND HISTORICAL PERSPECTIVE

Community Psychology

Community psychology is slightly more than a decade old. The major thrust for its development has come from the United States; the disintegration and deterioration of their communities is an acute problem for our neighbours. For an historical perspective on the development of community psychology we must look to the United States just after World War II. (Sarason et al., 1967; Hersch, 1969; Murrell, 1973; Marris and Rein, 1973; Albee, 1968)

Wars have profound effects on whatever societies are involved. Thus World War II changed the lives of millions of North Americans who were directly or indirectly involved in the war effort, in either large or small ways. Mental health, or more precisely the psychiatric casualties of the war, became a major area of interest for the government of the time, and subsequently the universities.

The Veteran's Administration (V.A.) in the United States had billions of dollars to spend on the care of their men. It was suddenly necessary for the V.A. to find facilities and personnel to manage this caring. One of several solutions was to fund massive university training programs for the development of the mental health professions.

Health, both mental and physical, was traditionally the concern of the medical profession. Mental health was specifically the responsibility of the psychiatrists. Thus the facilities built by the V.A. were hospitals, and the psychiatrists were made ultimately

responsible for the therapy and training programs of the mental health professions. Clinical Psychology developed as an ancillary to the medical professions.

These new developments were in many ways distasteful to new clinical psychologists. Their psychology traditions became secondary to those of the medical profession; the limits of their training and involvement were in fact determined by people outside of their own discipline.

Psychology had been an independent scientific discipline in the university for several decades. Now, with the need for mental health professionals, psychology programs expanded and branched out, and the restrictions of the medical model began to pinch.

Within the domain of psychological training there were conflicts also. Theoretical training available in the academic milieu was not necessarily focusing on the tools which would be required for practical situations. There was conflict between psychology's rigorous training in critical thinking and the facts of life of clinical work; and a limited relationship between what was learned at the university setting and the job that had to be done in the clinical setting.

The question which was difficult but necessary to at least ponder was not what was valuable and important to psychologists, or what was useless, but rather what training would combine and utilize rigorous critical thinking with a variety of content and methodology for application to practical situations. Clinical psychology seems now to be trying to find meaningful answers to such a question.

Clinical psychology developed with other limitations as well. Programs were frequently, almost exclusively, limited to two types of settings (hospitals and out-patient clinics) and to one population (adult men). Psychological tests and testing skills were seen as the area of expertise of psychologists working in a clinic. But psychologists wanted to become involved in psychotherapy and other alternate forms of help. However, psychotherapists simply could not be trained fast enough, and also, this was a skill that was jealously guarded by the psychiatrists.

Gradually, more and more people in the mental health professions, including people in clinical psychology, realized the restrictiveness of the system of which they were a part. They did not necessarily have the answers to the obvious limitations of their professions but the feelings were that there was a good deal more to the mental health field than could be observed, handled and studied in the traditional psychiatric setting.

In 1955 a Joint Commission of Mental Health and Illness was established. They submitted a report in 1961 called Action for Mental Health. This report described to the public the staggering extent of the mental health problem, the inadequacy in numbers of professionally trained personnel, the limitations of exclusive dependence on the hospital, clinic and private practice settings, the pressing importance of becoming involved in non-psychiatric and non-medical settings, and the need to explore the use of and training for sub-professional groups, and the consequences of neglect of a truly preventative approach--these

were some of the major findings and recommendations which gave an impetus and base to those who wished to venture in new directions.

In the twenty years after World War II there have been some revolutionary changes in clinical psychology. Just after World War II the mental health professionals faced their well-defined tasks in straightforward ways. The patient was the person suffering mental illness who came to a psychiatrist and his aides for psychotherapy, according to the theories of psychoanalysis, to reduce his inner distress.

The assumptions of "intrapsychic supremacy" tended to overlook the situational determinants of problems in living, tended to underestimate the strength of environmental events to foster constructive change, and most importantly in relation to the near inclusive reliance on psychotherapy, the problem of transferring gains from psychotherapy to the life situation was largely ignored. The concept that people lived in social systems and that their behaviour and feelings were importantly influenced by the settings in which they lived and worked was given only peripheral attention.

(Levine, 1970)

Focuses on individual, intrapsychic pathology with help leading to cure changed to focuses on larger populations with more widespread pathological symptoms in common and help trying to be in the form of primary prevention of disability. The increased understanding of mental health, the expanding concepts of who can be a therapist and what their roles should include, and the greater variety of professional goals and psychological theories for, the definitions of, mental health have not only led to, but have been, the revolution in clinical psychology.

There are other events in the United States that cogently reflect, focus and reveal the pulse of the times. There was a general affluence and incredible scientific progress with technological advances, yet the problems facing the United States seemed beyond managing. The society seemed torn by a panorama of urgent and critical problems. Technology was seen as valuable on the one hand and demoralizing and dehumanizing on the other. There was a wave of humanitarianism and a new reform movement of revolutionary fervor on many fronts, and an inevitable clash with the status quo. Attention was focused on why there were riots and cities burning, the influence of drugs, the values of the youth, the rising crime and fear, the broken promises to Blacks and their visible wrath, the needs of the poor to participate in democracy, the drain of resources resulting from a controversial war, and the killing of the country's most charismatic leaders. Perhaps it was the Supreme Court decision of 1954 to desegregate schools (Brown v. Board of Education) that began to frighten some people and spark others into activity. Perhaps it was the cold war between Russia and the U.S. and the Russian Sputnik launching of 1957 that began to generate value questions about American education that frightened some and sparked others. Whatever the reasons and causes there was turmoil, change and a need to face the realities of the times and find some answers.

In 1957, two years after the Joint Commission's report Action for Mental Health, President Kennedy announced his new Community Mental Health Program.

The community mental health movement was officially recognized. To clinical psychology, which had been under the domination of psychiatry for so long, and had desired independence for almost as long, this new area had a fascinating appeal. ' Money became available to develop community mental health centres, each of which would serve more people in more adequate and locally appropriate ways. However, most of these mental health centres were affiliated with or developed under the aegis of departments of psychiatry in medical schools.

President Johnson next declared his "War on Poverty". The basic problem was not mental health, or education, or violence, or racial discrimination, but a combination of factors, values and traditions that were no longer tolerable. The American community was "sick" and although it was not clear who the physician for such a sickness should be, many candidates offered themselves or were chosen. Many new offices, positions and community projects developed with more and more opportunities for psychologists, but still they found themselves poorly prepared.

In or near the centre of all these activities and the interrelated forces which they represented was the country's youth. Schools and universities became battlegrounds. Relevance and justice had to replace, or at least had to be regarded as no less important than intellectual curiosity and freedom of inquiry as criteria for entry into the academic community.

Youth were leading, right in the middle, or following like lemmings, but never uninvolved. Even the alienated, and the drop-outs,

were considered in depth, sometimes as the crux of the matter.

(Keniston, 1965; Halleck, 1967; Goodman, 1960)

Canadian history and our perspectives are different in many ways from those of our neighbours, but we too are beginning to realize that we are not immune to the problems of modern society. Many of the institutions and beliefs of our communities are based on similar foundations to those in the United States. We too have problems of racism, poverty, violence and urbanization; our communities are in trouble too and we need to work to prevent similar major social "illnesses" from developing, if it is not already too late. We may not face these problems with the same urgency, and perhaps we have time and fewer numbers on our side, but the development of healthy communities and preventative-care programs have become a priority with a few agencies and need to be considered seriously by more of our policy-making institutions.

Community psychology, therefore, is "modern" in the sense that it developed as a reaction to contemporary events, but these events took place in a society whose intellectual, social and economic foundations were built a long time ago, and embedded in those foundations are conflicts and controversies that have not been resolved.

The major problem for community psychology is defined as: "to prevent further social disintegration or deterioration in our communities". The overarching criterion by which this will be judged is the degree to which citizens can experience a psychological sense

of community. Sarason (1974) defines the psychological sense of community as:

1. The sense that one belongs in and is meaningfully a part of a larger collectivity.
2. The sense that although there may be conflicts between the needs of the individual and the collectivity, or among different groups in the collectivity, these conflicts must be resolved in a way that does not destroy the psychological sense of community.
3. The sense that there is a network of and structure to relationships that dilute rather than strengthen feelings of loneliness.

Members of clinical psychology have identified the need to become involved in their communities. (Roen, 1970; Reiff, 1970; Sarason et al., 1966) Since 1962 there have been a number of "community" psychologists formally recognized as well. (Golann, 1964) These professionals must recognize a number of obstacles which lie before them, particularly if they are coming from an area of proficiency or expertise. Their history and experience as clinicians has required that they remain passive while problems were brought to them; they have not actively searched for problems or ways of helping. Now they must wonder if they know how, or where, to "get involved" in meaningful ways. The skills, training, research questions and methodology they had been using are now often inappropriate or inapplicable. Their professional degrees might be considered a hindrance; a great deal of formal education is difficult to transfer, or is irrelevant to, problems in the community. They will have to learn many new skills and concepts from people who are not a part of the elitism of their

university or clinical setting. They will need to become in many cases humble students of the experienced "street people". In many cases they must also give up the isolation and protection of the university or clinical setting.

It is easy to recognize the difficulty that professional psychologists had in re-orienting and retraining themselves. As well, there were pressures being placed on them to develop training programs so that more people could become effective at developing a psychological sense of community.

What concepts or skills needed to be taught? Could they be taught? What is the most effective way of teaching the necessary skills and conceptual frameworks? Which concepts or skills deserve the most emphasis? Who defines what skills are necessary? Is field work necessary for everyone? What kinds of field work and how much is necessary? Who supervises the students who are in field settings? Who defines what kind of work or involvement is most appropriate for the students, the university and the community? Is effectiveness the only criterion for assessment of the training program and the students' work?

These are some of the questions, and there are many more, which plagued the beginnings of community psychology training programs. In the rush to provide the programs and the needed personnel, many of these questions were ignored or glossed over. Planned change is an area that is only beginning to be understood both in the community and in the classroom.

History of Kitchener-Waterloo

Source material for this section has been primarily the Waterloo and County Planning Board report of 1972 and that part of a funding proposal for "Young People in Legal Difficulty" written by P. Warrian, University of Waterloo, 1972.

The Waterloo County area was settled in the nineteenth century by Mennonite farmers from Pennsylvania, who were of German ethnic origin and who settled primarily in the Kitchener-Waterloo area. Later immigrants, also largely from Germany, and primarily craftsmen and skilled machinists, also settled in the Kitchener-Waterloo area. These early settlers together laid the foundations for the country's subsequent prosperous agricultural and manufacturing economic base.

The sound and diversified industrial base which developed from the agricultural economy grew gradually and continuously until World War II when it began to rapidly expand.

The last decade has been a culmination of the process which has been underway in the Kitchener-Waterloo area since the end of the war; that is, the almost total change in the traditional forms of community interaction. Along with many other small communities like it, Kitchener-Waterloo has been caught up in industrial progress, urban growth and the accompanying forms of mass culture.

Since 1941 the population of the twin cities has almost quadrupled, from 44,683 to 147,179. The average annual population growth of the area has been significantly higher than the Canadian and Ontario averages for many years. This mushrooming growth has brought with it

both major shifts in the social structure and the familiar problems of large urban areas throughout Canada and North America.

Prior to the war, one could list among the main industries of the Kitchener-Waterloo area textiles, rubber and furniture. These industries were largely family owned enterprises, serving primarily a local and regional market and employing a small force of skilled labour. Since the war auto parts and electronics have become the dominant forms of industrial activity, and have been accompanied by a significant growth in the retail sales and service sectors.

The auto industry serves primarily an American market and employs a large force of workmen. Wages are high, comparable to other industries, but workers generally are not satisfied and complain that hours and conditions of work are not good.

The electronics industry, serving national and international markets, employs a large force of skilled and semi-skilled, mostly female, labour. Kitchener-Waterloo has one of the highest rates of female participation in the labour force. While women in the area once worked to gain additional wages for those "extras" that couldn't be accommodated within the family budget, they now work from the absolute necessity "to make ends meet".

Kitchener-Waterloo has led, or been close to the top of the list, in rate of industrial growth and expansion among Canadian cities every year since 1965. In Kitchener alone, the number of people employed in manufacturing has jumped from 7,161 in 1941 to 22,090 in 1971. Much of the new work force is also new to the area; Kitchener-Waterloo has served to absorb surplus labour from the rural areas north to Owen

Sound, and from Northern Ontario and the Maritimes, as well as to attract immigrant groups, all of which have functioned as a pool of low priced labour.

In the period when Kitchener-Waterloo has been leading the country in industrial growth, it has fallen to thirty-fourth among Canadian cities in wages paid.

TABLE 1

NUMBER OF INCOME EARNERS: KITCHENER-WATERLOO

Source: (1972 Taxation Statistics Green Book)

Under \$5,000	\$5-10,000	\$10-15,000	Over \$15,000
50,043	34,802	8,169	3,225

The above mentioned economic scene has also been matched by dramatic changes in the ethnic composition of the community. The area has traditionally been strongly Germanic and continues to celebrate itself as a Germanic community. However, this too has been altered.

TABLE 2

KITCHENER: POPULATION BY MOTHER TONGUE (%)

Source: (1972 Taxation Statistics Green Book)

Year	Br. Isles	German	Other European	Other
1941	34.7	47.9	17.0	.29
1961	73.5	18.1	7.1	1.2
1971	80.8	8.6	7.5	3.3

These figures reveal a continuing trend. In the community one notes the addition of further Anglophones and other European groups that have become identified in the Kitchener-Waterloo area in recent years, such as the Italian and Portuguese community groups.

All of these social and economic changes have had profound effects on the cultural life of the community. Traditional forms of recreation and entertainment have eroded, being replaced by alien forms, or taken over by the burgeoning student population.

The creation of a new, large university in the community marked the beginnings of an educational system that has become streamlined and impersonal. Kitchener-Waterloo supports two universities, a community college and an adult retraining centre, all of which serve the needs, not of the community at large, but of a select business and commercial community.

Another factor weighing heavily in local politics is the recent inception of regional government. Under the local plan, Kitchener dominates a large hinterland, five townships and a number of small towns. The concentration of representation, however, is in Kitchener's favour. All area services (roads, welfare, school boards, police, etc.) come under one central authority. While the plan seems to create a situation of increased local control, with Ontario government moving to the idea of decentralization, development priorities (and more important, financing schemes) remain with Queen's Park. The new system can only further remove the ordinary citizen from the focus of decision-making power.

Large scale industrial growth and the ensuing massive influx of people new to Kitchener-Waterloo, and often new to Canadian culture itself, resulted in sudden changes that any community would have difficulty responding adequately to. There was on the one hand a desire to encourage, and solicit in many cases, more sources of employment and wealth for the community, but on the other hand a vague discomfort about how to manage the upheaval in social services required by such a newly large metropolitan centre. Like many other North American communities, Kitchener-Waterloo recognized after the fact the necessity for planning the growth of their community.

Kitchener-Waterloo then is a community with a high percentage of the population working in factories or large offices. The high degree of alienation experienced typically in these settings has been described by many authors, not least of whom of course would be Marx. (1959, 1964, 1967)

With a large percentage of this working force being female (factory, secretarial, teaching and nursing jobs primarily) Kitchener-Waterloo has the added responsibility, as yet largely unrecognized, of providing services for families. I don't mean to imply that women have primary responsibility for maintaining a healthy nuclear family situation. Rather, given the fact that our culture generally does give to women the primary responsibility for maintaining a healthy nuclear family, given the fact that this situation is not likely to change drastically in the next few years, and given the fact that a number of women are working at full-time jobs outside the home, families are going to have problems which they have less time to effectively cope with, and the community therefore will have more problems facing it. Kitchener-Waterloo has not responded enthusiastically to this state of affairs. Day care centres across the province are currently facing a cut-back in funding for staff, a situation which is of major concern in the Kitchener-Waterloo area since centres are overcrowded already. The Regional Board of Education has a number of behavioural consultants who are swamped with referrals and large case loads. Professional counsellors of families and children are also burdened with large case loads and support agencies are groping to find ways of coping with the ways they try to help. A recent move on the part of the local psychiatrists to remove themselves from the provincially subsidized health insurance plan has decreased their accessibility for many families and added to the pressures of living in the area.

General lack of recreational facilities and programs for families and/or their children has resulted in a rise of what can be described as aimless, unchannelled energy being vented in ways that the local police do not approve of and discourage in what are for them typical methodologies. Despite the beauty of the countryside and the apparant quaintness of the local Germanic culture, people are more and more gradually able to see why a local minister would suggest, quite emphatically, that it is not a good community to raise children in.

Peter Warriian mentions the problems of the centralization of the area brought about by the recent regionalization. More recently there has been a move to regionalize and centralize the health structure of the community. Although there has been some effort made towards creating a comprehensive health planning structure, both in terms of geography and relevant issues, the major concern seems to be one of a power struggle between groups to gain control or to be included. Collective efforts for building up better resources and services or creating preventative programs have become secondary concerns for the moment.

These then are some of the social and political forces at work in the community of Kitchener-Waterloo.

Kitchener-Waterloo was growing and expanding in the context of a Western world concerned with proverty, racism, riots, drugs and wars. All of the turmoil and "revolutionary" clashes with the "status quo" in many areas of the world were reported with great regularity in the news media of the Kitchener-Waterloo area. With such major problems seemingly so far away the idyllic charm of the

Kitchener community, by way of contrast, must have seemed so important to protect and preserve.

But this meant a denial of many of the problems which were already present. Anything that was unsightly or offensive would tend to be ignored or hidden to preserve the visible quality of the community.

This community, like so many others, is only beginning to sense that it is not immune to the many problems of modern society. It is only starting to grapple with identifying many of the core problems it has ignored for so long and is going to have to begin to face and find answers to. The significant differences in incomes as shown in Table I reflect a community that is not, as a whole, benefiting from the affluence and high rate of growth and industrialization. The universities in the community should no longer cater only to a small sector and complacently ignore the community they are a part of. The information that is available already, as well as information that researchers could be seeking, is the information that many areas of the community need. Politically the community seems to be moving more and more in the direction of reducing the decision-making powers of its citizenry. Ultimately this can only serve to increase feelings of powerlessness and impotence, feelings that lead to apathy, frustration and often destructiveness. It is unrealistic to think that we will be able to effectively deal with our problems, troubled and troubling youth for one example, until community organization, their priorities and structures, change to realistically appraise the role they have to play.

Review of the Literature Pertaining to Troubled and Troubling Youth

The literature of the twentieth century that concerns itself with youth generally is both vast and extensive. From this large array I have chosen two areas which seem to be of importance as well as being descriptive of the youth of both the time period and social situation this thesis is concerned with. These areas are concerned with alienation and anomie, and child-battering. The literature also almost exclusively concerns itself with young males. In the past I think this ignored females to the extent that it could not easily even be extrapolated to a female situation. Although this in some respects remains true today, I think more and more females are finding themselves in psychological and social conditions that are similar to those described most frequently for males before.

The literature which considers youth of the twentieth century has described them as being characterized by unusual stresses and strains which become observable as forms of anomie (the lack of mutual interdependence among units of a social system) and alienation (an experienced estrangement of individuals from self, others and the environment). The phenomena of alienation and anomie are not characteristics exclusive to youth; however they have at least poignant significance for this particular group in our culture. To say that youth are a disenfranchised group, however, is to gloss over many issues. We must therefore look at these issues more closely.

Our society idealizes and values industrialization and the "market" orientation. This frequently robs people of the opportunity of finding self-realization through their work. There are plenty of

jobs around most of the time but they seldom provide the elements that are necessary for the healthy development of self-actualized men and women. To search for alternatives in a heavily industrialized and technologically every-changing world has placed many young people in a difficult position in terms of understanding, and being understood. Freidenberg (1959) points out in The Vanishing Adolescent that traditional conceptions of ideals and values, "integrity", are obsolete. Included in an "older" understanding are "many ways of feeling and acting that acquired their social significance under social conditions that no longer exist".

At the same time that factors are separating the generations, there are many aspects of our culture that require our young people to remain dependent on the older generation for a much longer period of time than ever before in our culture's history. The most illustrative of these cultural aspects is the amount of education typically acquired in formal settings by our young people. The high school diploma is losing prestige as more and more people acquire at least an undergraduate degree, and frequently more, in order, in many cases, just to find a place in the competitive job market.

Young people in schools, and this is where the majority of our youth can be found, are seen most frequently as moving towards a better "position" for their futures. Vicariously they may be achieving for their families some goal or aspiration a parent was unable to fulfil. They are perhaps learning ways of adapting to an information-laden society. Or they may be finding successful adult models to emulate.

I have perhaps discussed young people involved in higher education as representative of youth in general but this by no means is a complete picture. Whatever the status or position of young people, the rebellion of youth seems to be based on a search for meaning and a way out of their anomie and alienation whether this be through a meaningful job (the Peace Corps or its Canadian equivalent Cuso), finding adult models worth emulating, finding an understanding between generations or simply ways of coping with the by-products and results of rapid change.

"Delinquent" youth have been sub-categorized as a group of young people with an "acting-out" form of rebellion.

The American youth takes to delinquency in many cases because of the wide gap between culturally approved goals and the culturally provided means for his attaining them.

(Denney, 1961)

The behaviours may be different for troubled and troubling youth when compared to other groups of young people, and frequently historical events in their lives may be useful in understanding this differing behaviour, but, beyond that, this group is displaying but one of the many manifestations of the problems, pressures and "searching for goals" mentioned above. The commonalities shared with youth in general make this group less atypical. From those who find youth in general difficult to understand, and "delinquents" a group of complete bewilderment, we will no doubt continue to receive information which stereotypes and categorizes "delinquents". Hopefully with an increase in understanding of more realistic ideas

of atypicality we will begin to provide ourselves with information that is more descriptive than value-laden about our troubled and troubling youth.

Descriptions of events common to the lives of people in this group can be useful in understanding their behaviours, both etiologically and behaviourally. There is some literature, available from a variety of sources, which is helpful in describing what seem to be common social situations experienced by troubled and troubling youth.

Instances of child-batterings, neglect and early institutionalization are frequently a part of the histories and backgrounds of the young people categorized as troubled and troubling. Individual histories vary from person to person, but patterns emerge which show that as a group these young people have experienced and/or witnessed brutality and violence more than the average. We, society, may admit that violence is a part of our culture, but at the same time we deny that it is a fact of life for children.

Many people in North America believe that we, as a society, love and cherish our children. We nurture and protect, guide and teach with patience, benevolence, kindness and generosity. We all have the potential of being "fairy godmothers and godfathers".

But this myth is very fragile and thin-skinned. A minor scratch begins to open Pandora's chest of horrors and reveals the true nature of things.

Once upon a time there dwelt on the outskirts of a large forest a poor woodcutter and his wife and two children; the boy was called

Hansel and the girl Gretel. They had always little enough to live on, and once when there was a great famine in the land, the woodcutter could not even provide them with daily bread.

One night as he was tossing about in bed, full of cares and worry, he sighed and said to his wife, "What is to become of us? How are we to support our poor children, now that we have nothing left even for ourselves?"

"Early in the morning," answered the woman, who was the children's stepmother, "we will take Hansel and Gretel out into the thickest part of the woods. There we shall light a fire for them, give them each a piece of bread and go on to work, leaving them alone. They will not be able to find their way home, and we shall thus be rid of them".

"No, wife," said her husband, "that I won't do. How could I find it in my heart to leave my children alone in the woods? The wild beasts would come and tear them to pieces".

"Oh," she said, "then we must all four die of hunger, and you may just as well go and prepare the boards for our coffins". And she left him no peace til he had consented.

(Hansel and Gretel,
The Brothers Grimm)

This common children's story tells us that we relinquish rather freely the protection of our children. We belie our protecting, loving and cherishing attitudes daily with our punishing, and often brutalizing, behaviour towards children.

On June 3, 1968, Newsweek reported that although complete figures were not available, at least sixty thousand children were wilfully beaten, burned, smothered, and starved every year in the United States. In the United States more children under five die every year from injuries inflicted by a parent or guardian than from tuberculosis, whooping cough, polio, appendicitis combined.

(Van Stolk, 1972)

D. Gil found in a 1970 study that six out of ten adults in the United States population thought that anybody could at some time

injure a child in his care. This large proportion seemed to suggest to Dr. Gil that the infliction of physical injury upon children is viewed as an almost common occurrence.

The mention of the "battered child syndrome" literature is included here, not to give the impression that young people in trouble have all been badly beaten regularly as small children. Rather, that violence and brutality are not uncommon experiences for children. This is a fact that is often difficult to accept, we tend to deny the realities of many situations. To individual varying degrees the young people in many settings have experienced this phenomena either as witnesses or recipients from parents or guardians.

Another aspect of our culture that is of importance is that physical punishment has come to be regarded by many as perhaps a regrettable, but nevertheless, correct way of disciplining children. It is a fear and a threat that "to spare the rod is to spoil the child", that by not recognizing the value of physical punishment a potential delinquent may be developing, or at the very least, the child is stockpiling all sorts of wicked and depraved habits. The "spoiled" child will grow up to be slovenly, ill-mannered, crime-ridden and morally depraved if punitive discipline is not maintained.

One hears from vengeful judges declaiming against the wickedness of youth and the waywardness of adolescents and the need for stern punishment as if the child had never had any. Granted there are instances in which children have been reared in an atmosphere of inconsistency where value training of any kind was entirely missing, but even in these cases it is the lack of loving guidance and structure, rather than the lack of punitive retribution that has triggered the

behaviour manifestations of delinquency. In a high percentage of court cases, there is evidence that the child has met with punishment that has not only been frequent but in many cases excessive.

(Menninger, 1969)

Children learn from behaviour that they see and experience, and they internalize negative conceptions of themselves which are transmitted by others.

Previous research has shown that attitudes, especially attitudes towards oneself, are a major determinant of behaviour. In addition it has been found that the development of particular skills plays an important role in determining an individual's social, vocational and psychological success.

(Goldenberg, 1971)

Children learn that violence is a culturally sanctioned behaviour, a legitimate way of interacting with the environment. Almost every aspect of our culture promotes the idea that unquestioning obedience is demanded, and given, or society will protect itself from the possibility of crumbling. This is the way our schools, churches, government and armies are structured. This is the way we are all taught to behave in our society. But some of us are taught our lessons by more graceful teachers than others.

In our culture there is a great deal of inequality in the laws and cultural taboos regarding the use of physical force when incidents involve adults or adults and children. Children are viewed not only as the responsibility of their biological parents, but also often as their property, perhaps even as an investment. For an outsider there are stringent taboos prohibiting involvement

between an abusive parent and a molested child.

The point I am trying to make here is two-fold. First, incidents have been described which indicate that frequently some other adult has witnessed or been aware of a situation existing which is a direct threat to the safety or well-being of a child. Frequently the other parent, neighbours, witnessing strangers, or observant and concerned teachers can describe feelings of apathy (it's not my problem; I don't want to pry into someone else's concerns; nothing can change him/her), frustration (I've told the "proper authorities" but nothing has changed; it's such a complex problem - where does one start?; the parent refuses to get help) or lack of their own self-confidence to effect change (I saw it happening and didn't know what to do; everything reverts back as soon as they leave here.).

Few resources are available in most communities to develop ways of preventing threatening situations, and in many cases available forms of intervention are inadequate, unknown or misused.

There is another dimension only briefly mentioned above which deserves attention. Many children are presently being cared for by people who are not their natural parents, whether they are in an institution of one sort or another, in a foster home, a group home or with friends or relatives.

The status of a foster child, particularly for the foster child, is a strange one. He is part of no man's land. The child knows instinctively that there is nothing permanent about the set-up, and he is, so to speak, on loan to the family he is residing with. If it doesn't work out, he can be

swooped up and put in another home. It's pretty hard to ask a child or a foster parent to make a large emotional commitment under these conditions.

(Bernard, 1972)

For those children who are institutionalized from a young age, as many children are simply because many communities don't have alternative ideas or places for care of some children, we can only expect that the overcrowding and understaffed conditions of most institutions will lead to mere custodial care. This frequently has been described as a barren, brutalizing existence for the "inmates", even at its best. Chronicity of problems is both produced and encouraged by efforts to manage people in the cheapest and most convenient ways. (CELDIC report, 1970; Goffman, 1962; Repucci, 1973)

Also we must consider the child who is left virtually to fend for himself on the streets. He is often neglected or abused at home and finds solace and comfort alone or with friends on the streets. These children learn quickly how to manipulate the world around them but their childish and clumsy attempts to illegally obtain luxuries and necessities are easily detected. They soon become known to the police. That frequently only means that instead of changes occurring in their community or home environment, they, personally, are punished. They are sent to training schools, usually several times, and they end up getting their basic educations in these total institutions. These institutions provide our communities with some protection from the bothersome pranks and annoyances of these young people for a short

period of time, but these children always eventually come back to their homes. They are then usually in much worse physical, moral and psychological condition than when they were sent away, but now they have learned about bigger and better crimes, they are getting stigmatized for being a "criminal", and they usually have a chip on their shoulder. Problems seem to naturally escalate.

Our methods of control and punishment simply breed more crime and are self-destructive of the communities we are trying to protect.

The idea of punishment as the law interprets it seems to be that in as much as a person has offended society, society must officially offend him. It must deliver him a tit for the tat that he committed. This tit must not be impulsive retaliation, not mob action. It must be done dispassionately, by agency, by stipulation, and by statute. It must be something that will make the offender sorry (or sorrier) for what he did and resolve to do it no more ... Let no one deceive himself about the intention of the prison to be a terrible place.

(Menninger, 1969)

Our system of corrections and crime control is not, however, a necessity. The vindictiveness and violence inherent in the system is instead an unplanned for consequence of the history in this field.

We lack even the most essential knowledge about crime ... We know very little--much less than most people think and newspaper stories would suggest--about the volumes, kinds and effects of crimes and who the perpetrators and the victims are.

(Vorenberg, 1966)

I think Vorenberg is referring to the numbers of unreported crimes that occur daily, the biases of law enforcers which lead to some of the imbalance in the poor being prosecuted far more than the

rich for instance, and all the white collar crimes that are ignored for the sake of business efficacy. If our statistics were truly accurate we might very easily be looking at a completely different picture when we try to consider the extent of modern crime. However:

Year after year our police forces and courts
have steamed ahead, never knowing whether the
measures they take against crime are effective
and meaningful or a total waste of time, or worse.

(Menninger, 1969)

Recently much has been written to describe faults in our juvenile correctional system. (Menninger, 1969; Ryerson, 1970; CELDIC, 1970; Schultz, 1973; Levine and Levine, 1970; Chesney-Lind, 1974) For several years researchers have been experimenting and teaching us principles of learning which discount punishment as a successful deterrent. There are theories and alternatives coming out of the schools of criminology. And yet we maintain the system that was devised years and years ago to protect society in ways that we all know by now are costly, dehumanizing and destructive.

As the historical review progresses, one dynamic that will be very clear is that service provided by a society for a population of (atypical people) are determined less by valid scientific theory than by the prevailing social values and political attitudes. Thus we see the nature and extent of services fluctuating in sympathy of movements in public consciousness and attitude.

(Hallman, 1974)

We have argued that helping forms arise in response to urgent social need and that urgent social need is a product of social change. When the predominant ethos favours social change, people will be viewed as essentially good and the cause of problems seen in

their living conditions. Helping forms will try to modify existing social institutions toward greater relevance for the immediate conditions of life and will try to develop new social institutions to provide for personal growth and development.

When the predominant social ethos is essentially conservative, when the way of life is considered good and the institution viable, the causes of problems will be located in the individual's personal weaknesses and deficiencies. Since he is an inadequate being, he will be able to take advantage of existing opportunities only when he is brought up to par. The helping form will arise as a separate community facility whose purpose is to help individuals to adapt themselves to existing social conditions. Helping agencies' acceptance of such a purpose implicitly validates existing social norms. The person is therefore treated in a setting removed from the one in which his problem manifests itself. In the language of contemporary social theory, such a ...facility is primarily an agent of deviance control.

(Scheff, 1966)

The emphasis of this thesis is on the role that our society and our communities play in the development of human problems. It is beyond doubt that mankind is paying for its technical advances by depriving the individual of challenges of independent action. Machines and impersonal institutions push man into a new kind of conformism and technical collectivization, the consequences of which are difficult to assess and cannot be completely foreseen. The vicious circle of working to consume, consuming to achieve status, accumulating things which have no meaning and wasting on a gigantic scale results in a wasteland of junk and confused, frustrated human aspirations. (Josephson, 1962)

A greater emphasis on the process of levelling, the merging of man with fellowman results in the loss of self and identity and one can see how today's society creates an alienated person. Modern man is:

Everyman and no man, drifting in a world that has little meaning for him and over which he exercises no power...Confused as to his place in the scheme of a world growing each day closer yet more impersonal, more densely populated, yet in face-to-face relations more dehumanized, a world appealing ever more widely for his concern and sympathy with unknown masses of men, yet fundamentally alienating him even from his next door neighbour, today Western man has become mechanized, routinized, made comfortable as an object, but in the profound sense displaced and thrown off balance as a subjective creator and power.

(Josephson, 1962)

C. Wright Mills adds:

Organized irresponsibility, in this impersonal sense, is a leading characteristic of modern industrialized societies everywhere. On every hand the individual is confronted with seemingly remote organizations; he feels dwarfed and helpless before managerial cadres and their manipulated and manipulating minions.

(Mills, 1959)

It is in this context that I refer to the literature of the battered-child syndrome. If people feel impotent and powerless generally when faced with their job situations and the institutions in the community that they try to deal with, it is at least understandable, though not desirable, that they would take out their frustrations on other people who are smaller and weaker. Alienation and anomie in our culture reveal themselves in many

forms of psychological ill-health, only one of the visible symptoms of which would be child battering. The contention of the authoress is that it is of limited value to focus our attention on psycho-social "band-aids" that will relieve the manifestations of our deeper discontents. What we must begin to focus on and develop are strategies for broader and deeper social impact to make all our lives more meaningful and more deeply satisfying. In this way we will ultimately improve our own and our communities' mental health.

The young people living in our communities have almost all been in contact with our juvenile court system in one way or another. They have experienced, or have been threatened with the experience, of our correctional system at least once in their lives. Thus our correctional system is another aspect of our community which is important to understand.

History of Juvenile Courts and Correctional Services

At the turn of the century there was a reformation of many of the social institutions known to the Western world. In England, the United States and Canada a predominant progressive spirit began to show concern for many of the problems created by urbanization and industrialization, delinquency of children being one of many concerns. The dominant attitude that children should have services separate from those of adult offenders developed from a series of shocking exposés on the then current condition of children in jails and on the streets, receiving their experience and education from all the "wrong models". The reformers of the day felt that if the culture and ideals of the Western world, as it was known then, were to continue, and be protected and maintained by future generations, then much work needed to be done to provide proper models and guidance for the rising number of children, the future generation, who were committing criminal offences, or whose behaviour was considered simply disagreeable or offensive. The purpose of creating a special court, the Juvenile Court, was to oversee the normal development of youth and their attitudes to authority, the family and morality. The courts therefore would become the ultimate parent (parens patriae) and the community, or the state, took on a more direct responsibility for a special group of citizens.

What produced the juvenile court was neither logic nor legal precedent; it was a particular perception of social needs conditioned and abetted by a set of assumptions about the

nature of the child, the dynamics of human behaviour and the proper functions of the state.

(Ryerson, 1970)

The common law and courts of equity had traditionally acted as guardians of children for centuries but specific legislations regarding children passed at the beginning of the century went beyond the boundaries of these old definitions of delinquency; that is, all the crimes which could be perpetrated by adults that were perpetrated instead by children. With the development of specific legislation regarding children it now became an offence for a child to smoke cigaretts, use profane language, walk along railroad tracks, frequent houses of prostitution, associate with thieves, grow up in idleness and crime, be truant, run away from home, be incorrigible or simply be a person "in need of supervision". Few, if any, of these acts would have carried a penalty if committed by an adult. Ultimately it served to greatly increase the numbers of children vulnerable to legal proceedings and brought to the attention of the courts. The reformers who developed juvenile courts seemed primarily interested in a desire to make child offenders revere what they revered, and they obviously felt they had the right and the accompanying wisdom to decide when other people's children should meet their behavioural standards.

The court itself was based on "informal procedures". The child would come to the attention of the courts in a variety of ways and be brought before a judge who would behave "as a wise parent who would

guide a wayward child". Every stage of the child's experience with the court was designed to contribute to his reformation. The reduction or elimination of procedural formalities, common to other courts of law, was a decision provided to free the judge to employ whatever resources he had in gaining a child's confidence. The early juvenile courts were convinced that if the child were surrounded by honest, loving, benevolent models for behaviour, the resocialization process would be successful. They relied heavily on the help of volunteers. Over the years it became obvious that the original optimism that had created these special courts was not enough of a base to build on. In some areas the informal systems became rigid. There were problems in finding or creating special facilities for children, few judges were interested in making the unusual and special commitment required, and there were not enough volunteers with the necessary skills to effectively man the system. Professionalism began to take over the role of the volunteer and money was needed to pay the salaries of these experts. There was a predictable shortage of trained personnel and the courts were soon overworked, overcrowded and providing barely minimal amounts of the important "personal care".

The juvenile court, then, seemed to be the worst of both worlds, a system which granted enormous formal powers to a judge who used them not in the spirit of helpfulness for which they were intended, but in the age-old spirit of judicial retribution which they were supposed to combat. The child offender had neither procedural safeguards nor enlightened treatment.

(Ryerson, 1970)

Today there is a growing criticism of juvenile courts based on two major points. As mentioned above, the courts have changed from the original intentions and have not been able to meet even their most modest ambitions for rehabilitation. Their sweeping jurisdictional and remedial powers have been ignored or misused and this present state of lawlessness, many feel, must be changed. The recent Gault decision in the United States Supreme Court (1967) has made this point abundantly clear and it tries to reinstate full legal rights to children in juvenile courts.

Secondly, the courts contend that juvenile offenders are people whom society has failed to socialize, they are society's failures. At the same time as it preaches social responsibility it convicts and incarcerates the individual delinquent society. This hypocrisy of saying one thing and doing another is corrosive of the trust accorded to the courts.

With the development of juvenile courts there also developed a number of auxiliary agencies designed to augment the activities of the courts. The Children's Aid Society was developed in Ontario to protect and place children who had no homes, or who had to be removed from their homes by the courts for protection purposes. This agency relies on individual families to provide foster homes, with small amounts of money available to help with expenses. Some foster parents gradually received more and more placements, depending on their skills and resources, and the beginnings of group homes within that system were seen. For the growing numbers of

children who could not manage in foster homes the C.A.S. ultimately had the resources of the court to place a child in a training school if there was no place else for him/her to go. Privately operated group homes throughout the province were developed to work with those young people who probably should not go to a training school except for lack of any other facility. Again there were limitations to this idea as well since there were few group home facilities or the resources to adequately fund or staff them.

When the reformers wanted facilities separating juvenile offenders from adults, they also wanted these facilities manned by personnel who would provide the models needed to become "proper" citizens. Alternate educational and training programs were to remedy previous school problems. All too soon there were problems however. The institutions quickly became overcrowded, understaffed and with limited budgets which allowed for only mass treatment programs. The institutions quickly became separated from the rest of the community they were physically close to. Correctional centres and training schools became dumping grounds for children who had been removed from their homes and communities for any number of reasons.

Criminology and the literature devoted to corrections has predominantly been concerned with descriptions of internal personality dynamics and consequent forms of effective treatment (Cowie, Cowie and Slater, 1968; Lindner, 1944, 1966) or descriptions of developmental characteristics, focusing primarily on family relationships (Mohnihan, 1957; Wilson, 1962; Schofield, 1965; Korn, 1968). Little

literature is available on the views or from the standpoint of the juvenile correctional consumer, and little literature is available regarding new approaches or re-integrating the correctional system into the community (Reppucci, 1973). We have only begun to explore the mysteries by which societies unintentionally produce criminal responses in some of its members. However, the literature which is available, however much or little we may consider it to be, does not seem to be well utilized. The traditional methods of controlling juvenile delinquency (arrest, detention and incarceration) continues as if no other scientific or humanistic answers are available. Our present system does not seem to be based on logic or scientific theory, but more on current social values and political attitudes. Therefore, one interpretation of the challenge of change would seem to be in community development and education, and the concomitant necessary forms of attitude change.

ASSUMPTIONS AND MODEL USED IN TRYING TO DEVELOP
A METHODOLOGY FOR INVOLVEMENT IN A VARIETY OF COMMUNITY SETTINGS

From 1971 to 1974 I have been involved in a community psychology experience at Wilfrid Laurier University, formerly Waterloo Lutheran University, of Waterloo, Ontario, Canada. This thesis is, in part, a description of the development of both concepts and skills found to be necessary for an effective involvement in community building in Kitchener-Waterloo. My specific interest and area of involvement was with group homes and correctional services for troubled and troubling youth in a community context.

It was in the context of my experience with troubled and troubling youth that I gained practical experience and theoretical knowledge of the content area of community psychology, and gained skills and training in the process of working in and with a community.

Bennett (1970) developed a model which was used extensively and it is described below. There are five basic assumptions about man in society and four basic assumptions about the role of a researcher-consultant. They are:

1. A Comprehensive Health Planning process is a complex human problem which takes place in an historical and social context.

As a researcher-consultant to a health planning process, I asked myself how I could become engaged in the project so that both myself and the participants could (1) understand the larger social-historical scene in terms of its meaning for those of us involved in the health planning process and (2) how this understanding could enhance our well-being and problem solving abilities.

Comment. This assumption is in line with C. Wright Mills' discussion of Issues, "which have to do with matters that transcend local environments of the individual and the range of his inner life". (1959, p.8) These are matters which have to do with the public issues of social structure and are important to separate from the personal troubles of milieu. The latter have to do with matters that lie within the individual and within the range of his immediate relations with others and his immediate milieu. Issues have to do with the organization of many such milieu into the larger structure of social and historical life.

In other words, in order to become involved in problems such as comprehensive health planning, it seems important that one needs to understand the issues which stem from the nature of the health providers and consumers, and the issues which arise because health as an institution is under pressure to change in a society rapidly changing. The problem of research and consulting to comprehensive health planning quickly becomes transformed into an understanding that sweeping reform of the entire health field will characterize the coming decades; the demand for reform stemming from highly complex social concerns.

The implications of the above for myself as a researcher-consultant are that to understand changes of many personal milieu one is required to look beyond them. This is not only important on a theoretical level but on an action level as well, for training, research, and consulting. I do not feel that I can understand problems in the health field without looking at the public issues of the social structure. Moreover, it follows that I do not feel that we will solve these problems without new conceptions and practices which take this into consideration.

2. Man works in relation to nature and people and cannot know himself or others until and unless he recognizes himself behind all of it.

Man can only realize his self-consciousness through his relationship with the world, i.e. it is only by interacting in his environment that man learns.

Comment. This assumption is rooted in the thinking of both Hegel and Marx. It is succinctly stated by Marx as follows:

The world is an estranged and untrue world so long as man does not destroy dead objectivity and recognize himself and his own life "behind" the fixed form of things and laws. When he finally wins this self-consciousness, he is on his own way not only to the truth of himself, but also of his world. And with the recognition goes the doing. He will try to put this truth into action and make the world what it essentially is, namely, the fulfillment of man's self-consciousness.

(Marcuse, 1941, p. 113)

For Hegel, knowledge is not obtainable from the position of the subject-object split but only when the object is grasped as something which is related to the subject or thinker. Man can only know the world when he makes it his own--not in the form of pure subjectivity but as his own subjectivity is related to it. This is an essential conceptual base for my thesis and a strong underlying principle for a social system's approach to research and consulting... A corollary to assumption 2 is that a study of man only has meaning in relation to the social systems that comprise the interdependent world of the researcher and client system. That is, my theory and practice in this endeavor not only reflect the social order but me as a researcher-consultant. I am not isolated from the phenomena I am researching and being consultant to, but rather I am very much a part of them. I not only influence the people and the organizations I am involved with, but am influenced by them at the same time. In researching-consulting with human beings and social systems, one cannot assume that we obtain knowledge from a constant world in the abstract sense.

3. To be alienated and other-directed is contrary to the needs of man.

Comment. Fromm purports a similar position, expressing the viewpoint that a sane society is that which corresponds to the needs of man.

Let us also remember these goals of mental health are not ideals which have to be forced upon the person, or which man can attain only if he overcomes his "nature" and sacrifices his innate selfishness. On the contrary, the striving for mental health, for happiness, harmony, love, productiveness, is inherent in every human being...Given a chance, these strivings assert themselves, as can be seen in countless situations. It takes powerful constellations and circumstances to pervert and stifle this innate striving for sanity; and, indeed the greater part of known history, the use of man by man has produced such perversion. To believe that this perversion is inherent in man is like throwing seeds in the soil of the desert and claiming they were not meant to grow.

(1955, p. 241)

Fromm (1955) and Maslow (1964) posit the view that social systems can correspond to the needs of man and that he best realizes his potential under this condition of high synergy with his environment (Arygris, 1960; McGregor, 1960; Maslow, 1954, 1964, 1967). A corollary to the assumption that to be alienated and other-directed is contrary to the needs of man is a belief that there is an inherent tendency in man to develop all his capacities to enhance and fulfill his potential and being. "It is development towards autonomy and away from heteronomy or control by external forces." (Rogers, 1959, p. 196) Similar views have been advanced by Angyal, 1941; Maslow, 1954, 1956; Fromm, 1941, 1955; Allport, 1946, 1955; Jung, 1959; and Reisman, 1961. The solution to the conflict between man or at least between individual and species, existence and essence, freedom and necessity, leads to assumption 4--man's active relationship to the objective world Marx calls the "productive life".

4. The productive life is life creating life. Man can only realize himself when he is his own master, when he owes existence to himself. When a person lives exclusively dependent on another person's favour, he not only owes the continuance of his life, but also his creation, because he is not the source.

Comment. The subtle aspect of the above is that it is based on man's active relationship to the world. The productive man is not man as a passive-receiver, nor as a narcissistic self-centred being who has turned inward upon himself. Man is productive only as he grasps the world outside of himself by his own subjectivity, not separate from it.

For Marx, the productive life is very closely tied to a man's work. Work is defined as self activity in the broadest sense of the word. It is the self expression of man; it is the act of man's creation. Work is viewed as a process in which man and nature both participate; in which man sets himself in motion to act on the external world. In the process of changing the world, man at the same time changes himself. When work is a process controlled by man, it is his self creation; when he is controlled by work, it is self alienating. For Marx, work is an end in itself, the product is self creation (1967). This leads to my next assumption.

5. Man has a "need" to explore and act on his world. It is this inherent tendency which energizes man to develop all his capacities; to enhance and to fulfill his potential and being.

Comment. This assumption is roughly similar to White's (1959, 1960) effectance motive which is man's basic need to explore and act on his environment. I assume that man is characterized by movement in his "life space" similar to the type of movement envisioned by Marx, White and encompassed in the Lewinian term, "locomotion". (Lewin, 1935)

The concept of "need", which has a rich and disputed history in psychology, is used here as a motivational concept to explain the exploratory and "effectance motivated behaviour" observed in

both animals and human beings. Two major types of needs are identified in line with Maslow, 1954; Herzberg, 1966 and Bennett, 1969--deficiency needs and growth needs. In line with earlier considerations the strength of one need can affect another. (eg. Maslow, 1954) Relevant here are the research findings which indicate need desires are dependent on need satisfactions (Alderfer, 1966) and the emergence of growth needs is related to the satisfaction of deficiency needs (Alderfer, 1968).

Summary and Implications of Assumptions 1-5 (Man in Society)

The theory in the preceding section implies that in order to develop a workable model for provider-consumer collaboration for Comprehensive Health Planning the researcher-consultant must be concerned with the public issues of social structure as well as the personal troubles presented in the immediate milieu.

A basic premise to this project is that the world is essentially the fulfillment of man's consciousness and that man can only know the world when he recognizes himself behind all of it and when he makes it his own...Research-consulting according to this view not only reflects the social order, but the researcher-consultant and his relationship to his own social system and to the client system is of paramount importance. This perspective is the foundation of the following assumptions which are the basis for my research and consulting activities.

6. Research and consulting to Comprehensive Health Planning is a community process.

Comment. This assumption is based on the consideration that the process of self-realization is a process of continuous involvement with the various communities of one's society...

This assumption implies that both the understanding of the dynamics of health problems, as well as their resolution, necessitates involvement in a community process.

7. The optimal and most meaningful strategy for change is when the researcher-consultant (change agent) is actively present in the very situation in which the problem presents itself.

Comment. This assumption is in line with the earlier assumptions and has been considered by Sarason, Levine, Goldenberg, Cherlin and Bennett (1966) and Levine (1967).

The assumption is based on two underlying reasons:

(1) The importance of observing first hand the context in which the problem, program, client system, manifests itself. For any problem which is presented, it is crucial to observe the social context in which the problem is perceived because it is this context which would be involved as part of the object of change. As a researcher-consultant, I wanted to be in a role where my information was based on direct experience with the client system and where I could observe not only the specific problem presented, but the larger context as well. It was my expectation that I would rarely be asked to focus on the organization or larger context but on specific individuals and specific problems. I believed that if I focused on individuals or on specific problems without viewing the larger context I increased the probability that I would drastically limit the help I could provide. I therefore considered it essential to view each individual problem as an instance illuminating: (a) the ways in which the larger social context was a source of problems and (b) the necessary changes to reduce the incidence or severity of problems. The dual role of being both inside and outside offered what I felt was a unique perspective--the possibility of being able to be close enough and still distant enough to stand back and separate the forest from the trees.

(2) Secondly as a researcher-consultant, I wanted to be located in the situation since the role of a change agent involves a process which is integrated with rather than separated from the client system. It was my belief that (a) the process of problem solving with the client system by itself offered a perspective of the client system and of the culture of the setting that could not otherwise be obtained and (b) the process of introducing change was very much a part of this process. A major question for me as a person interested in change was whether I

could achieve a level of the relationship with the people in this setting where what I did and said made a difference.

8. The goals or the values of the researcher-consultant do not have to be consistent with the goals or values of the client system, but he has to be aware of what those goals or values are and has to be capable of appreciating what they mean to the client system.

Comment. This assumption is a modification of one formulated by Levine (1967) and is based on the premise that each client system has a major purpose or set of purposes that sustain life for the system. It also assumes that this client system will work to rid itself of any agent who promotes goals or values which are at variance with major goals or values of the client system. Examples of two projects which were expelled from their communities because they violated this assumption are illustrated in Cumming and Cumming (1957) and Kaplan and Quinland (1969). A subtle point to be made here is that as a change agent, it was not my intent to promote my goals or ideas. In the process of trying to understand and build with the client system, I have shared my goals and values and have also withdrawn from situations where there was too much incongruence between where I was and where the client system was. It follows that it is important for me as a researcher-consultant interested in processes of change to be aware of what my goals and values are as well as those of the client system. If for no other reason than my respect for the client system (in fact, other human beings), it is important that I work (1) to determine what these goals and values are; and (2) to understand and appreciate what they mean to the client system. This does not mean that I have to accept and value their goals for myself, but rather to try and understand what they mean for others.

This assumption is a difficult one to adhere to because it continually forces a process of self-examination. However, it is basic principle which the researcher-consultant must accept to ever understand those who are different or if he is ever to influence or be influenced by people whose goals or values are different from his.

9. The researcher-consultant, change agent, process should be an integrative one which has potential for using the resources of the setting or for introducing resources which can become a part of the client system - a process which is capable of sustaining life independent of the researcher-consultant.

Comment. This assumption, which is in keeping with Sarason et al (1966), Levine (1967) and Grinnell (1969) attempts to face the reality that there is no master plan, master consultant, or miracle worker to guide or direct the people in the client system through their daily experiences. It extends many of the concepts introduced earlier and supports the view that the client system should be able to care for its own problems. It is based on the assumption that self-realization occurs by becoming more independent as a problem solver and capable of sustaining a problem solving process independent of the change agent.

The integrative process formulated by Grinnell (1969) couples with earlier considerations, appears to address the above needs. This process is characterized by: (1) collaborative activities involving diverse interest groups at each step of the problem solving process; (2) the notion of a problem solving process geared to meeting changing needs; and (3) rapid, complete cycles of the planning--design--implementation process which serves as a learning vehicle for effective collaboration.

Summary and Implications of Assumptions 6-9 (Researcher-Consultant Role)

The above considerations have indicated that my presence in the situation is an integral part of my research-consulting perspective. I have noted that this activity is based on the points of view that health problems are community problems and that it is being and acting in relation to the people and their problems that I developed an understanding of the various qualities and aspects of life related to Comprehensive Health Planning in their setting. This activity was based on a strong respect for the lives of others and the belief that

each man and all communities of men are capable of developing an awareness of their needs, of self and others and actively becoming engaged in a problem solving process to both resolve these concerns and enrich the quality of their lives. Finally, it assumes that a problem-solving process which is self-sustaining, community based, integrated and collaborative, has most meaning since it was life beyond the consultant and, as a process, creates and expands the lives of the people and communities involved.

These assumptions became a part of my basic premises and my conceptual map during my work with group homes and corrections in Waterloo. Comprehensive Health Planning is a government endorsed, sponsored and encouraged program in the United States for which there is not an equivalent in the area of corrections in Ontario. This does not limit, however, the generalizability of these assumptions to the areas of group homes and corrections; the words just need to be changed from "health" to "corrections". The more general issues of man in society and the role of the researcher-consultant were most helpful for me when beginning to understand my work in the community of Waterloo and therefore the above assumptions formed a major part of the framework for this thesis.

As a student, I also became immersed in other broad social issues, such as alienation and anomie, and the effects of these phenomena on my own and other's behaviour. These are common themes of our culture and important to understand when working with people in the settings of our culture. Josephson and Josephson (1962) describe some of the conditions and influences alienating man in modern society as; man divorced from nature, bereft of his religion, isolated in his community,

chained to monotonous work, and controlled by massive and impersonal political and government machines. Our literature and language are full of words describing these terms.

A difficulty for students of community psychology, as we read so much literature on this impending doom and destructive legacy, is to try to see, in ourselves first, how we can reduce these forces and how to begin to build more meaningful and less isolated relationships. It is important to understand individual problems as examples of a larger social picture.

No matter how sophisticated or polished an understanding of modern society we feel we have from time to time, we quickly learn that that does not mean that we know any better how to work with people in ways that would be beneficial or have any impact on our collective isolated and alienated lives. We still have to "operation-alize", and begin to learn some practical skills.

C. Hampden-Turner's Radical Man (1971) developed a model of psycho-social development of man which helped to demonstrate a way of working with ourselves and others to develop methods of interaction which would ultimately help reduce feelings of alienation and anomie.

Not only does man exist, but he does so in relation to others who receive his communications and witness the investment of his personality in the human environment. Hence the development of existential capacities in man is interdependent with the development of such capacities in other men and the total relationship may be regarded as a continuous process. My model of this process reads as follows.

(Hampden-Turner, 1971)

Man exists freely

- (a) through the quality of his PERCEPTION
↓
- (b) the strength of his identity
↘
- (c) and the synthesis of these into his anticipated and experienced COMPETENCE
↓
- (d) he INVESTS this with intensity and authenticity in his human environment
↓
- (e) by periodically SUSPENDING his cognitive structures and RISKING himself
↙
- (f) in trying to BRIDGE THE DISTANCE to the other(s)
↖
- (g) he seeks to make a SELF-CONFIRMING, SELF-TRANSCENDING IMPACT upon the other(s)
↑
- (h) and through a dialectic achieve a HIGHER SYNERGY
↑
- (i) each will attempt to INTEGRATE the FEEDBACK from this process into mental matrices of developing COMPLEXITY
↗

Some of the characteristics of this model are:

1. Every segment of this model is permeated by man's existence and the values thereof. He chooses how to perceive and whom to perceive. He defines himself and his competence with a chosen degree of risk and purpose. From the synergy of his existence with that of others he chooses what to recall and how to synthesize it. He is free within the process of his development which is the necessary condition of his freedom.
2. The model foreshadows a field theory and not a monadic one. Each segment derives its meaning from its place in the total field. If I wish to define precisely what I mean by "the quality of PERCEPTION" in segment (a) of the model, then I must point to each of the other segments which qualify it. By perception I mean the cognitive capacity that enables a man to invest and risk his competence by investing in distant others...etc. The same rule applies to all the other segments. They are defined by their function in the totality, strengthened in that function by the strength of the totality, and weakened in definition and strength by a malfunction in any segment of the totality.
3. It follows that the "different" segments are but parts of a continuum of relational facts which comprise a whole of living and hence inseparable parts, which are separately identified purely as a matter of convenience.
4. The model is cyclical and because "the other" who receives the investment also exists we may think of a double cycle which intersects at segments (g) and (h) of the processes. With continual revolutions of the intersecting cycles it is possible for perceptions to be improved, identities strengthened, and invested competencies to be confirmed. It is possible for each party to the interaction to receive support and information from the other, so that every segment of the two cycles is enhanced and developed. This being so, one may think of each cycle as a helix spiralling upwards and of the model as a double helix.

Each segment of my cycle model has been cited by five or more theorists of psychological development as a criterion for "positive mental health" and mature human functioning.

(Hampden-Turner, 1971)

There is a major problem for researchers when considering working in social or community settings: how does one generate valid information?

When working with a variety of people in "uncontrolled" settings one model suggests that if you provide for the free and informed choice of the "clients", if you help them develop internal commitment to the research, and at the same time work to develop conditions of psychological success, feelings of essentiality, confirmation and increased self-acceptance, the researcher will find his "clients" able to provide valid information. This model is described by Argyris (1973) and he has named it "organic research". The objective of this model is to reduce the effects of the "adaptive" strategies of subjects which frequently have a detrimental effect on research, what Argyris labels the "unintended consequences of rigorous research".

Organic research can be differentiated from rigorous, or mechanistic, research in the following ways:

1. Subjects participate in defining goals confirming and disconfirming, and modifying or adding to those goals defined by the professionals.
2. The interventionist realizes that, in addition to being a professional, he is a stranger in the institution. Subjects should be encouraged to confront and test their relationship with him. His power over

the subjects due to his professional competence is equalized by his encouraging them to question him and the entire program.

4. The interventionist depends upon the clients' need to be helped for encouraging them to control and define the program so that they become internally involved and feel that they are as responsible as the interventionist.
5. Participation is encouraged in terms of instrument design, research methods, and change strategy.
6. The costs and rewards of the change program are defined by the clients and the interventionist.
7. The feedback to subjects is designed to unfreeze them, as well as to help them develop more effective interpersonal relations and group processes.

Mechanistic research can be characterized along these dimensions in the following ways:

1. The interventionist takes the most prominent role in defining the goals of the program.
2. The interventionist assumes that his relationship of being strictly professional cannot be influenced by the clients. He maintains his power of expertise and therefore keeps a professional distance from the clients.
3. The amount of client participation in the entire project is controlled by the interventionist.
4. The interventionist depends upon the clients' need to be helped of need to cooperate as being the basis for their involvement. He expects clients to be used as information givers.

5. If participation is encouraged, it tends to be skin-deep, designed to keep subjects "happy".
6. The costs and rewards of the change program are defined primarily by the intervention-ist.
7. The feedback to subjects is designed to inform them how much the diagnostician learned about the system, as well as how professionally competent the diagnosis was.

The principles of organic research when utilized, are designed to minimize dependent and submissive relationships between subject and researcher. There are many opportunities for clients to experience feelings of psychological success, and feelings of essentiality, to develop confidence and trust in others and experience effective group relations. Consequently there is far greater possibility that clients will provide valid information, will make informed choices and develop internal commitment.

These models are presented to the reader as illustrations of the first "building blocks" which were available to the authoress when becoming immersed in community settings. It is important to understand that there are few, if any methodological "cook-books" available when one wishes to participate in research in this content area. There are some descriptions of other researcher's activities, but these vary widely in their personal style, viewpoints and theoretical assumptions. In many ways I felt as if I was starting to explore a content area in unique and never-before-attempted ways.

The following section describes my involvement in a variety of

settings in the community. An attempt is made to illustrate the links that exist between these original models and assumptions and the work in the settings, and in the summary to show the progress and growth towards goals.

INVOLVEMENT

TABLE 3

CALENDAR OF EVENTS

MAY			
JUNE			
JULY			
AUGUST			
SEPTEMBER			
OCTOBER			
NOVEMBER			
DECEMBER			
JANUARY			
FEBRUARY			
MARCH			
APRIL			
MAY			
JUNE			
JULY			
AUGUST			
SEPTEMBER			
OCTOBER			
NOVEMBER			
DECEMBER			
JANUARY			
FEBRUARY			
MARCH			
APRIL			
MAY			
JUNE			
JULY			

1972	1973	1974
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Canadian Mental Health Association/Waterloo Membership
- Volunteer -
CMHA/Waterloo
Negotiations with the Ministry
Members of the community working together around issues of group homes
L.I.P. Funding
Volunteer with Grand Riverview Homes
Group Home Committee
Wilfrid Laurier University

Once the decision was made to work in the community of Kitchener-Waterloo I needed to decide what I wanted to do, where I wanted to work, and what area or activity I would become involved with. I had had a variety of experiences in Ontario and the United States with Mental Health Associations and their activities and so, for me, the local Mental Health Association seemed like a probable first avenue of exploration.

In September 1972 the Canadian Mental Health Association/Waterloo branch (CMHA/Waterloo) was in the midst of a process of negotiating with the Ministry of Corrections and their representatives (the Ministry) to establish a group home for wards of the Ministry.

There are a variety of descriptions of what a group home is, but the people discussing the issue at that time were talking about a residential setting for six to eight young people, between the ages of twelve and sixteen years, living together and participating in community life under the supervision of two houseparents.

The impetus for these discussions grew out of an arrangement that had been made between the provincial level of the Association (CMHA/Ontario) and the Ministry. Any branch of CMHA across Ontario could receive funding from the Ministry and management assistance from CMHA/Ontario to establish a group home in their community. The goal of this new program was to develop more residential units for youth presently incarcerated in training schools. The homes would provide adequate personnel and programs to successfully reintegrate the residents into their communities.

Many of the young people who were in troubled or troubling situations in areas, particularly northern areas of Ontario, were placed in training schools in Southern Ontario, because there were no other alternative places for treatment in their own communities. CMHA/Ontario has branches in many of these under-serviced communities and this fact, plus an interest of the association as a whole to pay particular attention to the needs of children, resulted in the development of the "partnership" of CMHA/Ontario and the Ministry. The objective of this partnership was to open thirteen group homes to relieve part of the problem of scarcity of services in some of these areas. Because the program was limited to the establishment of only thirteen homes, branches which were in areas with deficient services would receive priority of their applications.

The group from CMHA/Waterloo had been told that Waterloo was not high on the priority list because of the number of group homes which were already in the area, but if we had some plans and ideas for a group home which were of interest to the Ministry, an exception might be made and we could still be considered.

The Ministry's program was discussed at the local CMHA/Waterloo board level and it was decided that if the association were to become involved it would be with the understanding that it would prefer to manage the home at the local level, not through or with major administrative help from CMHA/Ontario. It was felt that there were enough administrative skills and volunteer time available in the community to operate such a home and that the money saved by not paying

CMHA/Ontario the percentage of the grant they were requesting for their services could be used to improve the programing and activities in the home.

It was our goal to integrate the home from the beginning into the lives of people in the community. To concede to the needs or suggestions of CMHA/Ontario, to have their personnel take responsibility for developing administrative skills, took something important away from the community, i.e. community members' responsibilities to provide viable alternatives to incarceration for troubled and troubling youth, their responsibility to develop and participate in community projects, the development, or further development, of skills in working with a variety of sectors of their community and in a variety of ways, and their involvement with other systems in the community in enriching and beneficial ways.

CMHA/Waterloo refused the services of CMHA/Ontario and therefore had an additional task of smoothing some "ruffled feathers" at the provincial level of the association. This was considered a matter of community development.

In September, 1973 I decided to commit myself to an involvement with CMHA/Waterloo and specifically with their activities regarding group homes and corrections.

I was new and inexperienced with the literature and content of the field of troubled and troubling youth and corrections and the next step was to begin to read and research the area to develop an awareness of more of the issues, the history and descriptions of what

had been tried in other places. It is important to note that the process of learning about a complex subject area and involvement in a community building process were happening simultaneously.

The theory behind the development of group homes as a living arrangement and treatment milieu for young people in our correctional system is another example of our psycho-social "band-aid" solutions. Young people, when they appeared to be a "problem" in a community, were usually removed and isolated from that community and efforts were then made to "rehabilitate". When a specified period of rehabilitation in an institution was completed, a period of time would often then be spent in a group home in an effort to "reintegrate" the young person back into the community, though often not the community the young person came from. What the system ignored, for whatever good or bad reasons, was that the community could and would remain passive and uninvolved throughout this process. This reflects the previously mentioned argument that the correctional system may preach social responsibility but it focuses entirely on the individual young person without punishing or even trying to change the delinquent society that ignores its responsibilities. The Ministry of Corrections was in effect, just adding a slightly different twist to their old model by establishing group home institutions in communities throughout Ontario. It may have been trying to reduce the physical isolation of young people from their home communities, but it was not effectively reducing the psychological isolation which remained. Merely describing that communities should accept these new facilities did not guarantee

the achievement of that goal. The Ministry did not appear to have any clear plans on how to help communities learn to interact and be helpful. The lack of funds, personnel resources, and developmental planning for this essential ingredient made the successful integration of a group home into the life of a community a matter of chance.

Canadian Mental Health Association/Waterloo - Understanding Group Homes

It was decided as a group that before negotiations went beyond the initial stages already reached, that we must include more people from the community who had more, or direct, contact with group homes in the Waterloo area. We invited an independent group home operator to join in our meetings. We had been able to identify this person through some personal contacts of one of the members of our group. We needed to become more familiar with more of our local people involved with group homes, but our initial awareness of group homes in Waterloo was only with regard to this one sub-system. We gained our initial impressions of the activities of group homes and other people to contact through this sub-system, Grand Riverview Homes, owned and operated by Mr. Haut.

Herbert Haut is a minister by profession, who still occasionally finds the time to speak to a congregation, but, primarily, his energy is consumed as director and co-ordinator of three group homes operating under the name of Grand Riverview Homes. He has a farm near Glen Allen, about ten miles from Kitchener-Waterloo, with farm livestock, riding horses, and a lake and camping areas close by. Some children used to live there but now they visit regularly for a variety of recreational activities. There is one group home in Waterloo, close to Wilfrid Laurier University, another closer to downtown Kitchener, and a third in the adjacent town of Bridgeport.

Mr. Haut had experienced many difficulties in operating group homes in the Kitchener-Waterloo area and felt at the time that we

first met him, that he could not establish co-operative or supportive relationships with many of the necessary agencies in town. He felt that one of the main problems of operating a group home anywhere was making financial ends meet. Most agencies funded on a per diem basis rather than on the basis of a program that is offered to the residents. He was forced, because of this funding arrangement, to keep his homes as full as possible, as much of the time as possible, without any complications (i.e. someone running away for two nights, or someone in the hospital for two nights meant he lost the per diem for that person for two nights). There is a great deal of variety in per diem rates between group homes and yet there are pressures, especially from other support agencies in the community, that the system with the lowest per diem rate maintain high standards of staffing, activities, and programing equivalent to those maintained by the highest per diem system in the area. Mr. Haut had the lowest per diem system in the area and so was feeling these pressures.

Frequently placements are made to group homes by agencies who feel they are in an emergency situation, or who have tried a number of other solutions with no success and are feeling desperate. Mr. Haut was often in the position of having to accept these referrals because he wanted to try to keep a child out of an institution or at times he had the realistic problem of having a bed that needed filling. This frequently created problems for him with other agencies in the community. An illustration will help. Consider the situation where a particularly difficult female child needs to be removed from her

foster home and if a group home placement cannot be found then she will have to go to a training school for lack of any other facility. Mr. Haut is contacted and he asks to see any information that is available before making a decision. In many cases that presents a difficulty to the referring agency since files seem seldom to be kept up-to-date. If Mr. Haut will take the child the information will follow shortly, which usually means a few weeks, at the earliest. The child comes to the home with little or no information accompanying her. The school board does not like to place a child in just any school or class, especially if the child needs special help, and so they behave in ways that are not helpful to the group home, by stalling or refusing placement. They also have their own concerns about children from other counties who require so much of the local resources and energies, and begin to make strong suggestions to Mr. Haut that he not accept so many problem referrals from other counties. If the hospital psychiatric services are required they also do not like to work with children without some idea of their past experiences and problems. They find themselves making inappropriate recommendations for the child and for the limited resources of the group home. But they do not usually find out about the limited resources of the home until after a suggested treatment is not carried out. The resources of the group home are limited primarily because of the sporadic and inadequate funding arrangements. The children are in the homes, and with little support from outside agencies there is little time, energy and often skills available to staff, to correct inadequate or

uncooperative arrangements.

We at CMHA/Waterloo began to feel extremely hesitant about opening a new home in the Waterloo area. We had obtained verification from other group home systems and support agencies that the problems experienced by Mr. Haut were generally true in other situations as well. We began to feel that we might better expend some energy working with the existing situation and try to find ways to ameliorate some of the problems before we seriously considered opening another facility.

Goldenberg (1971) describes some of what we faced at this time. He is describing assumptions and misconceptions generally held when beginning to develop a new setting.

1. A new setting, institution or agency is needed to meet some need (old or new) that has been identified in the community or society.

The rise of the new organization is in many ways an indictment of the ways in which the more traditional agencies have been meeting (or, in reality, not meeting) the needs they were traditionally intended to serve.

2. A new, separate facility should be built (i.e. the new program required its own physical plant) in order to meet the identified need.

From what we had begun to learn there seemed to be a number of people already working very hard in the community to try to make their group homes work successfully. We seriously began to look at whether anyone could successfully manage the operation of the day to day concerns created by the system, and if one did, what that meant for the development and care of the people living in the home. We clearly

realized that there were a number of group homes in the area with similar problems in varying degrees and wondered how it would or could be any different for a group home we might initiate.

We came to realize that if group homes and their residents were having difficulties fitting into the community, and this was our macro-interpretation of what had been described to us as specific problems, then we were merely seeing the more visible symptoms of a larger social problem. If we were in the business of putting ourselves out of business, (i.e. ultimately eliminating the need for correctional services as we knew them), then to buy into the system by creating our own group home would only prolong or reduce the chances of our ever confronting the more basic issues (i.e. community responsibility for its problems, their solutions and prevention).

Our arrangements with Mr. Haut became one of helping him find solutions to his existing needs. We were retreating from the position of active involvement in a direct service and becoming consultant to a group home system with the aim of developing broader community awareness and involvement in the needs and problems encountered by group homes and their residents.

Mr. Haut had six to eight wards of the Ministry already living in his three homes with other residents from other agencies. We decided to try and negotiate with the Ministry for funds for the eight on a program basis rather than on the usual per diem basis. If Mr. Haut were guaranteed a sum of money to run a home for these eight then he could concentrate more on development in other areas of his

system which may have been deficient.

The goals of CMHA/Waterloo were to maximize community resources and energies to meet the needs, and to find solutions and ways of preventing these and similar problems. We were interested in working within the Ministry's new program, but, with the young people already in the community. This would allow us to begin to get to know them and begin to discover ways that we could be helpful before an official, formal opening or funding date. We were interested in developing community resources, awareness, and responsibilities towards group homes and their residents in ways that would be helpful to the group homes. We were also interested in researching and evaluating all of our efforts and programs. This meant documenting and evaluating, for instance, volunteer programs which might be set up in terms of their effectiveness for the group homes, the residents and the volunteers. Our method of researching and evaluating our community activities was based on the Organic research method described by Argyris (1973), as mentioned earlier.

An important goal of the Ministry was to reduce the population of the training schools. They had eight people incarcerated who should be placed in the community once money was being spent to fund a project. Because we wanted to work with the eight people already in the community, we had a problem. The support for the eight already in the community came from the Ministry on a per diem basis, but from a different department. It seemed easy for us to suggest a simple transfer of funds, but then we were not aware of the inner workings of a large

provincial ministry, and the "rolling eyes" of the representatives from the Ministry as they saw the mountains of red tape, were convincing. The Ministry also seemed to have reservations about the mixing of the wards of the Ministry with wards of other agencies. We wanted, if possible, to allow the young people from the Ministry to remain in their present living arrangements rather than move them all into one home, simply because of the disruptive effect such a move might have. The Ministry did not object from a program point of view but more for financial reasons. Would the allocations for the wards of the Ministry become watered down when combined with the needs of the wards from other agencies? There was also a problem of using any of the money allocated, for research or community development. Research and community development were essential, and intricately a part of our plans, but these needs could not be included in the funds available in the program the Ministry was offering. Research was funded from another department, and the people with whom we were having discussions would do everything they could to help get the additional funds for the research, but a separate proposal and separate negotiations were necessary. The Ministry repeatedly remarked that our ideas for programing, research, volunteers, staff training, community work, etc. were excellent, unique and progressive but the guidelines for the new Ministry program simply did not allow for our types of ideas, plans and needs.

It was necessary to adopt a wait-and-see attitude with the Ministry to see if there was any way that they could accommodate us

and so continue our negotiations. We wrote a research proposal for their research department and until we received word on that we would not be sure of how to proceed with them.

In the meantime we decided to also write a proposal for funds from a department of the Federal government which would enable us to organize and begin to work on some of the ideas and plans while waiting for some decisions from the Ministry.

Insights

It was important as a first step to get to know the problem area we wished to become involved with. This meant reading the relevant literature on the one hand and listening to individuals involved in the settings on the other. At this point in time it was important to gain as much information as possible from members of the community and representatives of various settings. This was sometimes difficult to do simply because we were often strangers. The information we received was frequently descriptive of individual problems but reflected, to a large extent, the characteristics of the settings and their relationships with other agencies and people in the community. The problems of individuals could be generalized to problems within a larger system, and often then were generalizable to the literature. It was then necessary to interpret ideas, models and theories from the literature into terms which were appropriate to larger community issues and relevant to the individual problems of people in a variety of settings.

Making ideas and models from often obscure sources relevant to

settings and people in the community often was the hardest step, and the skills required, the most difficult to learn. It was necessary to a large extent to abandon the language that psychologists fondly use in the literature to convey ideas. The essence of what we read was important but it needed to be put into terms that were more practical. In conjunction with this we had to learn extensively about the settings in order to find the terms which would convey what we wanted to share so that people could both understand and begin to use what we offered in parts of their systems. Gradually our systems would become interdependent and these "translation" problems would be minimal, but not without some conscious effort at the beginning.

It was important to develop information sharing mechanisms that everyone realized were dependent on information flowing two ways. People from formal agencies, like the university, could not be seen as having all the answers because they read some books and journal articles. Similarly people from other service agencies wouldn't have all the answers because they had the direct experience. The goal was for the sharing of both spheres of information and experience so that no one "side" would feel dominated or "other-directed" and we would have the most creative use of the information.

It was also felt that by all working together, in an active relationship with each other, we would be able to develop and produce far more than if we continued to work separately. In fact, as we began to work together our energy levels and excitement were high. It was intrinsically rewarding for all of us to work together to begin

to explore and develop action steps regarding our common interest.

From early in the process it was considered important for CMHA/Waterloo to include members of the community in the negotiations with the Ministry. Regardless of whether or not CMHA/Waterloo ultimately organized and opened a group home or not, their activity would have an impact on the community. When problems became apparent that we took an interest in and decided to work on, it was with the understanding, both internal and external to the organization, that our level of involvement would be both intensive and extensive. We felt it was important to be allowed entry into systems under these terms and by accepting the concomitant responsibilities, in ways that would bring us closer to the problems, we would then be able to help develop optimal and meaningful strategies for change.

Local Initiative Program Funding

One of the assumptions mentioned earlier stresses the idea of utilizing resources already available to a client system and/or introducing others which can become a part of the client system.

In Canadian communities there is a funding source from the Federal government called the Local Initiatives Program (L.I.P.). This program is a Federal manpower program designed to reduce unemployment during the winter months. Originally projects for the construction industry were the major recipients. Gradually more and more proposals were submitted for "service" types of needs (e.g. taping literature for the blind, recreation programs for the atypical). Direct service agencies sponsored proposals which could answer some of their needs, provide additional services and help some of their clientele. Oddly enough, as more and more of these social service projects received funding through L.I.P. there were more and more criticisms of the program. People were upset and vocal; at public meetings, with their elected representatives and with the press. The Federal Manpower offices were to be in the business of creating jobs, not creating solutions to social problems, yelled most. Projects which sounded good to a group of decision-makers in Ottawa, but which were inappropriate or without community support, were receiving funds, without the approval of the community. Taxpayers said they were incredulous. The public media was full of accounts of poor project supervision, mismanagement of funds, incomplete or destructive projects, and "band-aid" solutions to major social problems. There were thousands

of projects funded across Canada, but if one "messed up" in Vancouver, it was in all the Waterloo papers, and vice versa. This new Federal program was developing into a political football and that left the funded projects, which were doing some good, playing "monkey in the middle". Eventually L.I.P. re-organized. Community screening committees were formed and given primary responsibility for decisions made about which projects would receive funds. Local politicians tended to make "safe" decisions, but at least the community had more representation. L.I.P. officials hired more staff to supervise more intensively the projects which were funded.

Description of Involvement

In the midst of all this tightening up, in the fall of 1972, I wrote a proposal for the funding of two staff positions to work with volunteers for group homes under CMHA/Waterloo sponsorship, and our proposal was accepted.

It was our goal to have two full-time staff people available to work at organizing, stimulating and coordinating volunteer resources around the issues and needs of group homes. We were not so naive and unthinking to believe that as soon as we hired two more people a number of the problems we had been discussing would be well on their way to finding solutions. What we did not realize and had no experience with was the extent and range of new problems we would have to face.

Funding was from a new (for CMHA/Waterloo) source for two new staff positions for people with little or no history with the agency or possibly even the community. Nevertheless they would be in contact

with so many more people, agencies and settings during one 40 hour week than we, as volunteers, could manage to see in months. Our responsibilities as researcher-consultants to group homes and the community, and in part as supervisory help to the L.I.P. staff, increased in a geometric progression. At times the L.I.P. project seemed in the midst of, and creating more, chaos.

The L.I.P. officials seemed very much to adopt the attitude of watchdogs. Most of the time they were quietly in the background and available in their Toronto or Kitchener offices to answer any questions and be very helpful. It seemed as if there was a charade everyone was playing. The supervisor in the Kitchener office was a very helpful, pleasant, supportive lady but at the same time she had to make sure that our project did not do anything "wrong". There must have been a directive from head office somewhere describing spot-checks and watch-dog techniques which the personnel in the community were supposed to follow. There was an overall feeling of always being assessed, not so much for the quality of work, but the quantity and the 40 hours work, the reports in on time and the accounts balanced. This was an unhelpful pressure for many projects which did not fit comfortably within these typical strictures.

Two women were hired to begin working January 1, 1973. Neither person had much experience in community building processes, experience in dealing with social problems in a socio-historical context, or experience in action-researching their plans, programs and ideas. Neither woman had experience with group homes, group home residents,

or correctional services. They were, however, the best of the applicants who reached us through the Manpower offices. Immediately upon starting at their new jobs there were pressures exerted and suggestions made as to how they should proceed.

There were pressures from the executive-director of the association to develop a 9 a.m. to 5 p.m. routine of being in the office, to reduce the possibilities of being accused of wasting time and taxpayers' money. If you were not in the office, then no one could be sure that you were not shirking your responsibilities, was the argument put forth. We tried to help maintain the L.I.P. staff's independence from these types of restrictions because we felt it was important for these staff people to spend time (1) in the group home so that they could begin to understand first hand the characteristics of the setting; (2) in the community meeting and building relationships with other community agencies which related to the group home systems; and (3) with members of the community to recruit volunteers and improve or increase public awareness of the programs and needs of the residents of group homes and group home systems.

This created a situation of the L.I.P. staff receiving conflicting suggestions from the executive-director and from board members. The government demands for written reports and balanced accounts, the arranging of appointments, interviewing volunteers, and the paperwork involved in coordinating a program for volunteers resulted in time being spent in the office, but not enough to suffice or resolve the issue.

I was the person who was to work as liaison between the board members who were involved at that point with group homes, and the L.I.P. staff. When it became obvious that the problems we were experiencing were symptoms of more serious problems between board members and the executive-director I asked that the other members from the board become involved in resolving the issues. Not that they were unaware of what was happening; they were receiving phone calls frequently to have described to them the latest "insubordination" of the L.I.P. staff. This resulted in more time being spent in meetings with the executive-director and board members, to work on their differences to try to come to some agreement so that the L.I.P. staff would not have these additional pressures. We met several times and came to an understanding of how the L.I.P. staff time spent in the community was time well spent, but again and again the old patterns and pressures would emerge and we would meet again and go over the same issues without resolving the basic problems which were at the root of the trouble.

CMHA/Waterloo as an organization has a history within the community and within the organization itself which can explain, in part, the difficulties we were experiencing at that time.

The history of CMHA/Waterloo begins a few years before the hiring of the current executive-director. At that time the organization was small, virtually unknown and trying to build a good reputation. The executive-director at that time was an out-spoken, forceful man who was eventually fired by the board. It was felt that he was

spending money lavishly and inappropriately, and that he was estranging the public and agencies in the community from the organization. As a volunteer organization which was dependent on the public for its existence, it was important to have good relations with the people of the community and other agencies in order to accomplish the service commitments the board wanted to make and felt the community needed. After this man left the organization, the board hired the current executive-director. It was felt that she would be able to do a good job repairing the relations with the community. She had had several years experience as an excellent psychiatric nurse in a local hospital and had strong public relations skills which the organization needed. The board at that time assumed responsibility for a variety of administrative duties of the organization to prevent the recurrence of the former inappropriate spending patterns. This was perhaps unnecessary and was an obvious, but eventually debilitating, form of control of the board over the executive-director. She came to the board for permission and sanction for almost all her activities. This was originally suggested as a regular part of board meetings by the executive-director but eventually she felt that she could not continue to operate in this manner. The board was reluctant to return to her the administrative, decision-making powers she wanted and this resulted in a stalemate, low cooperation, stance on the part of the board and the executive-director. At the same time her public relations skills had created strong and mutually beneficial connections with the public and other community agencies. It was a thriving

organization which was growing in its responsiveness to community needs. The board was able to recruit members from a greater variety of settings and circumstances and thus broaden the interests and responsibilities of the organization. The board gradually began to define problems in mental health in broader, more comprehensive terms, to focus on prevention rather than service and cure. As the focus of the board changed the executive-director could not decide how she would fit into this new scheme of things and became anxious about the major change in her role which she would have to accomplish alone. She felt that without board support, which she did not feel she was receiving, she would be unable to continue as executive-director, and subsequently resigned in July of 1974.

All of this history is important as a summary, but it was important as well as an overview as the situations unfolded. Not only did the larger picture help to explain much of the individual problems and behaviours, but it enabled me to keep incidents in a context and perspective, and avoid myself and possibly others from over-reacting in situations which were potentially emotionally heated. It would have been easy, but a trap, to think that all the problems between the board and the executive-director were a result of "personality" differences, (i.e. those personal idiosyncrasies that differentiate individuals). When you take the time to analyze a situation, which you have to be able to do even while in the midst of it, you are able to see that personality factors may have a part to play but they are equal to, or perhaps less important than,

factors such as agreement on basic values and motivation, ideological differences and how these differences are resolved.

Insights

In working with this volunteer community agency I was able to gain practical insight and understanding of some of the basic assumptions mentioned earlier.

To more fully understand and accurately assess why there were unusual pressures and problems in working with L.I.P. funding, or with CMHA/Waterloo, it was necessary to understand the complexity of the social and historical context of these two "settings". As well it was important to realize that the principle of alienation and being "other-directed" was at work in these situations. Neither the executive-director, who was under the control of the board, nor the L.I.P. staff, who were under the control of the executive-director, could tolerate their working conditions, and demanded that changes be made. This issue needed to be resolved before they could experience job satisfactions and feelings of "self-consciousness" in their work. With this understanding we were able to improve, to some extent, our problem-solving skills and stive, at least, toward improving our general well-being.

No one had written the history of either L.I.P. or CMHA/Waterloo so that a new participant could easily understand the complexities of the situation. I needed instead, to become a part of the situation and then I could obtain information and observe behaviour in order to piece together an accurate historical account which was necessary for

my work as a researcher-consultant. From an external position, I would have neither received enough information, accurate information nor have been able to observe the significant behaviours. My presence in the situation and close to people who could relate history and understanding of situations to me was of the utmost importance.

TABLE 4
CALENDAR OF EVENTS

NOVEMBER	DECEMBER	JANUARY	FEBRUARY	MARCH	APRIL	MAY
3 W.L.U. volunteer staff members working in girls' home.		2 L.I.P. staff members involved with Grand Riverview Homes.	Case study method started to match resi- dents with volunteers.	Some commun- ity volunteers began working in the homes.	CMHA/Waterloo Board Policy and Task State- ment. L.I.P. staff asked to leave Grand Riverview Homes.	
Volunteer with Grand Riverview Homes						
L.I.P. Funding						
CMHA/Waterloo Negotiations with the Ministry						

Grand Riverview Homes

It is necessary to return to an earlier point in the chronology of events. Many things were happening simultaneously and this necessitates some overlap in the description of events.

In November, 1972 we were waiting to hear from the Ministry and we had submitted an L.I.P. proposal but had not received word of whether it had been approved.

During the meetings between CMHA/Waterloo and the Ministry, which also included Mr. Haut, it was decided that three women from Wilfrid Laurier University (myself and two classmates) who had been participating in the negotiations to that point, would volunteer some hours and work at one of Mr. Haut's group homes. It was considered an enriching and exciting opportunity for us, a helpful opportunity for Mr. Haut, and a beginning step into the area for CMHA/Waterloo.

Description of Involvement

The home for girls in Waterloo was chosen for our first contact, primarily because of its proximity to the university. Our first visit was arranged for an afternoon just after school when most of the residents would be home and the two staff members would be present. This meeting of strangers was awkward at first, everyone was a little shy and cautious of the new participants, but we warmed up to each other fairly quickly and relaxed and enjoyed each others company. We described ourselves as people who were interested in "helping out", but, that we did not know how we could do that best and we needed their suggestions.

It quickly became apparent to me that one of the major needs for the home was staff relief. There were two young women working and living with the eight residents twenty-four hours a day, seven days a week, with only an occasional night off when one staff would agree to work alone. During these one-night-off-a-week rests the one staff would worry about the other at the home alone and yet try to maintain a social life of her own. One of the houseparents was planning to get married at Christmas, and with all her plans, preparations and tensions she also had to work with the residents' fears of her leaving and the feelings of anger and rejection which that created. Nevertheless it was important for the staff to relax and rest when they were away from the home. When you were living at the home, sleeping patterns were erratic and meager. Some residents would be up late at night upset, sick, or talking with staff because that was one of the few times of the day when you could have a quiet and private talk. Yet, others would be up early and you were responsible for breakfast and making sure that everyone got to school. Staff could catch four to five hours sleep at nights, on a good night, and sometimes a nap in the afternoon, but usually they needed to sleep on their days off, wherever they could find a friend's or a parent's empty bed. When they were working at the house it was typically an emotionally exhausting business. There was no shortage of major and minor crises throughout a typical day and night, and the staff felt exhausted and dissatisfied that they could offer, at best, only a maintenance type of care. In a

situation such as this I was not surprised to observe staff energies and resources burning out very quickly. One way that I felt I could be helpful was to be available to staff for emergencies, to be at the house to help one staff member when the other was off, and to take residents out of the home to do something to defuse tense situations and generally reduce the numbers and hopefully some of the tensions of eight young women living together. This also involved being at the home on a number of occasions so that I could learn to work with the residents and actually be of some help if an emergency did arise and I was called. The group home became staffed by two full-time and three part-time people. My colleagues from the university also became involved with staff relief with an emphasis on one-to-one relationships with some of the residents and a variety of recreational activities.

As a group we consciously tried to think of ways that we as volunteers could be most helpful in the group homes. We found, for instance, that many of the residents were creative and had some rudimentary skills but they had not experienced much success at creating things. We found out what the girls were interested in, besides boys, and began teaching them some of the skills that we happened to know ourselves. We taught knitting, crocheting, painting, guitar playing, macrame, candle-making, dress-making and some cooking. What resources were not available to us individually or immediately, we tried to find in the community. We found some games, we included our young people in craft classes, managed to obtain theatre passes and reduced rates for community events and found ourselves having

more enjoyable and relaxing times with the residents. They reported to us and we observed that they were enjoying themselves and doing things they wanted to do, experiencing some levels of success, and learning how to get along with each other in new situations and in some more satisfying ways.

We did not manage to achieve "peace on earth", but we were all learning about a variety of situations and new ways of handling our emotions, tensions and disagreements. The staff were not forced into the position of having to deal with everything that was happening all at once, they were able to get our help with some situations, and were able to be more effective in the situations they did deal with.

With all five "staff" pooling our resources there was more time to discuss and plan for the individual needs of the residents, more time to spend talking and planning with other parts of the community (the teachers at the residents' schools, the police juvenile officers, other volunteers), and more time to think about staff needs and ways of improving the living and working conditions of the home.

When the two L.I.P. staff were hired in January, 1973 they decided that it was necessary to spend time in both the girls' home in Waterloo and the boys' home in Bridgeport. Their emphasis was on matching the residents' needs with suitable volunteer skills and they would therefore spend much of their time gathering information about each resident to decide on his/her individual needs and find resources from a volunteer pool, which still had to be developed, to match these needs. They chose to use a case study method where they would

meet with the houseparents, and those of us who had been working with the young person being discussed, once a week to discuss one or two of the residents in depth. From observable behaviour and what was known of the resident's history, and from whatever other information which was available, we would decide what the important dimensions of each resident's needs were.

The emphasis during these discussions was on the individual resident and his/her current social or behavioural problems. The basic assumptions for a researcher-consultant, which I was using, strongly suggested that to focus on an individual without considering the complicating variables of his/her small group interactions, the larger context of the living situation, and their inter-relatedness with the community would result in a biased or imbalanced portrait. It was important for me to consider the current problems the residents were having, and how volunteers could be of help, in the context of the larger community picture. It was necessary to at least be aware ourselves, and to try to help volunteers become aware, of the etiological factors which were inherent in the socio-historical structures surrounding the residents. There were parts of the system that were damaging and needed to be changed for the good of the individual, but change is often slow in coming and requires a great deal of hard work and organized effort on the part of a number of people. We needed to be clear about the probabilities of change on a variety of dimensions, what skills on the part of volunteers would be required, and what type of relationship would be most helpful to accomplish

what types of change. We did not have all the answers, but to at least struggle with the questions meant that we stood a slightly better chance of heading in the right direction. To ignore these considerations could mean that volunteers could work very hard to help change a certain situation when other factors were working hard at perpetuating it, or they would realize the basic conflict and feel overwhelmed, unable to cope alone, and have no one to refer to for help.

It was necessary to understand the larger picture for other reasons as well, it was all too easy to fall into the trap of believing that everything that had happened in the past was somehow due to some "fault" in the child. This resulted in an inordinate amount of time being spent on the changing of this habit and that problem within the child or young person, or thinking that the "damage" was too severe for anything to really be effective. It considerably narrowed the perspective of describing problems and considering ways of helping a young person grow, mature, develop and change with the help of a variety of resources available in the community.

The L.I.P. staff had decided to spend most of their time gathering information and recruiting and matching volunteers. They had minimal amounts of time available to devote to being at the home and interacting with the residents. As a result, they developed only superficial relationships with the majority of residents and a rather biased picture of what was involved in the operation of a

group home. This came to be an important factor in their work with the houseparents and other agencies in the community.

The L.I.P. staff members spent a large proportion of their time talking to the houseparents about their problems and having the houseparents talk about their own. The houseparents frequently needed support and someone to "let off steam with". They found it helpful when they could talk with someone about their difficulties and at the same time get some help thinking of possible solutions and different approaches to use. They were able, in the beginning with help, to problem-solve in constructive and beneficial ways. Without help they would simply complain without looking for some answers. The L.I.P. staff did not seem to have the skills necessary to help the houseparents see other alternatives, to evaluate their behaviour and to try other methods. The L.I.P. staff, directly or indirectly, tended to encourage merely the complaining.

Similarly, when the L.I.P. staff were meeting with support agencies in the community, which also complained about group homes to some extent, they tended to allow or encourage this rather than help the agency see the other side of the coin.

The L.I.P. staff were receiving bleak news from many sides and much of it was directly, or thought to be, about Mr. Haut and his group homes. They did not have their own experiences in a group home to offer reasonable suggestions for certain behaviours, nor did they have the skills to help others analyze situations in terms of a broader perspective or how to gain a broader experiential background. Their attitudes towards Mr. Haut became antagonistic

and the situation deteriorated to the point where Mr. Haut asked that neither of them come into his homes any more.

When one of the L.I.P. staff members made her opinions public at a CMHA/Waterloo board meeting, contending that Mr. Haut was an opportunist and a man least suited to be responsible for children, we decided that there was too much destructiveness present to effectively work within Mr. Haut's system with the L.I.P. staff any longer. Our efforts at repairing "burning bridges" were not effective enough and we required some changes. A board policy and task statement was drafted (Appendix A) and the L.I.P. staff were told to withdraw from the group homes. Some others of us were to try to rebuild and restore whatever we could of the relationship with Mr. Haut and his group home system. L.I.P. funds were due to expire and we decided to negotiate an extension with a change in staffing. I was now eligible for a salary and was hired in June, 1973.

The L.I.P. staff were in the difficult position of feeling that they had too many people to report to. The executive-director originally felt that it was her duty to "supervise" but when difficulties arose with that relationship, the L.I.P. staff asked to be under someone else's supervision. To members of the board, the issue of supervision really did not exist. We felt that if the staff satisfied the government requirements of all the reports and balanced accounts, when they were in the community they could supervise themselves. We preferred to be considered resource people that the L.I.P. staff could approach at any time, or we would be actively

involved with them, and they could discuss or learn from us and others information and skills they felt they needed to know, or that we suggested might be of help.

The L.I.P. staff felt they were in a position of having three alternative supervisors, none of whom wanted to supervise.

One member of the board had been officially designated as the "group home chairman". He had helped organize and had participated actively in the negotiations between CMHA/Waterloo and the Ministry. He maintained a sporadic, but nevertheless helpful, involvement with the L.I.P. project. To this point he was primarily helpful with the discussions with the executive-director. I came to be regarded, by some, as his assistant although our interactions were not all that frequent at this time.

The president of the association also took an active role in the negotiations between the Ministry and CMHA/Waterloo and acted as spokesperson for our group during these meetings. Similarly he was involved with the L.I.P. project in the planning stages as well as during the discussions with the executive-director. This man was also my professor of community psychology and my thesis advisor. I also came to be regarded as his "assistant" by many, although our relationship was more that of a less experienced colleague working with a more experienced one. This perhaps was difficult for other people to understand.

My designated role with the L.I.P. staff had been to act as a liaison between board members and the L.I.P. staff; which meant

helping them understand what had happened before they had been hired, and to help them understand what we had learned from our meetings about group homes.

The president and the board member were suggesting to the L.I.P. staff that I be the person to contact because I was more easily available, I had more direct experience in the local group home systems and I had the skills and conceptual framework to help with their problems. But the L.I.P. staff continued to go to the president and the board member, perhaps because of their authoritative "clout" when dealing with problems. This issue was never resolved.

Insights

My relationship with the L.I.P. staff as a researcher-consultant was an unsatisfactory one. My difficulty seemed to be one of developing some authoritative support and at the same time not becoming the person with "the answers". I felt I was not valued as a resource person by the L.I.P. staff members. I was of the same age, sex and with a similar educational level of experience, which seemed to mean I was a peer first and that for some reason did not fit with their impressions of what a resource person was or should be. I had had what I considered a unique learning experience with regard to the development of community building skills and my direct experience as a volunteer in a group home meant I had a somewhat detailed picture of the group home system we were working with. I felt this should have meant that I was able to be of some help to them. And yet I could not develop a relationship with the L.I.P. staff where what I did or said made a

difference in their concepts, development of skills or recognition of larger issues.

As the project progressed there were more problems which needed to be dealt with than the three of us "resource people" together could handle. The three of us were meeting with the L.I.P. staff on a weekly basis to process what had been happening with them over the week, what their future plans were for the next week, and to help with problems. We were unaware of the extent that the relationship between Mr. Haut and the L.I.P. staff had broken down simply because we did not receive appropriate information for quite some time. On the surface the anger and frustrations the L.I.P. staff must have been feeling did not show, and Mr. Haut did not mention anything. I was frequently at the group home when the L.I.P. staff were there and noticed that they were having little if any interactions with the residents and suggested that they needed more of this type of experience for all the reasons mentioned earlier. We heard about complaints that had been voiced by community agencies about Mr. Haut to the L.I.P. staff and we asked how they responded. We received answers about having just listened. We worked through alternatives with them so that they could perhaps help agencies see things differently. When we finally realized that progress on the project was slow because of feelings about Mr. Haut which weren't getting expressed we met with the L.I.P. staff more frequently to try and help and offer the view of the larger picture surrounding group homes anywhere. We tried to get the two women to consider more contingencies that were operating

that they did not seem to be aware of. It seemed that the relationship with Mr. Haut was breaking down because of a violation of the assumption that where values and goals are inconsistent you need, at least, to become aware of that fact and then either be able to continue work after appreciating what they mean to the client system, or withdraw.

"Personality" factors may have played a role also. One woman was a forceful, somewhat opinionated person who tended to see the world in terms of black and white, "good guys" and "bad guys". The other woman was more sensitive and aware of a number of subtle interactions which had taken place, but she was passive, dominated and acquiescent in the presence of her partner.

Besides personality factors there were other considerations which must be taken into account. The pressures from L.I.P. officialdom were playing a role, as well as pressures from the executive-director, which tended to make working on the project more of a chore than an interesting and satisfying involvement. Short-term funding and success motivations both from the L.I.P. staff themselves and from a variety of other sources, required that a great deal be successfully accomplished in a short period of time. Problems were given short shrift so that in the long run the project could be classified as having been a "success". What tended to get ignored were variables, which if developed and concentrated on, may have guaranteed, with more surety at least, a greater level of success than was ultimately achieved. I am referring to the skills, motivations and understandings that there were "not enough time to learn". There was not

enough time to learn new problem-solving skills, the skills already in their possession would have to suffice. There was not enough time to process, nor was this procedure valued, to evaluate behaviours, interactions and methods of operating. There was not enough time to investigate and understand a larger socio-historical picture. There was not enough time to take time to develop ways of managing problem situations so that differences of opinion would not lead to withdrawal and rejection.

Sarason (1974) describes the difficulties social scientists face when entering unfamiliar community settings as:

1. They would not readily have available the skills they would need.
2. There are conflicts within oneself that are difficult to comprehend and work through when there is a change in role.
3. The problem of perceiving new problems in old ways.
4. When new roles emerge as a result of social conflict, it is very difficult to recognize the first three obstacles. They are usually ignored or derogated as unimportant in the face of more pressing matters.

Our L.I.P. staff members seemed to be experiencing all of these difficulties and more. They were being confronted with a fact that they did not want to accept: that their behaviour in part was a cause of some of the problems the project was experiencing. They would not consider inappropriate what they had been comfortable with in the past.

When the larger socio-historical context is understood problems

become more manageable and problem-solving is enhanced. When this working assumption breaks down and problems become isolated instances of right and wrong, blame instead of understanding becomes the objective, and little constructive building and sharing of mutual resources can ever be accomplished.

My involvement with a group home for young people helped to clarify my understanding of this system and the people in it far better than any text-book alone possibly could have. Once I had become intimate with the system and its workings I was able to be more helpful in my suggestions and ideas, both with individual and larger areas of concern. The two other women from the university were also finding this true and this is what we felt was an important experience for the L.I.P. staff to have. If the L.I.P. staff had been at the group home more often and actively involved in that setting they may have been better able to see that the "distances" between themselves and the client system were not as great as they seemed to believe. Differences in values and goals might have been less of a thorny issue. Also I think they would have ultimately confronted some of their traditional views regarding how to best serve their client system. By not including the needs of the residents, as expressed by the residents, for example, in the process of deciding on volunteers who could play an important role in their lives, we were further contributing to the alienation of the young people in the group home. The implicit suggestion I am making is that we need to become far more aware of the needs of our client system, through

closer interaction, so that we can see with far greater clarity the effect of some of our decisions. We need to include to a much greater degree the input of our client system when the growth and development of that client system is one of the major concerns of a planning and building process.

For any number of reasons, when client systems are in part young people, and in addition "acting out" young people, there are a number of implicit and explicit pressures mediating against effectively involving the client system in the decisions affecting their lives.

Finally, in terms of working with resources already existing in a setting or introducing those that can become a part of the client system the introduction of volunteers was a relatively successful part of the project. When staff loads are reduced even minimally they seem to respond with greater energy in more effective ways. The sharing of skills, experiences and interests with each other and the residents developed into a more constructive and enjoyable use of time and the development of skills for planning activities and decision-making.

Creation of the Group Home Committee

In May, 1973, one of the two L.I.P. staff members resigned. This was one month before the grant monies ran out. I took over her position and worked with the other L.I.P. staff person until the end of June, 1973. The executive-director was not interested in having CMHA/Waterloo involved with any more activity around group homes. She felt that the situation was too "explosive" and that CMHA/Waterloo should not become involved. The board felt that one approach had been tried, and had resulted in the creation of difficulties for a number of reasons. However, they did not feel that irreparable damage had been done. We needed to repair our relationship with Mr. Haut, but there were also other approaches to problems surrounding group homes which could be investigated while we were making amends with Mr. Haut.

A board policy and task statement had been drafted. This changed the focus of the L.I.P. project and the board of CMHA/Waterloo from that of recruiting a group of volunteers to work directly in the group homes, to recruiting and developing a group of volunteers interested in working with issues which were of importance to many more group homes, their residents, and a variety of support agencies in the community. This was a different form of involvement. It again took CMHA/Waterloo away from a direct service type of concern and closer to a planning and building approach.

The first concern was whether or not there would be funds available beyond the end of June to provide for one or more staff positions to organize and coordinate the Group Home Committee. After convincing

the executive-director that there was a justification for applying for an extension we wrote an extension proposal and submitted it to the L.I.P. officials. We did not hear from them that we would be given an extension until June 21, 1973, one week before the first grant was due to run out. This delay meant that there was some time spent wondering how to proceed. If there were to be an extension we should plan for a great deal of activity and "gear up" for the work of meeting with agencies, the group's prospective committee members, etc. If there were not to be an extension we should plan how we will be able to coordinate and organize the committee with whatever resources which would be available, and decide what activities would be prioritized and begin to "gear down" a number of other activities and involvements.

The result was a feeling of being in "limbo", maintaining activities and neither increasing nor decreasing the commitments we had. It was felt to be important to contact prospective committee members in an effort to have the bulk of that work done by the end of June. Meetings could then be scheduled and the support work for the committee done on a volunteer basis only if necessary. It was important to have the committee itself a little farther "off the drawing board" if it were decided that there was not going to be an extension. We decided not to make any commitments to other groups we would have been interested in working with, in case we would not be able to carry through on these commitments.

One method of establishing a contact with an agency at this

point in time was to meet with a representative, explain what the goals of the project now were and ask, if they felt it were important to develop such a committee, if they could write a letter of support to that effect which we would submit to the L.I.P. officials. We asked them at the same time if they would think about the proposed committee and help us identify a person in their organization who might be interested and appropriate for working on the committee. We would then make an appointment to meet with the person suggested and give them whatever information or plans were available and discuss with them the proposed work of the committee.

On June 21, 1973, we received word that our project would receive additional funding to provide for one staff position from July 1 to August 31, 1973, a position which I filled during that time.

Description of Involvement

The primary goal was to create a committee of people who would represent agencies or interest groups from the community which interacted with group homes. We would meet regularly to discuss, plan and build opportunities for group homes in the Kitchener-Waterloo region. This committee would be comprised therefore of volunteers who would be able to give of their time and expertise in planning and building around the question of troubled and troubling youth in the community in general, and young people in group homes specifically.

It was important to realize that there would not be any funds available from L.I.P. sources beyond August 31 and that to find other sources of funds would require a great deal of time and effort

submitting proposals and negotiating alternative arrangements. I prioritized developing contacts, building relationships and making the committee a reality. I would have liked to have received some help from the executive-director in fund-raising and grant negotiating but her ambivalence and hesitancy towards CMHA/Waterloo's involvement with group homes made her an unlikely choice as spokeswoman. I investigated other funding sources, and tried to find other people to help with the writing and negotiating of grants but as time ran out and funding from other sources did not seem to be in the immediate future, I made plans to continue support work for the committee on a voluntary basis.

Therefore when trying to define the ongoing life of the committee I realized that the bulk of the work of organizing had to be accomplished before the end of August as my involvement after that time would necessarily be more limited.

The president of CMHA/Waterloo, the board member, the one remaining L.I.P. staff member, Mr. Haut and I decided that the committee should be between fifteen and twenty members representing major agencies relating to group home residents. This meant working to contact other group home operators in the region and other support systems in the community. The committee presently has representation from the Waterloo Regional Board of Education, Waterloo Regional Hospital Adolescent Team, Waterloo Regional Health Unit, Youth Agency Council, Children's Aid Society, Canada Manpower and Immigration, Wilfrid

Laurier University, K-W Habilitation Services for the Retarded, Amity Farms, Reality Homes Services for Children, Grand Riverview Homes, Young People in Legal Difficulty and CMHA/Waterloo.

From the first and subsequent meetings we continued to identify areas where we were lacking representation and it was considered primarily my job to interview and recruit possible committee members.

For some agencies a person in an administrative position had been asked for a letter of support and to identify a possible candidate for the Group Home Committee. I frequently received two or three names from these agencies suggesting people who possibly had an interest in participating. For other agencies I wrote a letter to people in administrative positions explaining what the committee would be trying to accomplish, the group we hoped to be working with and asking if they could suggest a person who would be interested in possibly becoming involved with the committee's work. At other times I phoned people in agencies who had been suggested to me and gave them some information and asked if I could meet with them to discuss the Committee as planned to see if they might be interested in working with such a group.

A meeting would usually be arranged and if possible written material sent out with a letter confirming the time and place of a meeting. The written material consisted of a brief history of the L.I.P. project (Appendix B), a copy of the board policy and task statement (Appendix A), and copies of the minutes of the meetings which had been held to that point in time (Appendix C). The purpose

of this material was to acquaint the person with as much of what had been happening as was possible. It was explained that during the meeting any questions about previous activities and future goals could be discussed and I would try to clarify any points of confusion. This was an attempt to cut down on a lengthy monologue on my part about the history, but to leave the topic open for discussion. It was important to give people an overview of the history we had experienced and yet also to concentrate on what their problems might be, if any, what they would like to see meetings focused on, and discuss how much a group of people working together could implement or catalyze some changes.

During these conversations we would exchange ideas and information rather freely. People would read the task statement of the board and the history of L.I.P. and ask how we (CMHA/Waterloo) had become interested in group homes. I could respond about the partnership that had been established between CMHA/Ontario and the Ministry and then elaborate on the broader issues of concern on the part of CMHA/National as an organization that had been described in the CELDIC (Commission on Emotional and Learning Disabilities in Canada) report. This generally included information about the rise in the numbers of juvenile delinquents with a lower age range and more severe problems, the trend away from incarceration of young people and the need for the development of community skills and resources to deal with the children who were being seen more and more as a community responsibility, and the fact that many of the traditional modes of control

in our society seemed ineffective and needed to be reviewed and updated or changed. I also tried to make it clear that the members of the Group Home Committee needed to understand the system or agency they represented. We were interested in descriptions of how their agency fit into the overall scheme of things in the community, how it handled or related to troubled and troubling youth, if they had problems with group homes or their residents which they would like to discuss with people working in other agencies which also relate to group homes, and some of the group home operators, what resources were typically available to them, what resources they needed developed for their work, and if they foresaw any changes in their organization which would effect group homes and their residents. It was emphasized that it was important for us to begin to understand and obtain valid information on how they and a variety of agencies saw themselves working in order to develop an understanding of the changing and expanding community we were all a part of. Also it would be helpful if we could find ways of working together to achieve some necessary or desirable changes which would be of benefit to group home residents.

We needed information to understand the sub-systems we were all working with. This type of information was not available from any other source in many cases except from the agency itself, and it was therefore hoped that a responsibility of each committee member would be to clarify and elucidate the workings of their agency to the rest of the committee.

When recruiting and interviewing members I was implicitly looking for people who had an interest in group home residents, were willing to work on any number of issues, including their own, which could be raised by the committee, and who would be open to the possibilities of becoming more directly involved in systems other than their own in order to increase their understanding, improve their perceptions, and have a greater likelihood of making meaningful and appropriate decisions.

The committee has formally met on nine occasions at the time of this writing. During the first three meetings we spent time introducing ourselves and describing the agencies we represented. We began trying to verbalize and clarify our major needs and goals.

After the second meeting I summarized the problems we had discussed to that point as:

1. Funding too limited and inequitably distributed.
2. A need to coordinate resources to supplement the limited funding situation.
3. More difficult problems in younger people coming into the group home setting.
4. Young people resisting the traditional forms of treatment that facilities are offering.
5. Poor information sharing between agencies, poor understanding of the methods used in various agencies.
6. Little information about new programing ideas, concepts, opportunities, resources.
7. Community and agency education needed about group homes and troubled and troubling youth.

8. There was a need to combine our efforts and energies to get more and better services for youth in our community.

The next two meetings we took time to discuss ideas we had for implementing or planning for some of the changes we felt were necessary.

Perhaps the best example of how the committee works together on a problem, is the development of the Employment Services for Youth (ESY) project. One of the major problems of the group home operators was their concern for the training and preparation of their older residents who were about to enter the working world. These young people generally had poor academic backgrounds, institutional-based education, few experiences with success in jobs, few skills and difficulties getting or keeping jobs. Instead of having them remain in jobs which would lock them into boring, mundane, routine lives, we felt that we should provide some specialized counselling opportunities to focus on helping them in some honest, friendly, interpersonal ways. If they developed better working habits, and started out in jobs where the employers would cooperate in some supportive efforts they might make it. The prospects for young people who needed special help were not good. There were fewer and fewer resources for helping youth with problems as they grew older. In response to this concern the representative from the Canada Manpower Centre presented information about his agency and how it worked with young people, at one of the early meetings of the committee. Gaps in services for troubled and troubling youth were a glaring

problem. Some programs which had dealt specifically and extensively with support and counselling for special groups had been recently discontinued. An investigation of that program found that there were no plans to reactivate it or immediately fill the gap that had been left. Canada Manpower had plans to provide, in the future, personnel who would have responsibility for the special group we were discussing, but there was a need at present for which we felt it important to find resources. In a later phone call from the representative from Canada Manpower I was told about two possible funding sources for projects dealing with employment problems. He had further investigated possible ways his agency could be of help and had discovered these two possible ways. He suggested people I should contact to get more information.

I met, in the meantime with a group of residents from a group home for people between the ages of 16 to 20 to discuss what they would like to see organized in the community to help them with problems they might be having in getting or holding jobs.

With their ideas, information about the previously successful counselling program which had been discontinued, and the information about the new funding programs, I met with some others from the community to develop a funding proposal. This proposal was presented to the Group Home Committee members in September 1973. I expected that on presentation the proposal would be quickly accepted and then simply submitted to the proper officials. Fortunately other committee members were able to be critical. I was defensive

of their criticisms at first and did not seem to be appreciative of their suggestions. Afterwards, however, I was able to meet with members of the committee and other resource people from the community and rewrite and develop another proposal incorporating the new suggestions. The finalized proposal has been accepted by all the necessary levels of government and now we are waiting for budget allocations to begin organizing staff and begin the program. We had successfully identified a need, found resources, brought interested people together to develop services, and had devised a plan to fill a serious gap in services to the community.

The future activity goals of the committee are what I would suggest for this community for future research activity in the area of troubled and troubling youth and corrections. These activity goals include:

The preparation of an information brief to be presented to a variety of government and private funding sources in an effort to improve the unstable and inequitable funding situation of group homes. Since little has ever been written from the perspective of the consumer group of the residents of group homes, an opportunity and support for such an endeavor would be part of the goals for this project. The perspective of this group of young people is important to listen to, but also, it is important to begin to give them the opportunity at least of having some control of the factors affecting them. The gathering of the information from a variety of groups would be done

within an educational framework, i.e. with as much information-sharing as information-gathering as possible. Similarly, the development and the writing of the brief could be done in such a way as to involve groups who were interested in helping as well as interested in learning about the content. Finally, once the material was in the form required for presentation to the funding agencies, it can be used as the basis of presentations to a number of other groups and as the basis for continuing efforts of updating and adaptation.

The above work relates very closely with the goal of developing forms and methods of educating the public to the issues of troubled and troubling youth. The community has an influence on the future of these young people which can be as powerful as the influence exerted on their past. Hopefully with more information and ideas the influence in the future will be more helpful. One form of public education has traditionally been that of public speaking. Currently public speakers interested in a variety of areas concerning youth are in demand at schools, church groups, and business and service organizations. If the material from the brief were available, in addition to material from a variety of other sources (magazine articles, audio-visual aids, recordings and tapes, etc.) and made available to the speakers we would be able to help the speakers, and perhaps improve the content of material given to community groups. The possibility of helping to create a "speaker's bureau" was also considered.

In the realm of the other media we had identified people in the

community who were developing some new techniques in the use of, primarily, cable television. They were interested in presenting material to people in ways that allowed for community reaction and interaction with the people presenting the material. The increase in audience participation was, in greatly simplified terms, an active attempt to draw people into the decision-making spheres of their community. We were interested in developing presentations with this group in an effort to increase public awareness of our area of interest, and to find out more about the general feelings and ideas the community held. We also felt that many of the lessons we learned about this model of communication would also be transferable to other media forms.

Another need was seen as providing aids to the training and development of the group home, and other, youth workers, and the youth themselves, of our community. It was felt that this could be done through a variety of workshops which would focus on any number of topics depending on the needs which could be identified. This would, hopefully, result in improved care for young people in the community and according to their expressed needs. It was hoped that this increased contact would improve our information about youth in the community which would, in turn, lead to the development of resources of a preventative nature. It would also bring groups and individuals who were working with young people in our community together and a goal would be to help them develop a support system

for themselves. In addition it was thought that a newsletter could be developed, or access to an already existing newsletter provided, to help such a group maintain contact and a flow of information between themselves.

With all this information stirred up and milling about we also felt it was important to survey the current community services and identify gaps in those services. The identification of needs could then be viewed from current and future forms of intervention, as well as future needs as we began to focus on preventative measures. It was felt that if there were a group in the community who were concentrating on where destructive community pressures come from and possible concrete suggestions for solutions then preventative methods would be more seriously considered when discussions occurred regarding allocations of scarce funds.

In the section of this thesis describing the history of Kitchener-Waterloo mention was made of the new Regional Health and Social Service Council. It was felt by the Group Home Committee that this group had the potential for great influence in the community and it was felt to be important to have a more active role in providing it with information about our area of interest. Since one of the members of the Group Home Committee would probably be directly involved in the regional council, we would therefore help her whenever it was feasible to give information relevant to our concerns to the council.

Finally there is our Employment Services for Youth project. When this project begins we will be able to learn from it and develop a model for job counselling services that will be both relevant and meaningful to troubled and troubling youth. We hope to create a service that will cater to their needs in some creative ways according to their expressed needs and in ways that will improve how they and the community inter-relate. In creating the proposal for the project this direct involvement of youth in the decision-making has been and will continue to be a salient feature of our efforts.

Insights

The importance of understanding the broader socio-historical context, for those of us involved with planning for group homes and their residents, and how this broader understanding improves problem-solving abilities can best be illustrated with the examples of my discussing with agency representatives alternate ways of interpreting and understanding their problems. With additional information we were able to discuss more meaningful goals and tasks for the group as a whole, and began successfully to develop more resources for troubled and troubling youth in our community.

It was important, as well, for me, in my role as researcher-consultant, to have some idea of an agency's history in the community, with troubled and troubling youth and other committee activities, before I began recruiting and interviewing with that agency. Each

agency had had a variety of experiences with troubled and troubling youth which would affect their attitudes about the work the committee would endeavour to accomplish. And each agency had had a variety of experience with committee work which would affect how they would value the role of the committee, the amount of interest and energy they would bring to the meetings and the goals or tasks they would suggest. As well, people from the community had had a number of previous experiences and contacts with students and faculty from the university. It was considered important to understand some of their ideas about students, their trust or mistrust of academics, and their notions about usual levels of involvement and commitment, in order to realistically assess how we could work effectively together.

Alienation is one of the concerns of the basic assumptions. I do not have data to describe how individual members of the committee are or are not alienated from their systems of work or the world around them. I made a working assumption that they were as alienated and as other-directed as any member of our society. I also assumed that this was not a desirable state of affairs and that people will strive to change. My focus in part therefore was to try to help members of the committee to grow, change and interact in ways that would lead to constructive growth and change.

One of the problems at the beginning of the committee work was the fact that the group home operators were under the mistaken impression in the early stages of development that the committee

would somehow work to acquire the ability and the power to control the group home operations in the area. The home operators were extremely reluctant to become involved with this type of group. They were proud of the accomplishments they had struggled for and they felt they could neither endorse nor participate in any effort to control their and other operations. It was important for me to realize the significance of this first reaction; the home owners felt a need to protect themselves from other parts of the community. I needed to try to convince them and the other members of the committee that the committee ultimately was concerned with developing more resources to help improve the conditions for the residents. If the operators were to describe their systems and other committee members made comments it would be for the purpose of gaining a better understanding and trying to find viable solutions to problems we were all concerned with. There were likely to be situations where there would be disagreements (the histories of these agencies working together had not been peaceful), but by discussing problems in the group, where there were others who would be able to support individual group homes, the goal of ultimately establishing better working relations had a higher probability of occurring.

One of the main problems of the Group Home Committee had been that of attendance. It is impossible to identify all the reasons why people miss meetings. You can come to the conclusion that people who do not attend meetings do not feel ownership for the committee, and I think in many situations this assumption is true. One "solution"

frequently suggested is to exclude such members from the committee, and continue the work without their representation. I did not, on the whole, think this assumption appropriate or this solution very suitable. It was my belief, since everyone had originally expressed interest, that some efforts had to be made to develop ways for the work of the committee to become more meaningful for all of us. It was considered an essential part of our learning to work together to solve mutual problems and that, if the conclusion were reached that some agencies were not attuned to the needs of another agency, then that should mean that efforts would be made to recognize differences and improve or change styles of interacting to ultimately result in more effective working relations for us all. If the development of a working committee requires that time be spent by some on more practical concerns, then the remaining numbers must still build the committee to include the needs and energies of the others who may not be able to be there. This meant learning to develop effective informal communication channels with members, and developing activities that the group would want to work on and have interest and energy to fulfil (i.e. a meaningful involvement for members of the committee).

The work of the committee therefore had to be defined as what the members of the committee were interested in working on. They controlled and decided what the agenda items would be for each meeting and the work of the committee was therefore of their own creation and carried on in the order of importance as defined by

them.

It is important to discuss what I tried to develop in terms of a leadership style. I tried to develop a structure within the group similar to that described by Goldenberg (1971) as "horizontality". Rather than a hierarchy of influence, we would have equal responsibility and try to learn about the functions the other members performed in their work. The horizontal structure was intended to facilitate the development of mechanisms that would inhibit the growth of an essentially unhelpful and calcifying bureaucratic structure. Goldenberg described the use of a horizontal structure in the development of a direct service, but there are analogies which were helpful for the formation of a planning committee. I think that people fall quickly, easily and comfortably, at first, into patterns where they have, or are looking for a strong leader. My friend from the CMHA/Waterloo board and I were originally acclaimed into the position of leader of the first few meetings. It was important from the beginning to try to change these typical patterns. I did not want a habit developing that would be difficult to change, or be resented, as time went on. I needed to convince the CMHA/Waterloo board member of the importance of our being aware of the pressures that would be exerted on us to provide leadership and how we had to work to provide alternatives to that. We had done a great deal of the preparatory work, organizing and did have information to share at the beginning, but that did not mean that we should or could remain

in the forefront for the life of the committee. Neither of us had the daily contact with the problems we would be discussing and so we were almost the worst qualified for the job. The CMHA/Waterloo board member was a very skillful, articulate and commanding teacher of high school students and other high school teachers. He had no difficulty assuming a strong leadership position. It was necessary to point out that when he did this however there seemed to be some resentment from the other committee members; they generally did not speak up or show very much interest when someone "led" them too strongly. They were all leaders in their own right. We were a group of competent, creative people who had experienced leadership roles on a number of other occasions, knew what it was like, knew the skills necessary to get others to contribute and generally only required an administrative, "keeping on topic" type of leadership style. The operating assumption that we all developed was: what was most helpful for the committee was for all of us to assume responsibility for the leadership tasks of summing up suggestions, keeping others on topic and keeping discussions going.

When recruiting and interviewing prospective members, or when talking individually with committee members trying to develop agenda items or just to share ideas on common concerns, I have had some interesting interactions, which I think are important to describe.

Conversations typically began rather slowly but people gradually would "open up" and we would have some interesting "brainstorming"

sessions about various problems and their solutions. Many agency representatives appeared at first, and on the surface, to be fairly conservative in their approaches to problems. When given some encouragement and some additional information (frequently data which they had not considered before) I was able to observe and participate in active conversations and problem-solving sessions. Given the opportunity of exploring what could happen in our community if we did one thing or another, we tended to grow and develop our capacities for ideas, and I think we were able to enhance and fulfil more of our potentials and grow with each other in some healthy and positive ways.

These discussions clarified and confirmed that the creation of the working committee with wide representation from the community was seen as a primary objective in the beginning steps of achieving some of the necessary changes in the community in order to more effectively deal with troubled and troubling youth.

I was gradually more and more able to see how increased and "active" participation in the setting had become more than merely a "suggested direction" for my involvement. Indeed this idea was central to my understanding and effectiveness. My involvements in group homes enabled me to understand the local situation and many of the specific problems presented to me. My involvement with the academic community of the university also helped me retain a perspective of larger issues of corrections, concepts of human health and development, and the role of the researcher-consultant. In

combination, I was able to help people I worked with understand broader issues and influences on their specific situations, and able to make broader areas of concern more applicable to specific problem areas.

As an outsider, if I had been more of a traditional researcher, my opinions and suggestions would not have been valued, or possibly have been of value. As I became more involved my perceptions changed and I feel became more accurate. Indeed, my problem became one of trying to maintain some distance from group homes in order to maintain the broader perspective I also needed to work effectively, in order to distinguish the "trees from the forest".

I do not believe that I have found agency representatives who have been completely willing, who have yet felt the need, or who have felt accepted or comfortable enough to spend any significant amount of time in group homes and with group home residents, outside and away from professional settings. This presents problems of in some ways "splitting" the Group Home Committee. The home operators feel misunderstood on occasion and they need to have other agency personnel "walk in their moccasins", in actual more than intellectual terms, before they can begin to feel less threatened, less defensive or less closed to suggestions made by others.

And agencies need to begin to experience the reality of the group home situations before they can support and help in maximum meaningful and helpful ways.

It would have seemed sensible to simply arrange that support agency representatives spend time in group homes, and vice versa, so

that they could learn first hand about the nature of the problems experienced by the other. However, while working with the sub-systems this did not become a reality.

Group homes required either more personnel or fewer pressures so that current personnel could have some time to develop awareness and understanding. They would suggest that the support agencies exert the investigative effort first so that their group homes would feel the benefit of reduced pressures and the houseparents would then be able to respond more effectively and appropriately.

However, support agencies also had difficulties with these types of suggestions. In some agencies it is above and beyond the job description to be involved in community committee work. It is encouraged in many places, but it is still extra work, and there are pressures to manage a heavy case load before considering extra involvements. This means that it is an additional responsibility requiring additional motivation to come to the meetings of the committee, and an even greater demand to suggest spending time in a group home.

In other situations agencies define jobs in ways that allow and encourage community committee work. Some people have only that to do and are able to coordinate and inform their agency of the overall or general tempo of committee work in the community. These positions are often called or considered "community liaison" and reflect the agency's awareness of the need for increased community involvement. However, efforts do not seem to have been made to define involvement beyond descriptions of work done by a variety of committees.

Specific or actual knowledge about settings is often considered as "biasing" a neutral political position, or providing information on just one side of an issue. The hesitancy expressed by some agencies about how, where and when to become "involved" in a community seems to have resulted in "safe" relationships at the expense of more valid information. I have talked with agency representatives who are interested in planning for "community involvement". I have found it helpful to get them to see the extent to which they are already very much a part of the community and the ways in which they are already interacting have a variety of consequences. The question then becomes one of how they would like to see themselves involved and what consequences they would prefer to deal with, how they would like to see themselves growing and changing and what their possible new roles in the community might look like. At times I have felt that I have come particularly close to a high level of understanding on an agency representative's part as to why I believe more active involvement in a number of other spheres of their committee work is so important, but as yet this participation remains a future state to be achieved. The present restrictions of written and unwritten job descriptions, or personal motivations, have not included, to my knowledge, any active participation in group home settings by support agency representatives on the Group Home Committee.

On another level it is important to understand that group home operators, in order to continue operating in the community, have had to acquire an extensive understanding of the workings of many support

agencies. They have had to learn about how a number of agencies operate their day to day activities, who functions in what roles, who to contact for a particular problem, what restrictions or demands will be made by which agency, what resources or expertise are available and how, or the best ways, of tapping into these resources. In fact their data about agencies often includes information that other agencies do not know about. This results in a situation at committee meetings where agencies are exchanging information and finding out about each other details that group home operators are already aware of. In order to motivate group home operators to attend Group Home Committee meetings I needed to find out from them what information they were lacking, who possible resource people were and have them attend or become involved with our meetings in order to satisfy the needs of the group home operators as well.

I have experienced the difficulty of finding my goals and values at variance with other members. When this has occurred I have been able to discuss these differences with members of the committee and we have been able to come to some general agreement. But this often requires that one of us change or relax some aspect of our values and goals. Luckily there has not been a situation where I have wanted to, or had to, consider withdrawing because of some major incongruence. I have found that I have been able for the most part to understand and appreciate the position held by another person. So far I've been able to see that there are always two or more sides to any argument,

and although it may take some effort to get over my own biases at times, an understanding can be reached if it is important enough to do so.

As the committee identifies needs in the community or gaps in services, we will attempt to find solutions which are within reasonable limits of accomplishment in our community, knowing the limitations of resources, both human and financial, which do exist. Presently with our cooperative efforts we have been able to organize around the Employment Services for Youth project in such a way as to make optimal use of existing and future resources.

NEW LEARNINGS

Alienation and anomie are facts of life in our modern society. In the context of my involvement in the Kitchener-Waterloo community and this thesis, it was important to examine these phenomena and understand how they pervade our way of life as well as finding a way to struggle to reduce their effects.

Large, complex social institutions, community agencies, small groups and individual citizens are all subject to the effects of these phenomena.

Our government, as an increasingly centralized form of regulation of our tax dollar and a conglomeration of some of our most critical social institutions, has defined its programs to reduce the input from local communities and citizens. When allocating funds, programs tend to define roles so that communities remain passive. Sometimes it is realized, or perhaps merely espoused when the government feels severely criticized (as in the community response to the first L.I.P. grants) that government decisions regarding community activities are often inappropriate because they are made too far away from local activities. In an effort to minimize these effects and maximize resources "partnerships" develop between parts of the government system and community agencies (eg. CMHA/Waterloo and the Ministry of Corrections).

The onus shifts to the community agency to find ways of effectively involving the community in decision-making processes. The question of whether these agencies know how to do the job asked

of them remains to be answered. A history of a series of "band-aid" solutions to serious social problems certainly raises the debateable issue. As an agency begins to enquire and acquaint itself with a new area of concern it is usually inundated with new information. Unfortunately it is amid the confusion thus created that action steps frequently start.

In this overall context it is not difficult to see how even the best of efforts can become frustrated. It is important for government institutions, community agencies, small groups and individuals to begin to examine and redefine their roles in their communities. We must all struggle to learn how to work through the confusion to find ways to plan and develop healthy communities.

A major difficulty for all of us seems to be in clearly defining a problem. Often we see things too broadly; there are too many sources of information. For instance, when you look at the problem of troubled and troubling youth in terms of brutalizing adults in their lives, unresponsive community agencies, historically "set" patterns of dealing with "delinquents" or economic influences, you can begin to wonder where to start and what course of action will produce the "best" results. Ultimately you need to focus on what small sections of the problem you have the interest and resources to effectively deal with.

It is also important not to define problems too narrowly. Making this mistake means you miss the interactions and influences surrounding your area of concern.

In defining a problem or area of concern, we must try to gain a broad perspective, an overview of the factors influencing our problem, while focusing and channelling our energy on certain topics.

Seldom is there one simple solution to a problem, or a single action step which will accomplish the goals as we have defined them. It is necessary to do some constructive planning and prioritize our goal-directed behaviours.

Similarly it is important for government institutions, community agencies, small groups and individuals to interact in their planning activities to minimize repetitive efforts and maximize the use of available resources. This seems like such a simplistic suggestion but it is made with the belief that not nearly enough interaction presently occurs. For instance, agencies need to canvas their communities regularly to identify local needs, interests and resources. Then the communities need to interact with individuals, small working groups and each other in their planning activities to avoid repetition and to effectively share the scarce financial and personnel resources. Finally, activities planned for and by a community need to be discussed with various sections of the government so that overall government plans and resources can be considered and made more responsive to individual community needs.

Generally the task of involving members of the community in decision-making processes is a responsibility for community agencies. In many ways this may be desirable and yet decisions made at this level can remain inoperative without the approval and resources of

government. The problems of poor planning and unrealistic goal setting are heightened by an inadequate supply of resources from central taxing sources.

These issues need to be faced and attempts to find less alienating, constructive adaptation to our problems need to be struggled with.

The struggle to find ways of planning and developing healthy communities is in part a problem of methodology.

One methodological solution was the development of a processing group. A researcher-consultant has to face squarely the fact that "I am as much a part of the culture as anyone" and steps need to be taken to investigate and question our own levels of alienation and anomie. How can I learn to effectively reduce these phenomena at work in my interpersonal relationships, small groups, organizational systems and community? Some help is needed to maintain a perspective so that I can learn to reduce the effects of these phenomena. Then, as I learn alternate ways of interacting, I will be better able to help others learn.

While I was working with CMHA/Waterloo and the area of corrections there were student colleagues of mine involved with other agencies and institutions in the areas of mental retardation and aging, to name only two. We met with a fair degree of regularity over a period of three years to discuss our personal, interpersonal and work-related concerns. It was considered necessary to develop a relationship with each other such that open and honest discussions and interactions

could flourish. We gradually grew more confident in realizing that confronting many uncomfortable issues with each other and learning how to "work things through" fairly and honestly was actually more pleasurable than painful. The insights and understandings gained were ultimately of great benefit in our work with other members of the larger community.

I was better able to confront and work through some of the important but difficult issues with members of the Group Home Committee. Such difficult issues were: What did it mean for a particular agency when they were "helping" others?; What did it mean for individuals within that agency to "help"?; What would it mean for an agency if it were asked to become more involved with work with a slightly different focus (such as social planning)?; Would it mean different things to the agency as a whole than to individual members of the agency?; Were incentives for "planning" activities necessary?; What would these incentives be and where would they come from?; Whom would incentives be directed toward?; Is "extra" work considered relevant?; If not, how could it become relevant?; What are the future plans of an agency or its representative and what effect do these plans have on the community, the agency and the activities of the Group Home Committee?

Not only were these issues difficult to discuss but in many ways the sharing and processing of such information was not seen as the foundation of our working together. Let us go back to when an agency decides, for whatever reasons (and these alone are frequently

complex and confusing issues) to become involved with a particular concern. As it begins to enquire and acquaint itself with whatever has been happening in the community it becomes inundated with information it is unfamiliar with. It is here that an agency runs the acid test of how sincere their commitment to involvement is. If they choose active involvement, both intensive and extensive, in order to get closer to the problems they want to study and be helpful with, they climb on board what can be a very rough ride. I have used an agency's problems as an example but there is no great difference when a researcher-consultant or a planning group decides to become involved with a particular concern. The question is how does one deal with the confusion, multiplicity and repetitiveness of the problems you begin to face. The first step is to consciously concentrate on processing all this information received, both the upset and the upsetting. As a student learning about the role of a researcher-consultant I had the help of my processing group. Generally, agencies, planning groups and individuals do not have the support of such a group. It is my contention that such a group is necessary, or that such a function must be defined as a necessary part of a working group's functions. Members of the Group Home Committee and I, in a variety of circumstances, would revert to traditional, alienating and self-defeating ways of dealing with problem situations. Processing helped us to identify and discuss such reactions and alternate ways of attempting to deal with our problems without letting frustration levels get too high. We helped

each other maintain a perspective that provided insight and understanding into emotional, yet simplistic, interpretations and reactions which previously, or alternatively, would have predominated. We began to more clearly understand that active involvement in our areas of concern, and with each other, involved us in "risking" ourselves. We realized that we could not just get information and understand it without learning how to use it. We needed to learn to "bridge the distance to others" and make a "self-confirming, self-transcending impact on others" which would lead to "synergy" and an "integration" into higher levels of "complexity". Hampden-Turner (1971) thus describes his model. The same steps are repeated in increasing orders of complexity like a spiral. This learning process is slow and frustrating in many ways, but once processing is valued as a methodological aid, the struggle to find ways of developing healthy interpersonal interactions in our small working groups and our community agencies will be enhanced and our endeavours for planning healthy communities that much more productive.

It is also necessary to include in my assumptions about the role of the researcher-consultant the need for focusing and checking assumptions and expectations and the constant need for feedback. Planned change is not a process characterized by speed. I needed to learn to value patience while at the same time being careful that the change process did not stagnate. I needed to "keep in touch" with the client system and share with them a great deal of information (both content and process) before we could move to subsequent

stages of development and planning. At the same time I had to realize that there was a great deal of information which my client system needed time and help in "digesting" properly. I had the habit of moving too fast. I would assume, without explicitly checking and rechecking, that information and its implications had been understood. I would unrealistically expect us, as a group, to be able to move to a more conceptually complex use of the information. I therefore constantly needed, and had to always remember to ask for, feedback. Similarly I felt it was important for my client system to be open to my and other people's feedback to check their habit of ruminating too long on "comfortable" issues and ignoring other important alternate considerations.

It has been important to my learnings as a researcher-consultant to have a model (Bennett, 1970) as a basis for my community work and involvement. This model provided me with a conceptual map which helped me to crystallize some of my thoughts. At times it served as a crutch when my own thoughts and ideas were poorly or newly formulated. Later as I grew more familiar with the ideas and people I was working with, and more confident in my understanding and my own skills, I was able to adapt the model to the time, place and problem area I was concerned with. Since the development of that model other people have expressed their ideas in ways that are helpful and need to be incorporated. Hampden-Turner's model of psychosocial development would be a primary example and has been included in my outline of my basic model and assumptions.

The challenge is whether or not we can develop a dynamic model for effecting positive growth and change within a constantly changing community system. This is an alternative to our more traditional methods of research which emphasize a more static concept of describing a particular point in time or a particular intervention which is seen as having somehow ended with the end of the experiment. An important aspect of the style of research as defined and used in this thesis was the necessity of the constant flow of information and feedback in order to keep pace with the dynamic aspects of a community. The emphasis could not be on cause and effect. The focus was on clearly defining goals and developing ways of moving constructively towards them. This thesis was a part of the change process.

The researcher-consultant must acknowledge the complexity of the issues to be studied. There are problems of individuals which may be characterized in certain ways. These characteristics intermingle with the characteristics of the small groups the individual is affiliated with, and in turn these intermingle in other ways with characteristics of the community or its agencies, which intermingle with larger social or governmental system characteristics.

To effect change the researcher-consultant has to become at least aware of the many factors at work, must help others become aware of the patterns and interactions and must work to facilitate defining goals and goal-directed behaviours. This defines a complex and difficult task for the researcher-consultant and one in which he will require a support system to help evaluate the work being done.

Therefore for a positive growth and change effect in a community a researcher-consultant requires a model of psycho-social development which allows for the creativity and growth potential of individuals in the community, an education and an understanding of the complexities of a community and the interactions between various aspects of the community, and a support system to aid in self-evaluation.

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APPENDIX A

BOARD POLICY AND TASK STATEMENT

Memo to: CMHA Board

Re: Waterloo County Branch Policy and Task Statement
on Group Homes

Summary of Intent

1. We are as an agency interested in existing health problems as well as the promotion of health, and therefore, by definition, concerned with the operation of group homes.
2. We are not in the business of creating a new group home primarily because others already exist and appear to be functioning at a less than optimal level.
3. We are not interested or able to accept management or program responsibility for the operation of existing group homes.

In the context of the above we are interested in being helpful to existing group home operations, residents and the various interacting agencies to improve the quality of their activities.

Procedure*

1. To identify citizens concerned with the services provided to the community by group homes and formulate a planning and action committee to work on issues to improve these services. Criteria for the selection of members for this committee include:
(a) commitment and interest in the problem, (b) relationship to diverse sectors of community interests and life support systems such as the education system, industry, police and the courts, (c) ability to empathize with the problems related to group homes from the perspective of those experiencing them, and (d) willingness, awareness, and competence to stand back from these problems and work with the various individuals and organizations towards solutions.
2. The primary function of the planning and active citizen committee will be (a) to assess the needs of the group homes in the context of the community, (b) establish processes and mechanisms to meet these needs, and (c) act to fulfil the solutions.

* It is important to comment that these specific steps are starting points only and will be continually evaluated and updated.

Memo to: CMHA Board
page two

Some possibilities are as follows: (a) Improve understanding and communication between the Waterloo County group homes and (b) between the county group homes and various agencies such as the school, the courts, the health service settings, potential employers, and recreation facilities (c) To identify a management group to recruit, train and provide continued support for a volunteer program. At least two types of volunteers initially seem needed: (a) those who could fulfil the role of long term advocates and friends, and (b) special interest volunteers for such things as crafts, tutoring, outings, and other activities. This is not to say that a "b" type volunteer could not develop an "a" type relationship, but rather to be concerned that we realistically define contrasts between residents and volunteers, to protect both groups.

3. The citizen committee will be concerned with all group homes in the community although initially it may start to relate to only a few and may only be invited to participate with some. The committee will also work to appreciate the values, beliefs, problems and programs in terms of their meaning for the various homes and individuals, and interacting agencies. Where the committee is not invited to participate with a particular home and/or operator where there is a serious discrepancy in perspective in relationship to the operation of a home, the committee should (a) endeavour to respect the other's right to a position and (b) work to be helpful in whatever ways are feasible, to reduce the gap. In other words the committee should see themselves to legislate change. This is not to say they cannot be influential or make a difference, but rather that they have to obtain the valid information, and develop the relationships and the organization and processes to achieve any changes.

APPENDIX B

HISTORY OF L.I.P. PROJECT

History of L.I.P.

December 1972

- L.I.P. proposal approved.
- Linda Boekelheide and Susan Glover hired as the two staff for the group home section of the proposal - they will start work in January 1973.

January 1973

- emphasis on the volunteer program - organize and maintain a program of community volunteers who would be working with the children in the group homes. The first task was to become familiar with the staff and residents of the homes. Initial contacts made with Mr. H. Haut (Grand Riverview Homes) and orientation to the girls' home on King Street, Waterloo began. We felt that in order to institute an effective volunteer program, it was necessary for us to determine what existing needs were and which of these could be realistically met by volunteers from the community.
- began to organize other aspects of the project. Beginning to become familiar with other group home situations in the K-W area, and community agencies and people involved with the issues surrounding group homes. Information gathering.
- formulated a list of people and agencies directly related with group homes and the residents of the homes, and began making efforts to talk with these people.
- began a system of "case conferences" on the girls in Mr. Haut's home, to try and assess what skills would be most helpful in a volunteer involved with an individual girl. It was hoped that some consistent approaches with the girls would result from these types of meetings.
- visited Dorothy Schnarr at Central Volunteer Bureau to find out if there were people registered there who would be helpful in our program.
- attended luncheon at Kitchener Public Library to meet and talk with community volunteer coordinators. Discussed various aspects of organizing volunteer programs, the problems and possible solutions.
- posted notices and advertised on campus radios at both W.L.U. and U. of W. to try and recruit university students as volunteers.
- as volunteers began making contacts they were interviewed at CMHA offices. Usually both staff were present and we spent up to an hour with each potential volunteer discussing their background, experience, motivation, the project and programs in the homes.

February 1973

- meeting of the volunteers interested in working in the boys' home, met one evening at the boys' home with the houseparent and Mr. Haut. The volunteers were given a brief orientation to programs in the home and met some of the boys living there.
- similarly another evening meeting was scheduled for the volunteers interested in working with the girls, again with Mr. Haut and the houseparents available and with an orientation and a few introductions to the children in the home.
- a meeting was held with the houseparents to follow-up on the suggestion of working up some guidelines for the volunteers, and these were then distributed to the volunteers.
- progress report written and sent to people and agencies in the community involved with group homes. It was hoped that this report would increase understanding and awareness of our involvement in Mr. Haut's homes.
- Linda was asked to supervise a recreation student from Conestoga College during her field experience in Mr. Haut's boys' home. She worked out very well there and did such a good job that she now has a permanent position on staff in the homes.
- arranged a meeting with Mr. Haut, some of his houseparents and the adolescent team for K-W Hospital Psychiatric Department to establish a resource for his group homes. The psychologists agreed to provide assistance in crisis situations and counselling and treatment on an out-patient basis as indicated, as well as serving as a back-up resource for the house staff.
- meeting with Art Wuttall and Bob Bayne from the Ministry of Corrections. A series of meetings had been going on between the Ministry and CMHA to establish some programing assistance for existing group homes in the K-W area (primarily with Mr. Haut's homes since our involvement had been with him to this point).
- a change in staffing at the girls' home involved us in trying to assist in finding new houseparents. Meetings were held to discuss needs and ideas of where to look and how to advertise. Following one of these meetings, notices were put up around the two university campuses.
- several meetings were held with the houseparents of the girls' home and the volunteer staff people from W.L.U. to discuss problems that arose, crises situations and varieties of ways of dealing with them, and investigating ways of developing a viable, therapeutic and enjoyable program for the girls in the home.

March 1973

- visited with two CMHA sponsored homes in London, Ontario. Met and had an interesting talk with Donna Sutherland, the area supervisor, and the house staff. We were quite impressed with

the two group homes and the experience was quite encouraging. Of note to us was the amount of time off the staff had per week to prevent them from "burning out" or becoming mere custodians, the continual re-assessment of their programs at weekly meetings with aftercare officers, and the level of involvement of the boys and girls in decision and policy making procedures.

- met with B. MacLean from C.A.S. and discussed the involvement of volunteers in their homes.
- more time being spent in getting various agencies to begin to come together to work on their mutual concerns and strengths. CMHA board has established a Group Home Committee with M. Kravitz as chairperson whom we began to work very closely with. His focus seems to be the coordinating of efforts and the establishment of a citizens' committee.

April 1973

- CMHA board policy and task statement drafted and sent to those concerned in the community.
- met with C.A.S. representatives to discuss the steering committee for group homes. The steering committee will be a nucleus of people concerned with the issues of group homes, helping the larger citizens' committee focus energies and attention, and acting as a catalyst to begin to mobilize the community to begin to work on some of the concerns. C.A.S. members appointed Mr. Klaus Gruber as their representative.

May 1973

- meeting with Waterloo Regional Health Unit, Dr. Evans, Medical Officer of Health, to discuss having a representative on the steering committee. Dr. Huntington will be representing Public Health.
- letters sent to G. Abwunza (Reality Homes) to invite him to be a member of the steering committee.
- L.I.P. extension proposal written. Judi Gedye hired as staff to replace Linda Boekelheide who is leaving for England shortly. Judi has been involved in many of the activities with group homes since October 1973 and her additional interests and enthusiasm have boosted our morale and subsequently increased our effectiveness considerably.

June 1973

- met with Dr. J. Canive at K-W Hospital and discussed his representing the psychiatric department and their interests in adolescents in the community. He agreed to be a member of the steering committee.
- contacted Marg Day and discussed her becoming a member of the steering committee. She is operating a group home in Waterloo

and has a variety of interests in youth and their problems as well as a concern for community development.

- contacted M. Hill, Waterloo County Board of Education, about her involvement on the steering committee as a representative from the Board of Education. She agreed to become a member of the committee and expressed an interest in getting people together to begin to tackle some of the problems.
- the first steering committee meeting is scheduled for June 19, 1973 at 4:00 p.m. There have been several meetings with the CMHA Group Home Committee to plan for this important meeting.

APPENDIX C

MINUTES OF GROUP HOME COMMITTEE MEETINGS

Minutes of the First Group Home Steering Committee Meeting

June 19, 1973

Present were Marty Kravitz, Marg Perkins, Ed Bennett, Judi Gedye and Susan Glover from Canadian Mental Health Association, Margaret Day from Youth in Legal Difficulty, Dr. Beth Huntington from Public Health, Herbert Haut from Grand Riverview Homes, and Klaus Gruber from the Children's Aid Society. Unable to attend were Dr. Jose Canive from Kitchener-Waterloo Hospital, Marianne Hill from the Waterloo Board of Education, and George Abwunza of Reality Homes.

The meeting was opened by Marty Kravitz who explained that the impetus for the meeting had come from the L.I.P. staff who had been working with the Group Home Committee of CMHA/Waterloo County. He felt that the group home concept has evolved rapidly and that the community has not kept pace. The group home phenomena has opened a whole new range of problems and possible means of finding solutions and that CMHA has been interested in improving the communications among the people and groups involved. Each person at the meeting had been asked to come to the meeting because he or she had some interest in group homes and hopefully would be able to help influence the directions the community takes.

Ed Bennett added that there had been a number of problems with area schools and courts, yet there was no focal point around which to collect energy to move toward finding solutions, and it was hoped that the committee could become that focus.

Marg Perkins pointed out that while there was great pressure from the government to move away from institutional care, at the same time sufficient alternatives were not being offered.

Dr. Huntington asked what age group we were discussing and it was explained that juveniles (under 16) were involved but that the 16 to 18 year old group was the chief area of concern, although Margaret Day's group often included people up to 20 years of age.

Marty Kravitz added that it is difficult to get the community to accept these kids...people do not want group homes on their streets, yet this approach for care is essential if children are to break the cycle of institutional treatment and failure. Another problem stemmed from the fact that the most difficult children were often referred to private home owners such as Mr. Haut, who were then to operate therapeutic settings on very limited financial resources.

Klaus Gruber stated that the C.A.S. is now beginning to examine its group home program and the problems it is encountering. In answer to a question from Marg Perkins, he explained that there had been a rise in the number of very difficult kids under their care. He also felt that training schools could be a good resource but at present they are not.

Margaret Day said that the kids she deals with resist "treatment" of any kind and that often the best way to reach them was to not place strong structures or controls on them, but rather to develop confidence and trust in their abilities to help themselves.

Mr. Haut explained that he agreed with this policy but found it rather difficult to implement at times, as other groups, such as the adolescent team at the K-W Hospital tended to intervene and disrupt the trust building process occurring between the child and the staff at his home.

Ed interrupted to point out that at present there is no meeting place where problems like these can be discussed; they are left in the hands of individuals. The conversations during the meeting had been illustrating the need for new programming concepts and opportunities for the kids, and that is another reason why this group had gotten together.

Judi Gedye mentioned that there is a real need for community and agency education into the problem areas and how people are trying to find solutions.

Margaret Day illustrated this with an example of a boy who was given a jail sentence on the basis of a report from a psychiatrist who saw the boy for forty minutes. She suggested the establishment of an inter-agency advisory committee for the courts since the judge relies so heavily on reports from psychologists and after-care officers when passing sentence, and would possibly find more information helpful.

Marty Kravitz stated that there are lots of resources here in the community, but we would have to work on pulling them together.

Ed suggested that each person present give their ideas and suggestions arising from the discussion so far.

Margaret Day would like to see a committee formed that would be able to intervene in problem areas (such as the hospital incident).

Dr. Huntington felt that it was important that Public Health be kept up-to-date on the situation and participate in the agency education. Public Health nurses visit both schools and homes in their

districts, and are in close contact with group home children.

Mr. Haut urged that representatives from the hospital, from court and from the Board of Education attend the next meeting. He would like to see programs for teachers, in order to eliminate situations such as teachers asking a child to write an essay on "What it's like to live in a group home". He also added that another need is to help the 16 to 18 year olds as they get little assistance from Manpower or support from employers when starting out in the labour market. They often also do not want to continue in school but there are limited job opportunities for them.

Marty Kravitz said that there were special programs at Manpower and the Unemployment Insurance Commission for counselling of just such youngsters but that they had been phased out, and the reasons for this were not known.

Ed suggested that we contact Manpower for a representative for the committee, and Klaus Gruber added that some of the kids were probably eligible for rehabilitation programs.

Klaus felt that the C.A.S. homes could profit from improved community cooperation, and agreed that work needed to be done in the area of employment opportunities for the age group. He felt that this might be a good area for research, and stated that there were many kids in the community who did not live in group homes but had the same problems with employment and accommodation that needed help as well.

Mr. Haut felt that the government is spending a lot of money in some areas of assistance and not enough in others, and that the resources could be more equitably distributed.

Klaus recommended that the group should not be content to solve a few immediate problems, but be an on-going force for change in the community. Regular meetings would enable groups to find out how they can be more useful to each other.

It was agreed that we should meet consistently and Ed suggested that we all think about what was said at the meeting, and how we can organize ourselves and the community to help some of our ideas start happening, and that this could be a focus for the next meeting.

The next meeting was scheduled for Tuesday, July 10, 1973 at 4:00 p.m. at the CMHA offices, 179 King Street South, Waterloo. The phone number for the CMHA offices is 744-7645 if we can be of any further assistance.

Minutes of the Group Home Steering Committee Meeting

July 10, 1973

Present at the meeting were Ed Bennett, Canadian Mental Health Association, Cindy Campbell, Youth in Legal Difficulty, Gary Dennison, K-W Hospital Adolescent Team, Judi Gedye, Canadian Mental Health Association, Gary Green, Canada Manpower, Klaus Gruber, Children's Aid Society, Beth Huntington, Waterloo Regional Health Unit, Cynthia Johnston, Youth Agency Council, Marty Kravitz, Canadian Mental Health Association, Gerry Schaffer, Waterloo Regional Police and Marie Warner, Waterloo Regional Police.

Introductory remarks from Marty Kravitz reiterated from our previous meeting that group homes and the issues surrounding them were a key issue in our community. One of the major concerns had been the poor communications between the agencies and homes and it was hoped that with this committee this problem could be alleviated. There was also an expressed need from many people involved and concerned with group home youth that we begin to bring people together to work and get the best and maximum use of our collective resources.

Next we introduced ourselves and our particular interest areas.

Klaus Gruber said that the Children's Aid Society was becoming involved in a process of re-evaluating their eight (and possibly nine) group homes. There is an interest among the members of C.A.S. to examine their concepts and what they are doing, and to gain information about other group homes and their activities.

Cindy Campbell said that her interests were with the treatment of kids in the courts. She expressed the concern that often the kids were seen as people would constantly be getting into trouble and wondered about police attitudes towards these kids. Frequently the police, as the people involved with laying the charges, seemed to be looking for kids to get into trouble like they had a large red light flashing over them.

Gary Green said that Manpower was only superficially informed and involved with the problems of youth. The services presently offered are; (1) listings of available jobs, (2) some relatively superficial job counselling opportunities, and (3) training programs (on the job upgrading). Their services were not however specially designed for any one particular age or problem group and at this time they do not have any specialized programs for the youth we are discussing. In approximately six months there are plans for a new program at Manpower. This program will involve more in-depth counselling and a specialized service for people coming into the

labour market. Gary felt that when dealing with youth Manpower suffered from the connotations of their being a part of a large federal government structure, and this he felt often kept youth away. He explained the possibility of setting up store-front operations for youth and that this might be accomplished when the "job banks" were set up, which might be in another one to one and a half years away.

Ed Bennett asked what the staff and facility capability of Manpower is like for the group of people who are not successful in jobs after graduating from schools like Laurel, but are not handicapped to the extent that they qualify for sheltered workshop situations. These kids are having a wide variety of problems with getting into and staying in the labour market. They often need a variety of resources to give themselves and their prospective employers a great deal of support while they develop good work habits and as they adjust to their jobs. Are there any programs to subsidize employers while the kids get adjusted to work, and to work with the kids and the employers as they experience their problems?

Gary Green suggested that there are some on-the-job training opportunities for the disadvantaged that might be what Ed Bennett was thinking of. There is a problem with defining who is "disadvantaged" however.

Cindy Campbell described a situation where a kid she knew had been working twelve to fifteen hours a day on a job for a number of weeks and had had no complaints with his work. When he missed one day of work he had been immediately fired. She wondered if there were resources available to help employers gain information and understanding of the problems the kids have to help them keep their jobs. She suggested a person to act as a liaison with employers to create sympathetic and helpful job situations.

Gary Green explained that there was a problem with industries laying people off before they qualify for union membership so as to avoid what they may consider problem situations. He also said that when industries have on-the-job training subsidies from Manpower, there is a liaison person involved to help those concerned with some of the adjustment problems. This did not go to the extent of making sure the employee gets out of bed when his enthusiasm or self-esteem about being able to hold a job wains, and difficulties of that sort.

Ed Bennett expressed the concern that even when Manpower has its experts to counsel youth with their problems working that the number and variety of problems will still probably be overwhelming and there will still be a need for support and involvement of other community resources.

Judi Gedye suggested that an information summary sheet of Manpower resources and plans for the future be prepared as a reference source for the committee.

A brief discussion of the qualifications for training programs followed with questions about the age limitations restricting some youth to waiting for a year or more before they can get help.

Gary Dennison next described the adolescent team of the K-W Hospital Out-Patient Psychiatry Unit. Referrals are made by the hospital, by private doctors, by other agencies and there are self-referrals. The adolescent team is involved in assessment and direct treatment of problems. In the past three to four months they have begun to make efforts to become more involved with a wider range of community concerns. Gary Dennison mentioned that there is a ten week training program for volunteers presently available at the hospital connected with crisis clinic. This program is available to anyone in the community at this point, but often community people don't know this. It was suggested that this program could be used by group home staff people or by people working with youth in other agencies to gain information to use in situations they encounter. It was also suggested that possibilities exist to involve hospital staff as resource people when agencies feel they would like to involve kids with problems in their programs but need information and support to begin to understand their problems.

To introduce Marie Warner to the group Judi Gedye described the conversation with Terry Sodon, Marie's co-worker, that had led to her involvement. The meeting with Terry had involved discussing who was on the committee, why the committee was meeting, things that had been discussed at the first meeting and the committee's concern to find out what activities the regional police were involved in concerning youth. The discussion resulted in feelings that the police would be interested in being involved in the committee's work, and that there was a need for information sharing between the police department and the group homes and the agencies involved in the committee.

Marie explained that she was not a police officer, but rather a counsellor with the police department. She observed that greater understanding was needed between the police and youth but that it needed to be a two way street. She felt that more interactions between youth and the police were needed to achieve this understanding. She was concerned about the "red flashing light" idea and felt that perhaps the kids needed to be shown how their attitudes towards police contribute and increase the hostility in our world. Marie felt that more and more emphasis was being placed on the police

understanding that often when problems or crimes arise they are connected with personal problems. The old model of parental-law enforcer seems to be giving way to a more social service-community involvement model. To accomplish this, more involvement with other agencies such as group homes or schools are being encouraged with police officers.

Cindy Campbell mentioned that there was a project in Toronto with York University run by John Hogarth, where they had more personal dealings with first offenders. A negotiation situation was set up where the offender, the police and the person who was attacked or robbed, sat down together to discuss alternative ways of handling the situation, such as working for the person hurt to repay them.

Judi Gedye explained that this type of situation existed with juveniles with the work of the Juvenile Court Committee. Efforts are made by a number of people to deal with the problems out of court. There were statutes that enabled this to happen with juveniles but there probably were none to cover situations involving people over the age of 16.

Gerry Schaffer explained that he is a student working with the police department for the summer with an Ontario government program called Youth and the Law. He is involved in observing police activities connected with the counselling activities of Marie Warner's office.

Cynthia Johnston is with the Youth Agency Council which is an organization that is working towards getting all youth organizations together to discuss services offered to youth in the Waterloo region. They are attempting to define both the needs expressed by a variety of agencies and community members as well as defining available resources and improving communications about these resources. She sees a great deal of information that can be shared between the committees.

Ed Bennett felt that we should be concerned with how we work as a group. It was agreed that we make some effort to establish a core group so that we begin to get to know each other and begin to work well together, that we become clearer about the time to be spent in meetings and how to use that time well, that we plan our agendas so that we use our time to maximum advantage, and that information be sent out and shared in mutually advantageous ways. There is a lot of good energy in this group to begin to work to resolve problems but we must be careful not to lose this energy.

Summary

Representatives from Waterloo Regional Board of Education, Waterloo Regional Police, Waterloo Regional Health Unit, Kitchener-Waterloo Hospital, Canadian Mental Health Association, Children's Aid Society, Grand Riverview Homes, Reality Homes, Youth in Legal Difficulties, Manpower, Youth Agency Council.

Institutional care for children is decreasing and the need for more community based efforts for care is increasing.

Group Homes as a concept has evolved rapidly, opening up a whole new range of problems.

Of primary concern is that there is no focal point to collect the energy of concerned people to find solutions to problems.

Problems discussed:

1. Limited funding, not equitable distribution of funds.
2. The need to coordinate community resources to make up for the limited funding situation.
3. More difficult kids with more complex problems.
4. Kids resisting formal, traditional treatment methods.
5. Poor information sharing between agencies, poor understanding of methods used in various agencies, inter-agency communication channels needed. More information sharing needed with:
 - education
 - courts
 - police
 - Manpower and unemployment
 - public health concerns, health delivery systems
 - mental health concerns
6. Need new programing concepts and opportunities.
7. Community and agency education.
8. Need to combine our efforts and energies to get more and better services for youth in the community both now and in the future.

The next meeting is scheduled for July 24th at the Canadian Mental Health Association offices, 179 King Street South, Waterloo, 744-7645, at 4:00 p.m. Please respond if you are unable to attend.

Minutes of the Group Home Steering Committee Meeting

July 24, 1973

Judi Gedye introduced the meeting by passing around an article by S. Sarason on "Formation of the Core Group". It contains information on the group process that may be helpful to us at this point. If this type of information does prove helpful, please let me know and more can be provided.

The suggested agenda for the meeting was (1) to go over the summary of the last two meetings, as on the summary sheet of the minutes of July 10, 1973, (2) to make any additions to the list of concerns and (3) prioritize our defined needs. Then we should decide how we will act on them and how we will address ourselves to the concerns. Finally if we can get all of that accomplished we need then decide on a process of how we want to proceed.

Judi Gedye suggested that since it was a difficult time of year to schedule meetings, perhaps we could think about having our next meeting sometime in September. She wanted the committee to think in terms of what she could do in the interim to gather information, to plan events or write proposals (or what) for the next meeting if it were planned for September.

Beth Huntington suggested that we need to have information and statistics on the group homes so that we know what we are referring to.

Judi Gedye mentioned the places she had information about and had made contact with. Mary Ann Hill mentioned some others that could be contacted. We wondered if there was a list somewhere of all the homes in the area.

George Abwunza said that we needed to have a clear working definition of a group home. The list of contacts that Judi has made includes institutions as well as group homes. He added that it is difficult to agree on a definition, there is no one that is completely acceptable, and there are many that define according to specifics, such as health standards, or differences, such as C.A.S. vs. Private.

It was felt that we needed more basic information on group homes.

George Abwunza then said that he was also interested in getting information on Manpower opportunities for his children, and finding out what skills are required before his kids apply. He said

that he would also be interested in finding out about new program concepts and opportunities from other committee members or sources they may recommend.

Margaret Day said that she would like a tutoring system where kids who have potential and motivation can upgrade their academic skills as well as their poor self-perception enough to become part of the regular school system again, where they can return successfully to school and eventually qualify for better than menial jobs. We discussed the possible use of volunteers as a way of supplementing the programs available through the local school board. Mary Ann Hill explained that budgets for education were being cut to the point where there is little or no one-to-one counselling now, but a greater emphasis on group work.

Marie Warner suggested involving retired teachers, or teachers who are no longer teaching full-time, as these people would have the skills and training, and would perhaps like to find constructive ways of using their spare time and becoming involved with their community. The problem seemed to be how to get in touch with this group of people.

Dr. Huntington asked if there were similar problems in the other group homes.

George Abwunza said that his kids do not present the same problems right now...they seem more motivated and accepting of going and succeeding at school.

We had a brief discussion about testing kids for jobs, as Manpower does. Mary Ann Hill explained that a few tests alone would give you a very narrow picture and would say little about a person's potential.

Marie Warner said that often when people are told that they are presently functioning at a very low academic level, it often results in a lowering of their self-esteem and a loss of impetus, a giving up, of trying to change and improve. Often no mention is made of potential, drive or other positive motivating factors.

Herbert Haut described, from his background of teaching at the Adult Education Centre, that there are problems with the present Manpower system for the youth we are thinking of. The biggest problem would be that the people involved in the courses usually must be out of school for one year, and the courses are best suited for people who feel they have a vocational goal. He explained the European apprenticeship system and said he would endorse and encourage more of this being adopted into the Canadian system.

Margaret Day cautioned that we should be careful about accepting the European system too quickly without examining its drawbacks. She would like to see subsidies available for other than training for trade skills, but subsidies also available for poets and musicians, artistic and academic pursuits.

Marie Warner said that often the people she deals with have impoverished backgrounds that result in poor academic records and that their potential could be realized if there were some way of enriching their lives now.

George Abwunza suggested that we describe ourselves as organized through the Canadian Mental Health Association to define and work with the following concerns...(which we still have to decide upon).

Marie Warner described a girl who was 20 years old, from a back-woods area of Newfoundland, with a poor family background, who needed a place with support and help to keep her off the streets and out of the Vanier Institute.

George Abwunza thought his program might be able to help. He also thought about the possibility of investigating ways of having day care programs for some people, where they could share in the meals and programs and get some companionship, without living in.

We discussed the possibility of breaking up into sub-groups according to interest areas. It was generally felt that it was too early for this and that we might omit certain areas of interest if we broke up into smaller groups now. We must first come to grips with what our areas of concern are going to be, and then decide how we will go about dealing with them.

The meeting was over by 5:30 p.m. with plans for the next meeting for either September 4 or 11, 1973.

Present at the meeting were George Abwunza, Reality Homes, Margaret Day, Youth in Legal Difficulty, Judi Gedye, Canadian Mental Health Association, Gary Green, Canada Manpower and Immigration, Herbert Haut, Grand Riverview Homes, Mary Ann Hill, Waterloo Regional Board of Education, Beth Huntington, Waterloo Regional Health Unit, Cynthia Johnston, Youth Agency Council, Ron Poole, Reality Homes, Marie Warner and Gerry Schaeffer, Waterloo Regional Police Department.

Please contact Judi Gedye at the CMHA offices to let her know which date is preferable, and if you have any suggestions for work to be done during August.

September 25, 1973

This letter will be a summary of the minutes of the meeting of September 25th and a letter to the committee members about some ideas I have been mulling over.

Attending the meeting were Herbert Haut, Grand Riverview Homes, Roz Bernstein and Gary Dennison, K-W Hospital Out-Patient Psychiatry Adolescent Team, Dr. Beth Huntington, Waterloo Health Unit, Marie Warner, Waterloo Regional Police, Ron Poole, Reality Homes Services for Children, Margaret Day, Youth in Legal Difficulty and Judi Gedy, Canadian Mental Health. Unable to attend were Mary Young, Youth Agency Council, George Abwunza, Reality Homes Services for Children, Mary Ann Hill, Waterloo Regional Board of Education, Klaus Gruber, Children's Aid Society, Marty Kravitz, Laurel Vocational School, Ed Bennett, Canadian Mental Health Association, and Gary Green, Canada Manpower and Immigration.

When the members of the committee entered the meeting there were copies of an "Outreach Project" proposal available. We began our meeting by reading and discussing this proposal. (For those unable to attend, copies have been enclosed.) There was a great deal of discussion about this proposal. Now I think I must mention the ideas I have been mulling over. The process I was trying to foist on the committee, namely rubber-stamping approval of a proposal, was and is antithetical to what the committee is set up for. In my mind I had an idea, and I talked to all of you about it before we first met, that we, with our various backgrounds and interests, could come together and discuss mutual interests and problems we might identify and work on about group homes and their wards. What happened on September 25th was my presentation of a proposal that we may in time find ever more relevant and important, but at this point in time seems sudden. I really feel I must apologize to all of you. When we last met in July my intentions were to find some way of getting funds to continue the building up and strengthening of the committee with a paid staff position. My personal survival needs unfortunately became paramount and I took a job that involves me in a related but time-consuming and perhaps too specific an area of concern. I am committed to making the Group Home Committee successful, however we all define our role and goals, but I have obviously had difficulty defining and dividing the two roles I must now perform. I am glad that you struggled through the September 25th meeting with me. The discussion was excellent and the major reason why we are together is for discussions of that degree of interest. I was so busy defending my new and unfair position on that proposal that I missed the value of our discussion, for a time at least.

Now I am wondering how I can rebuild what may have been harmed

at the September meeting. First, since this letter has been so late getting to you may I suggest postponing the meeting until October 23rd at 4:00 p.m. at the CMHA offices so that those who have not seen the proposal can leisurely look at it. Then I would like to suggest that we perhaps spend some time on the proposal if anyone feels there are points to be discussed, but to move on to discussing how we are going to continue as a group. I consider it a priority concern for us to work out together ways we can survive as a working group. One possible hope is more L.I.P. funding for this type of staff support. I hope to have a proposal submitted to the Local Initiatives program by the deadline of October 15th and I sincerely hope this action will be acceptable to you. If we do not receive such funds then I hope we can think of alternate solutions when we next meet.

Again I do not know of any other agenda items for the October 23rd meeting but would be happy to let anyone and everyone know about any suggestions you might want to make.

These "minutes" were far from verbatim but I hope you haven't minded. See you on October 23rd.

Minutes of the Group Home Committee Meeting

January 22, 1974

Present at the meeting were Norm Appelby, K-W Hospital, Social Work, Carol Bridgman, Canadian Mental Health Association/Waterloo, Gary Dennison, K-W Hospital Adolescent Team, Judi Gedye, Young People in Legal Difficulty, Klaus Gruber, Children's Aid Society, Mary Ann Hill, Waterloo Regional Board of Education, Dr. Beth Huntington, Waterloo Regional Health Unit, Marty Kravitz, Laurel Vocational School, Marg Perkins, Canadian Mental Health Association/Waterloo, and Mary Young, Youth Agency Council.

Marty Kravitz opened the meeting by referring to the agenda as circulated. He suggested that the proposed project (Employment Services for Youth) could be a focal point for discussion. He stressed the importance of agencies learning to inter-relate for improved efficiency and ability to meet the needs of our youth. For many agencies, group home concepts are new phenomena and a great deal of hard work is required to understand the full ramifications of their potential. Paramount to these needs would be a viable form of information exchange.

Marg Perkins mentioned that she had received a notice that Fritz Redl (Children Who Hate, How We Deal With Children, Controls From Within) will be speaking at the University of Western Ontario, May 24 and 28, 1974. Details are available from Carol at CMHA, 744-7645.

Gary Dennison responded to the question of how K-W Hospital inter-relates with group homes in the area, by describing some potential problem areas. Frequently a group home receives a child to their care with little or no preceding information about the child. If, when the child arrives and he/she is in need of some additional psychological help, the hospital is called. The end result is that the hospital, along with the group home operators, feels that more information is required before the child enters the community in order for anyone to be able to be prepared to help the child adequately. Gary also said that too often group home parents seem to lack the experience or education needed to handle young people with so many difficulties. If another agency makes recommendations to the parents they have difficulty following them and it's not that they don't want to, it's more frequently the case that they don't have the resources. Differing philosophies don't seem to be the bases of any conflicts, as is suggested at times, but more the frustrations around the issue of resources. Later in the meeting Gary suggested that it may be a

purpose of this committee to inform, educate and perhaps apply pressure to free up more money and other resources for group homes if they are to remain a viable form of care for disturbed youngsters.

Klaus Gruber described the group homes of C.A.S. Their group homes are not professionally staffed. Rather they are "remodelled" foster homes with competent foster parents gradually taking on more and more children and responsibility, with little or no supervisory staff. C.A.S. is now beginning to investigate some of the problems they have with these homes that just grew spontaneously, without any planning or design. Klaus believed that there would be some kids who could readily benefit from group living, but more and more seem to need treatment, not just custodial care. For those who need treatment, loving foster parents are not enough, some other arrangements are needed. C.A.S. has no say over who comes into their care and therefore they need to be prepared for all kinds of problems. They are beginning to use other formal treatment facilities, and beginning to get the houseparents together for developmental/educational meetings, but there are some isolationist attitudes, time problems and a general lack of direction that plagues the efforts.

Marty Kravitz asked if there were consultants to help with the meetings, or volunteers to man the homes to free up some of the houseparents' time, would that help?

Klaus thought these types of arrangements would be seen as both a benefit and a threat. It would be worth exploring and figuring out some solutions. The houseparents were not professionals and might be offended by professional attitudes about giving help but if given some thought this could probably be worked out. The agency encourages the parents to go to foster homes, but the agency is also big and bulky and changes come slowly.

Marty Kravitz suggested we think about what the committee could do about providing professional help for efforts such as Klaus described.

Gary Dennison felt that there were two populations of kids we were talking about; those who can function in a group situation and those who are in a group situation but also need treatment.

Marty Kravitz built on Gary's remark by saying that the group care kids are functioning fairly well and can take care of themselves in many ways, the other group needs more than just custodial care. As a form of prevention group homes provide a milieu that prevents institutionalization and prognosticates better adjustment when a child is left in the community.

Gary Dennison felt that for kids who go into group settings, needing treatment, if they don't get it, the problems don't go away and need to be eventually dealt with, and problems frequently then seem to get worse or are harder to deal with.

Klaus Gruber mentioned the fact that the courts aren't sending children to training schools very much anymore. The children are left in the community, but there have not been the additions and improvements of treatment facilities and resources in the community.

Mary Ann Hill said that the Board of Education was feeling this and that her agency needed more services in the schools to deal with this problem. Mary Ann also felt that an area for our concern is communications, how to make both sides of a situation approachable for discussions.

Marty Kravitz said that often when special education personnel are contacted that they can help, that individuals involved can be cooperative and helpful, and that work can be done to provide easy access to a system (such as a group home) to enable questions to be answered quickly and easily.

Gary Dennison felt that one purpose of the committee is to become political, make demands on government ministries that will alleviate some of our problems (money, more information about new placements).

Marty Kravitz felt that the legal process needed to be challenged also. The courts seem to be clumsy and slow, not attentive to individual needs, and suffering from a lack of useful information to base their decisions on. I would like to add that neither the courts nor any related personnel are held accountable for their actions for judgements. Marty went on to say that group homes need to become organized together in order to have an impact on the things that need changing.

Mary Ann Hill and Klaus Gruber suggested additional group home operators who might be interested in joining in on the meetings.

Marty Kravitz suggested finding out specifically what it is that group home operators and houseparents want or need that we can all work towards achieving.

Gary Dennison suggested the upgrading of community resources.

Marty Kravtiz suggested inviting people from Queen's Park, or representatives from major agencies, to a meeting to discuss our concerns.

Gary Dennison suggested inviting local school principles to a meeting to discuss with them what it means to have a group home in their area.

Klaus Gruber suggested identifying gaps in services, and working up ways to deal with them.

Marty Kravitz suggested looking at the resources of the community in terms of planning, and making suggestions for the needs of the future.

Beth Huntington suggested that we have some organized input into the new Regional Health and Social Service Council. At one of their previous meetings they had used an example of group homes to illustrate a point, and it seemed a good way for us to move on service gaps in the community.

We concluded the meeting by deciding to distribute a survey to committee members to identify major areas of concern or interest, to organize ourselves on the tasks we identify.

The next meeting was scheduled for February 12, 1974, 4:00 p.m. at the CMHA offices. Let me know if this isn't convenient.

Survey of Needs

<u>Description of Task</u>	<u>Identify Self Interests and/or Others Who May Help</u>
Preparation of a brief - gathering information, writing it up, presenting information to different groups.	
Community education - public speaking, media projects, newsletter.	
Workshops for group home workers.	
Improvement of community resources - survey what services available, identify gaps, plan- ning for future.	
Communications.	
Regional Health and Social Service Council - getting information to council or more active role.	
Employment Services For Youth - identify staff, maintain project, management group.	
Other suggestions:	

Minutes of the Group Home Committee Meeting

February 12, 1974

Present were Norm Appelby, K-W Hospital Adolescent Team, Carol Bridgman, Canadian Mental Health Association/Waterloo, Gary Dennison, K-W Hospital, Out-Patient Psychiatry, Adolescent Team, Judi Gedye, Young People in Legal Difficulty, Klaus Gruber, Children's Aid Society, Marty Kravitz, Laurel Vocational School, Marg Perkins, Canadian Mental Health Association/Waterloo, Marie Warner, Waterloo Regional Police, Meg Young, Lutherwood.

We began the meeting by introducing Meg Young and then had some brief discussion of other suggested people to invite to our meetings.

Marty Kravitz asked us to review the tasks summarized in the previous meeting's minutes and asked if we could identify or prioritize where we, as individuals, or as a group, would like to focus our interests and energies on.

Klaus Gruber felt that there were two groups he could identify as having the greatest needs. There were the 16 to 18 year olds who were too old for foster home, had some degree of independence, but weren't able to manage on their own completely. Secondly, there were the 14 to 15 year olds who wanted to be 16, needed help, but were refusing it. For these youngsters there is a need for a "closed setting". Often they can manage in the home situation but not in the community, and when the community loses patience they get sent away to training schools, there are no local facilities.

Marg Perkins asked if the day-care program at Lutherwood is a possible solution.

Klaus said that the kids he was thinking of wouldn't fit into Lutherwood's school program.

Meg Young suggested that individual school principals are now making some arrangements for special cases (the child comes to school part-time and works the remainder of his time in supervised settings).

Marg Perkins suggested the job readiness programs at Conestoga College as possible forms of help.

Klaus Gruber then mentioned an interest in finding and up-dating the brief written three or four years ago. It had researched and

identified services and needs in the community for young people.

Judi Gedye then asked if we could decide what tasks preceded others and identify what we should begin to work towards.

Klaus Gruber had some concerns about the function of the committee in the absence of home operators. He felt that we somehow had to communicate to the operators that we were willing to work on their needs but that we needed to know what their needs were, ways of identifying them. There would probably be other focuses which might not be seen as directly related to needs that some of us might want to work on (some long-term concerns perhaps) but we would like to remain as a resource group to the operators. Klaus didn't feel that we could in any way be a group that gave orders to the homes. At best we might offer suggestions and help mobilize some action on their concerns.

Marg Perkins wanted to know if anyone had a clear idea of what the honest feelings were of the home operators towards the committee.

Judi Gedye elaborated on conversations she had had with George Abwunza and Herbert Haut. On the whole, and in a variety of circumstances their response has been positive. Informal conversations tend to wander over a variety of pleasant topics many of which are concerned with the tasks facing the committee. There have been incidents of Judi receiving feedback from a third party that the committee was seen as a "waste of time", but no feedback has come directly to her nor is there any indication that this is other than a sign of exasperation. We probably are moving too slowly for those directly involved in the day-to-day concerns of troubled children, but once we get organized and begin to tackle some problems we will hopefully become an active ally.

Klaus Gruber felt also that a home operator's skepticism at this point was honest. They would be just too busy to work through the committee formulation stages.

Marg Perkins wondered how we would work through this stage. Would our assuming the role of ombudsman for group homes be satisfactory?

Gary Dennison wondered if bringing the committee meetings to their homes would make it easier for operators, and improve our communications with them.

Klaus Gruber suggested that we talk informally with them first. He also said that he felt it was important for us to realize that we will probably always be operating at two levels (front-lines,

direct service, and government, public relations). In order for some of us to work effectively at one task we need to maintain contacts and have good interaction with those working at the other tasks.

Judi Gedye said that if we really are ready to assume that the home operators are hesitant about being involved, that in Mr. Haut's case it might be more understandable if we remember that he has had a longer and more painful history with CMHA. Early efforts to become involved in issues concerning youth in group homes were at best done painfully and clumsily.

Gary Dinnison asked if the inclusion of the phrase "group home" in the committee's name wasn't a fallacy. If we don't have group home representation then we should just be an adolescent committee with more general concerns.

Klaus Gruber and Marty Kravitz both felt that the focus should be youth in group homes because that is where we have identified so many areas of need. These are the kids in the community who are having the serious variety and intensity of problems.

Marty Kravitz again asked us what our goals are. He felt that we have accumulated a great deal of knowledge about the problems with our youth and group homes in the community, and wondered where this better perspective would take us.

Klaus Gruber felt that we have to make some attempts to go to the operators and see where they stand. He will contact Herbert Haut and George Abwunza and talk with them. He will also contact, with Gary Dennison, representatives from Ausable Springs and Amity Farms.

Gary Dennison also mentioned that on April 19, 1974 the adolescent team is organizing a meeting to get agencies dealing with adolescents together to discuss gaps in services. Surveys and invitations will be forthcoming.

Marg Perkins also reminded us of George Abwunza's Reality Workshop on March 1 and 2, 1974.

Klaus Gruber mentioned a project that he is now beginning to plan involving wired world. He is going to be inviting representatives from community social agencies to talk about what they are doing and problems they are having.

There was no discussion of the time or place of the next meeting, we chose instead to wait until Klaus and Gary had contacted the home operators.

Minutes of the Group Home Committee Meeting

April 2, 1974

Present were Marg Perkins, Canadian Mental Health Association, Norm Appelby, K-W Hospital, Beth Huntington, Waterloo Regional Health Unit, Klaus Gruber, Children's Aid Society, Marty Kravitz, Laurel Vocational School, Judi Gedye, Young People in Legal Difficulty.

We discussed the Employment Services for Youth (ESY) project almost exclusively at this meeting.

Before I describe our discussions, I feel I should bring you all up to date. I phoned Jan Culley (Manpower) after the meeting and she said that our cost sheets arrived in Ottawa immediately after the Federal Review Board had been disbanded in an effort to decentralize funding. That means for us that there was a certain amount of confusion about who controlled what and who got what money to give to whom, and who decided. Theoretically, since we have been approved by the Review Board in Toronto, if the decision was given back to them we should be all right since they had already approved and would likely do so again. Jan suggested that we phone Toronto and Ottawa to ask for a time perspective, how long we would have to wait before we could go on to the next phase, and she also suggested that if we could get an M.P. to enquire it would be even better. Marty Kravitz wrote to Max Saltzman and his office enquired and then relayed the message back to Jan. Now it seems that the Federal Review Board is retaining some screening authority and we will be going through their hands. They next meet on April 26, 1974 and we will try to get on the agenda for that day. Until then we get to sit tight a little longer. So we can relax a little bit longer, the rush isn't on yet.

Now for the meeting.

We looked at the proposed budget briefly. The figures are very similar to those on the final proposal we submitted. The total cost for the first six months is \$16,220, \$11,700 of that is for salaries for one clerical position and two employment counsellors.

Marg Perkins asked who was going to do the hiring and Marty Kravitz responded with his suggestion for how he thought we could divide up the duties as he saw them. He sees us forming three committees; two short-term and one long-term. He also mentioned that he thought it would be a good idea to include people who were not members of the committee but whose expertise could be valuable for the tasks at hand. (Suggestions of people who could help, plus

yourself volunteering if you are interested in a particular task is information we need.) The three committees are:

1. Recruiting - the hiring and interviewing process.
2. Training and orientation of the staff hired.
3. Operations - setting the actual project up and long-term supervisory role.

Marg felt that we should consider having some publicity and information ready to give to the community and agencies who might make referrals, once we actually had a starting date.

Klaus suggested preparing a press release.

Marty asked for volunteers for the recruiting of staff. (He has the list, so I can't be accurate, but I think it includes Beth, Norm, Judi and Meryl Kravitz. This is going to be a big job though, and we'll need more people so please let us know if you will help.)

We talked about running an ad in the papers (possibly with Manpower sponsoring the cost at this point, but I still have to check that out) and having the applicants apply with a resume through the Manpower offices. Then we would have their names plus any on the Manpower files who might be appropriate and we would then make an initial screening according to what the people looked like on paper. Then letters would be sent out to everyone. For those screened out there will be an explanatory letter sent, for those still competing we'll send a copy of the brief and ask them to arrange an interview if they are still interested. Then we must arrange to see all the applicants. We decided that whatever process we used for meeting and interviewing applicants, we would hire on a consensus decision-making process.

We discussed the possibility of having a young person, a prospective client perhaps, on the interviewing committee.

Marg asked if a client who came to ESY would have to want a job. We talked about that for a while and decided it would depend on the individual. If he/she were in a place where they couldn't conceivably handle any job, that no job placement would be appropriate, and the the staff would then have to be prepared to establish a contact with the person but work through, with other agencies perhaps, whatever steps were necessary to prepare the person for job satisfaction. We could think of some examples from the people we were already in contact with who couldn't get a job tomorrow but with some help in some areas could eventually be a good worker if the right job were found, etc.

The training and/or orientation committee's role was discussed next. We felt it was important for the staff members, all three, to receive the same orientation, as the clerical staff would have as much contact through the office with young people, agencies and industries and would need the same amount of background information to be able to manage his/her job well. We felt that the orientation should include a list of all the agencies, industries and other contacts and resources we, as a group, had or knew of. We could help in the introductions in some cases and thus provide a foot-in-the-door in many cases. (It would be helpful if we all thought of and perhaps made our own lists now and then we could collate them soon for this phase of the project.) We also felt it would be necessary to orient the staff to some of our perceptions and understandings of their future clientele, gaps, weaknesses and strengths in present services as we see them, and funding and other resource areas in the community.

The operations committee was discussed next. Immediately there would be the task of making some preliminary investigations of available office space in the community. We also felt that one of the first jobs for the staff hired would be to follow-up on our suggestions plus hunting up some leads of their own and to end up with the office they were most comfortable with. Marg Perkins offered some empty office space in the CMHA building for the staff to use until they found what they wanted. Then once the right place was located we could decide what furniture would be required and again help out with some of our contacts to acquire what the staff wanted.

Klaus asked what were our ideas about what a typical case load for a counsellor would be. In general terms we felt a case-load of fifty clients, with two-thirds of those requiring intensive contact and the remaining one-third with more infrequent follow-up, would be the maximum for each counsellor once they were working at full swing. If an agency were to make a referral, we felt it would be important to ESY staff to return the referral for follow-up once the ball got rolling, or for assistance when problems other than employment were being worked on prior to employment. We felt this should be built into the definition of how the service would operate.

Next we discussed qualification we felt were necessary for the staff. We defined these as:

1. Having human relations skills that would be adaptable to working both with young people and with business and agencies in the community.
2. Counselling skills, with experience, were felt to be important. We were not adamant that these skills be acquired through a

previous job experience, i.e. it could come from intensive volunteer work of some kind, but that the skills were very important and some specific training would be considered valuable.

3. Education level - should be high (some said a minimum of a BA) but more important that the person hired should have learned either in a classroom or through his/her experiences some positive building attitudes. We felt that someone who was too politically radical, for instance, would have difficulty working effectively with the business community. We are looking for someone who can be adaptive to where things are able to work. We are trying to offer a necessary direct service and through its success will be able to achieve positive and healthy community development and growth.
4. We felt we would ask the applicants for references and follow-up by phone to receive the most accurate information we could.
5. We felt that we will need to have some discussion of the applicant's perceptions of the job and the work needed to be done once they have read the copy of the brief we will send them.

That's as far as we got in our discussions. A number of committee members were not present and we need to know and want to know your ideas, suggestions, and where you can volunteer your help. We found ourselves getting excited about how good the project is going to be and we want to share this excitement (and the work load) with you. Please contact someone on the committee if you cannot attend the next meeting so we will know how to proceed when we begin to make plans.

Don't forget the meeting of agencies and people concerned with services for youth on April 19th at the K-W Hospital, 9:30 a.m. to noon.

Minutes of the Group Home Committee Meeting

July 9, 1974

Present were Joe Champagne, Amity Farms, Lyn Gardiner, Youth Agency Council, Judi Gedye, Canadian Mental Health Association, and Klaus Gruber, Children's Aid Society.

The discussion was as follows:

1. Employment Services for Youth - We have not had any word from Manpower re our project for several weeks now. Judi planned to be in Ottawa July 10th and would make enquiries. It seems that our project is one, among others, that has been approved and is waiting until funds are available, which may not be until the next fiscal year (April 1975). It has been pointed out to me that it is unusual for all monies for this fiscal year to be allocated so early and that further enquiries with our federal representatives may be of some help to us. Therefore I would like to approach Max Saltzman and Joe Flynn to see if they can help us. Before I do that I would like to hear from any of you who have suggestions or criticisms of this approach.
2. Adolescent Personnel Committee - Klaus and Joe are both involved in the executive committee of this new group and are willing to act as liaisons between it and our committee. This new committee was formed with representatives from a large number and variety of settings and agencies working with adolescents with problems. They have planned to meet as a large group four times a year. They are discussing and planning to become involved initially as a screening aid to improve the process of referral-making between agencies. Our input at this point is still developing, but has the potential of being both unique and valuable. If the larger group decides to become responsive primarily to the needs of group home residents and operators then there might be overlap, so it is important for us to remain in contact with the large group and share our efforts and concerns.
3. New Members for the Group Home Committee - Klaus mentioned that his position at the Children's Aid Society will be filled by a man who has experience with group homes and has some interest in maintaining Klaus' community contacts. Formally, plans for him to take over Klaus' role on our committee have not been discussed but Klaus feels that there should be no problem.

I (Judi) am going to contact Marty Kravitz about another representative from Laurel Vocational. Also someone from Laurier will be helping with my work load next year. I plan to be in the community two to three days a month to help work on the committee's business as well.

4. I have applied for some funds for operating expenses for the committee for next year. A fellow member of the CMHA board has suggested that his church might have some money available for other CMHA projects and asked that any of us interested should give him some information which his group could work with to make their decisions. I did this at the beginning of July, but we haven't received any reply yet.
5. The CMHA (Canadian Mental Health Association) would like to have some continuing liaison with the Group Home Committee now that Marty has left town and I will be leaving in September. Joe mentioned that he would be interested in coming to the "get acquainted" meeting. This will be at the CMHA offices August 6, 1974 at 2:00 p.m. to meet other board members and to get information about board activities. To any other interested committee members, the invitation is open to you as well.
6. The next meeting was planned for August 6th...I would like to change that to August 13th please so that I can have time to do some of the necessary leg-work. And we decided to change the time to 10:30 a.m. since the morning seems more convenient for a number of us. I will be in touch with you before the meeting to see if you have any items for the agenda. That's August 13th at 10:30 a.m.
7. Since our last meeting I have been approached by Gary Ouelette who is working on a summer grant from the Sports Council to identify gaps in services, coordinate present resources, and offer suggestions to government and other community groups for the development of services. He is interested in gathering information about recreational programs and needs of special groups in the region...one of the special groups being group homes. We decided that for the best use of time and energy I would meet with the home operators individually to fill in the questionnaires and then we could discuss our information collectively to identify gaps and offer suggestions for future services for our youth.

APPENDIX D

EMPLOYMENT SERVICES FOR YOUTH PROJECT PROPOSAL

Project Name: Employment Services for Youth

Sponsoring Agency: Canadian Mental Health Association
(to be submitted for approval December 10, 1973)

Project Officials: Members of the Waterloo County Group Homes
Citizens Committee

Project Address: J. Gedye, c/o Youth in Legal Difficulty,
12 Bridgeport Road, Waterloo, Ontario

Aims and Goals

The Region of Waterloo has some combination of factors working together to create an atmosphere that fosters one of the highest delinquency rates in the Province. It also has one of the highest high school drop-out rates of the Province. Whatever the causes, the Region of Waterloo is troubled with a substantial number of young people who are in need of some specialized counselling and support systems to help them change and become healthy, responsible and contributing members of the community. One major problem area that we have identified in working with youth through the judicial system is that many young people are inadequately prepared for the working world, have a great deal of difficulty finding and applying for jobs, usually last only short periods of time on a job and are generally unhappy, frustrated and bored with many working situations. This project will be concerned with these youth, generally between the ages of 16 to 20 years, who require in-depth counselling of a personal and vocational nature. The emphasis of the project is to facilitate the vocational development of the youth in addition to facilitating their personal development.

It has been brought to our attention that the Canada Manpower Centre, due to a shortage of staff, has been unable to provide the individual attention that these youth require to assist them in becoming productive, responsible members of the community.

It is the goal of this project to augment and enlarge the services of the local Canada Manpower Centre and focus specifically on the Manpower problems of the youth in the area. It is the goal of this project to work individually with each young person to identify strengths and weaknesses, to work out with them the steps that need to be taken to achieve a realistic plan, and follow them through these individualized vocational plans, as a support system, to a predetermined measure of success.

Short-term Objectives

The primary objective would be to begin to actively identify and work with youth who have major problems in the "working world". An initial target group will be the young people who are presently living together in a home maintained by the Youth in Legal Difficulty project, as well as those people brought to their attention through their courtroom activities. Gradually as we become known to the community we will be working with young people referred to us from other community agencies as well.

Our activities will include vocational counselling with referrals being made to jobs, training situations or other more appropriate agencies, with the ultimate goal for each person being full employment. There will be follow-up on all placements. There will also be a great deal of public relations work in the beginning stages. This will be on a one-to-one basis as well as with larger groups, in an effort to let people in the community know that our services exist, to acquaint people with the work we are doing and how we do it, to talk to people about the problems and potential of young workers, and to establish working relations with valuable contacts in the community.

We will in the beginning stages make an effort to accumulate statistics and data on our client pool so that we can begin to appreciate and document the magnitude of the problem. We will also keep accurate records of our activities as an important historical perspective, to avoid duplicating previous mistakes, and to have a context in which to evaluate effectiveness and successful methods of helping our clients.

We will work closely with the local Canada Manpower Centre to learn about the available services, personnel and contacts that could serve as resources in our work. We will also begin to make contacts with appropriate employers, educators and resource people in the community who can help us in our special work with youth.

Long-term Objectives

We will continue all the short-term objectives mentioned above as well as changing and improving with time. One long-term goal that we can identify now is to involve more and more youth in the community who have employment problems in the services of our project. We will work to increase our client pool by making our services more widely known to and used by the youth of the community. We plan to become more effective and more comprehensive over time. We feel this can be achieved in a number of ways. First an increase in staff, gradually over time, will increase the number of

possible contacts and services we can offer. We plan on making our services less formidable and formal, more appealing to young people, eventually by operating out of a "store-front" type of setting in areas which we will identify as having a high concentration of youth with employment problems. Our staff will operate on a less formal basis than is typical. They will have an office area as a base but will be going out frequently to where the young people congregate to try to understand their world more fully, and thus be more effective when working with them.

Relationship with Canada Manpower Office

We intend and hope to work closely with the people in our local Canada Manpower office. We presently know a number of people in those offices and feel that we have friendly working relationships already established which will help and improve the services of our project. We realize that Canada Manpower is in the employment business and has been for longer than ourselves and therefore we take the position that if we work closely we will benefit from the expertise and experience that exists. We also feel that our accumulation of statistics and identification of the needs of young people regarding employment will be helpful information that we will be able to offer our local offices to reciprocate.

Other Community Benefits

Primarily we are not a duplication of any services offered by any other agency organization or group in the Region of Waterloo. From our previous experience with youth in this community, we will be providing a much needed service that will increase the help available for youth, remove a load that some agencies feel inadequate to respond to, and provide a means for the collective action of a variety of agencies dealing with youth in related ways.

Geographical Area and Canada Manpower Centre Involved

The Region of Waterloo and the Kitchener Manpower Centre.

Selection and Recruiting Procedures

Staff positions for the project will be filled by applicants we will recruit from the Canada Manpower Centre files.

Expected Starting Date

No later than January 15, 1974 as the need exists and seems to require immediate attention.

Expected Duration

We see this project as requiring federal government support and funding for a maximum of three years in order to achieve our long-term goals. At that point we feel that if we have proved ourselves to the provincial and local governments and other funding sources, as a valuable service to the community, that they should become actively involved in funding us.

Description of How the Project is Managed and Directed

There will be two key staff working as a team to fulfil the expectations of the job description. An anticipated job description would be: - ability to work with young people as well as industry and other community organizations.

- counselling experience.
- knowledge of the community.
- knowledge of employment and Manpower concerns with a realistic view of the requirements of industry.
- able to make independent decisions.
- able to keep personal activity history for purposes of evaluation.

In addition one staff person will take responsibility for the management of the office and the administration of funds. The other staff person will take responsibility for the intake of clients and the distribution of the case load to both counselling staff.

There will be a need for clerical office help as well. This person will be responsible for receiving and screening contacts of agencies, employers and clients on behalf of the counselling staff who may be interviewing or making contacts in the community. This person will also take major responsibility for any typing, filing and general office duties, as well as helping with the financial book-keeping and the recording of data. An anticipated experience record for such a staff position would include previous secretarial background, with additional office management skills, and the ability to work effectively with both youth and industry.

Is a Developmental Phase Required?

We think it would be wise for us to try the first six months on a developmental phase basis. Much thought and effort has gone into formalizing our proposal but in order to safeguard the group we will be working with and the taxpayer's dollars we feel obliged to actively assess our beginning activities before requesting more permanent funds. Our caution does not detract from our enthusiasm, it rather adds a note of thoughtfulness and hopefully wisdom.

Previous Funding

None

Where to Get Capital Costs Funding

Capital costs for this project have not been included in our budget for federal funds. We do not foresee the need for such items but should the need arise, we will be trying to involve the community in the work of our project in a variety of ways, and the donation of capital items would be one such way for the community to help and become involved.

Potential to Become Self-supporting

It has come to our attention that some of the future plans of the local Canada Manpower Centre include setting up specialized services for youth, with plans for "store-front" operations, informal counselling situations being mentioned and contemplated for the future. They have also expressed an interest in having this service available in three to five years. Therefore we feel that our project will have valuable information for the future programs of Canada Manpower, and may in the long run be managed and supported by the Canada Manpower offices.

In general, if this were not the case and Manpower did not continue the spirit, if not the body of the project, there is adequate public interest in the whole question of services for youth in this community to have some efforts made to continue a worthwhile project. Concrete examples of this community concern for its youth are the Group Home Committee of the Canadian Mental Health Association, with representation of fifteen major community agencies; Youth in Legal Difficulty, Youth Agency Council, Adolescent Team of K-W Hospital Out-Patient Psychiatry, Juvenile Court Committees, to name a few.

Employment and Financial Information

- a. For the first six months (development of services) -
Expenses per month (four weeks)

2 Counsellors at \$175 per week	\$1,400
1 Clerical at \$100	400
Unemployment Insurance	20
Canada Pension Plan	28
Holiday Pay (4%)	72
Transportation and Travel	150
Office and Equipment Rental	150
Material and Supplies	100
Telephone and Postage	550
Other Costs...Conferences	
Workshops	
Copying Materials	
Contingency Fund	<u>200</u>
Total	\$3,370

- b. For the second six months -
Expenses per month (four weeks)

3 Counsellors at \$175 per week	\$2,100
1 Clerical at \$100 per week	400
Unemployment Insurance	24
Canada Pension Plan	42
Holiday Pay (4%)	100
Transportation and Travel	200
Office and Equipment Rental	150
Material and Supplies	150
Telephone and Postage	75
Other Costs...Conferences	
Workshops	
Copying Materials	
Contingency Fund	<u>200</u>
Total	\$3,441

c. For the second and third year -
Expenses per month (four weeks)

4 Counsellors at \$175 per week	\$2,800
1½ Clerical at \$100 per week	600
Unemployment Insurance	32
Canada Pension Plan	58
Holiday Pay (4%)	136
Transportation and Travel	250
Office and Equipment Rental	150
Materials and Supplies	175
Telephone and Postage	75
Other Costs...Conferences	
Workshops	
Copying	
Materials	
Contingency Fund	<u>250</u>
Total	\$4,526

Total cost for three years - approximately \$143,390.00