AN ANALYSIS AND EVALUATION OF A
MULTI AGENCY REHABILITATION PROGRAM
FOR DISADVANTAGED WOMEN

by

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ABSTRACT

This paper is concerned with a relatively recent program entitled Employment Orientation for Women. This program is an attempt by government to provide a learning environment in which women can develop the confidence required to participate in subsequent training and employment. The need for programs such as this occurs because increasing numbers of people are existing through the support provided by government welfare agencies. One particular group is composed of women who have been widowed, deserted, neglected or divorced. In most cases the wife has been left with one or more dependents. Unfortunately, until recently, very little has been done by government agencies to assist these women to become self-sufficient.

The program is unique in that it depends upon financing by Canada Manpower and the Provincial Department of Rehabilitation and Social Improvement. This arrangement is further complicated by the fact that the authority to operate within a provincial jurisdiction derives from the Special Projects operation of the Technical and Vocational Branch of the Department of Education. Of particular interest is that the program is developed and operated by a public school system through the provision of an Adult Education Service. In this regard, the rationale for the program and its implementation in Surrey is examined to ascertain the intricacies of agency involvement.

The possible significance of this is that, if the goal of self-sufficiency for the participants can indeed be met at the local level and
at a reasonable cost, the organization, content and methodology of the program is worth examining. Furthermore, if the data presented confirms that the objectives of the sponsors and participants have been reached, an analysis of the program may reveal aspects which can be utilized elsewhere.

On the other hand, the analysis may reveal that the program is another ineffective government ritual which often exist and indeed expand as a result of the manipulation of functionaries whose main purpose is to support or expand their professional interests. It follows, then, that if these rituals are present in the program, the participants are the victims of professional cannibalism rather than the recipients of a significant contribution from helping functionaries motivated by at least some unselfish concern.

This paper, then, presents the history, philosophy, theory and practice involved in the initiation and operation of the Employment Orientation for Women Program and consequently asks the questions:

(1) Is it possible for a local public school district's adult education service to operate a program which can effectively assist disadvantaged women to become self-sufficient?

(2) Can a program with funds controlled by outside agencies operate with a person inexperienced in working with government or at least familiar with organizational theory?

(3) Is the program a device to manipulate disadvantaged people for the self-interest of the agencies involved?

To seek the possible answers to these questions, the participants are analyzed by case and past educational and employment histories. A further tabulation of statistics relating to length of time on welfare and the number of dependents involved is made in order to examine the variables which may affect achievement expectations. These expectations relate to
those of both the participants and the sponsoring agencies. This data is followed by a survey of graduates over a one year period. To test the organizational basis of the program, Ray I. Ingham's Compliance model is used to compare the factors involved that affect both institutional and individual motivations.

Finally, as a result of the analysis of the program some recommendations and conclusions are presented relating to individuals both private and corporate and to the design of the program.
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The co-operation of agency personnel from Canada Manpower, the Department of Rehabilitation and Social Improvement, Surrey and the officials and staff of School District #36, Surrey, along with the officials of the Department of Education, Technical and Vocational Branch is gratefully acknowledged. Particular appreciation is extended to the ladies of the Employment Orientation Classes for their contribution to the study.

The writer also wishes to thank Pam Parford, Judy Barker, and Jean McNulty for their invaluable assistance in the preparation of this thesis.
To Edythe, Marilynn and Brian
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and patience during its preparation.
CHAPTER I

AN INVESTIGATION OF THE NEED FOR
VOCATIONAL ORIENTATION PROGRAMS
FOR DISADVANTAGED ADULTS

BACKGROUND: PHILOSOPHICAL AND SOCIOLOGICAL CONSIDERATIONS
RE: ADULT VOCATIONAL EDUCATION

Vocational Education for Adults

This Chapter will review the background of Adult Vocational Education in order to provide the foundation for the introduction of the "Orientation" concept in general and the Employment Orientation for Women Class in particular.

Vocational Education, unlike the classical concept of education, has an economic goal. The training towards this goal is narrow in scope but deep in specific skills. To some observers, this training produces graduates who, like commodities, are fed into the industrial complexes of the country in order to produce more goods and services and thereby contribute to the Gross National Product. But it remains true that if a person chooses to avoid dependency relationships with government agencies and become self-directed, that person will require a saleable skill.

Skills and People may Become Obsolete

To complicate the matter further, as the economy of the country changes and the emphasis is placed upon more exotic skills, the skills
presently held by some will become obsolete or require upgrading. In addition, many people become trapped in soul-destroying jobs to which they become tied by evolving responsibilities such as marriage, children and subsequent debt. Finally, as people become disadvantaged, they feel they have ".... lost status". They consequently share the feeling of rejection suffered by other people who are handicapped both physically and socially and are subject to frustration with a situation which they have no means of changing. This paper is concerned with a program that attempts to alleviate unsatisfactory situations in which disadvantaged people find themselves and to assist them to become more effective socially competent human beings.

The Theory upon which the Program was Based

The plan of the program was to attempt to provide a means to assist people to survive effectively or to become socially competent. Alex Inheles in his paper "The Socialization of Competence" states:

...... The ability to comprehend ..... information ..... and where to go for what; skills in interpersonal relations which permit negotiations, insure protection of one's interests, and provide maintenance of stable and satisfying relations with intimates, peers, and authorities; motives to achieve, to master, to persevere; defences to control and channel acceptably the impulses to aggression, to sexual expression, to extreme dependency; a cognitive style which permits thinking in concrete terms while permitting reasonable handling of abstractions and general concepts; a mind which does not insist on excessively premature closure, is tolerant of diversity; and has some components of flexibility; a conative style which facilitates reasonably regular, steady and persistent effort, relieved by rest and relaxation but not requiring long periods of total withdrawal or depressive psychic slump; and a style of expressing affect which encourages stable and enduring relationships without narcissistic dependence or explosive aggression in the face of petty frustrations.

1Darrel Anderson, John A. Niemi, Adult Education and the Disadvantaged Adult, Occasional Papers, Number 22, p. 23.
A little further on Inkeles says: "Without most of this array one is not competently prepared for life in our society, and must sink into some form of dependency or deviance." 1

Women Face Increased Social Hazards

One group of people in particular, who may become prone to dependency or deviance, are the women who find themselves, through divorce or other personal problems, in a situation that makes them dependent upon a welfare agency. Many of these women have the responsibility for children and are faced with both the emotional and financial problems inherent in the situation. Moreover, many expectations of the community are difficult for them to attain. Yet, in order to function within the value system of the community, which includes self-sufficiency, women require skills for employment. Many lack any saleable skills and often any skills they may have possessed have become obsolete or partially forgotten. Therefore, they are not ready to enter employment. Furthermore, many will require, at least temporarily, the assistance of a social agency in order to survive. 2

Philosophical Considerations For Orientation Type Programs

The need for programs similar to the Adult Vocational Orientation Programs to alleviate the problem of alienated people in society is both local and international. There is an increasing awareness of the need to help people to develop their internal capacity to make a more tolerable life for themselves.

Much philosophy and many statements by learned people support the

1 Alex Inkeles, Social Structure and the Socialization of Competence, p. 281.

2 Darrel Anderson, John A. Niemi, Adult Education and the Disadvantaged Adult, Occasional Papers, Number 22, p. 23.
need for experiences such as "orientation" programs. International leaders, educators, representatives of business and industry have expressed their philosophical support for an educational experience that provides the means for people to gain social competency which is one of the stated aims of the orientation programs.

Before continuing to examine the need for "orientation" type educational experience, this paper will examine some of these statements.

Peers and Poets:

Sir John Maud in a speech pointed out that a major concern of adult educators should be the responsibility of freeing people from feelings of being alone and powerless.¹ Perhaps these concerns are summed up by the English poet A.E. Houseman whom Maud quotes:

> I, a stranger, and afraid,  
> In a world I never made.²

Educators and Industrialists:

Mr. T.H. Taylor, Supervisor of Vocational Education, Saskatchewan Department of Education, early in the decade of the 60's in an address to the second Annual Conference of the Industrial Arts Specialist Council given in Edmonton, Alberta on April 19, 1963, asks the question: "What skills should be included in the educational equipment of individuals?"

In answering his own rhetorical question he states:

> Knowledge, of course, is on the list but it is in fact more likely that the new employee will fail because of attitude or habit than by lack of knowledge or skill.

²Ibid.
He supports his contention by quoting Mr. N.R. Crump, President of the C.P.R. as saying:

Perhaps the time has come to extend the length of the engineering courses so that not only the specialized subjects can be taken, but also some study given to social science and the humanities which go to make a well-rounded man. ¹

It would seem reasonable to deduce from this that the need expressed by Crump, for engineers who are members of an elite occupation, to have an understanding of themselves as human beings and their relationship to their social environment is no less important for the disadvantaged who find themselves alone and afraid in a world they never made and, unlike the engineering elite, have no chance to change.

Government Functionaries:

Mr. John Drew, Representative, Manpower Consultative Service, Department of Labour, gave a talk to the Annual Meeting of the British Columbia Chapter of the Canadian Vocational Association. In his presentation, he acknowledged the growth of training opportunities which had contributed to increasing the supply of qualified and skilled members of the work force. However, having said that, he expressed concern that there remained two problems in respect to the efforts in the pre-world of work area. The first of these is of importance to the consideration of "Orientation Programs". Drew stated that there is need to learn more "..... about the process of adjustment of new entrants to the labour force and their eventual work situation". ² Further along in his talk, he stated that more understanding was required of communication systems between the real world of

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¹Newsletter, B.C. Chapter, Canadian Vocational Association, Number 5, 1966, p.11.

²A Survey of Manpower Problems, address by John Drew, Representative Manpower Consultative Services, Department of Labour, Vancouver, B.C.
employment and the kinds of things that were happening in institutions to prepare graduates for the reality of work. He expressed his belief that both the process of adjustment and communication "..... have obvious ramifications and dropouts and those who fail to gain occupational fulfilment and job satisfaction".1

A colleague of Mr. Drew's, addressing the September meeting of the B.C. Chapter of the Canadian Vocational Association apparently endorsed his philosophy. Mr. R. MacCuish, Director of the Federal Technical and Vocational Branch stated:

There must be increased emphasis on measures to make it easier for marginal groups to take up and maintain gainful employment in the economy. 2

Government Bureaus:

The Pilot Projects Branch, Program Development Service, Department of Immigration in 1967 launched the Canada New Start Program. The philosophy upon which their program was launched supports the need for special programs for the disadvantaged. They indicate that part of the needs of the disadvantaged may be met by orientation type of programs. In one of their publications, the following statement is made:

A large proportion of such people are stricken, have minimum education and are unskilled laborers. Large families are the rule, and many of these have been on public assistance for a long time. Therefore, it is felt that a training program designed to raise the "sights" of a segment of this population, and to give them training in educational fundamentals, social

1 A Survey of Manpower Problems, address by John Drew, Representative Manpower Consultative Services, Department of Labour, Vancouver, B.C.

2 Newsletter, B.C. Chapter, Canadian Vocational Association, Number 5, p. 11.
orientation, and vocational skills can do much to improve the economic and social status of the families involved.¹

Politicians:

The Honourable L.R. Peterson, Q.C. when Minister of Education stated in an address to the Vancouver City College Evening Graduation Class:

All education is important. In fact, at no time in history has it been more important or essential, to the social and economic well-being of both the individual and the state ..... It must be a continuing process in which every person ..... must seek retraining or, at least, upgrading from three to five times in his working life.²

Yet, even with legislation that may assist those people applying for adult vocational classes, the whole system stops for the individual across from a Canada Manpower Counsellor's desk. Then, the disadvantaged person has a particular problem. Yet, the Manpower Counsellor is a federal agent and the federal government has for many years been concerned with all aspects of Adult Vocational education.

Federal Government Activity in the Field

1910 Commission:

Considering that since 1910, the federal government has been contributing money to adult vocational education, the lack of research into the needs of people who are to be trained or retrained is amazing. As far back as 1910, a commission was established with the approval of provincial premiers, to enquire into technical education in Canada and in select

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¹The Canada New Start Program, by Pilot Projects Branch, Program Development Service, Department of Manpower and Immigration, p. 2.

²Newsletter, Canada Vocational Association, B.C. Chapter, Number 4, 1966, p. 15.
foreign countries. The commission was to concern itself with technical training and educational opportunities for adults. The approval of provincial premiers was sought in order to avoid any appearance of usurping the powers of the provinces in respect to education as the British North American Act precludes the direct involvement of the government of Canada in education.

A Series of Federal Acts Relating To Adult Training

The 1910 Commission led to a series of federal acts of parliament which provided for technical and vocational training in Canada. The legislation enacted resulted in the Youth Training Act 1939, The War Emergency Training Act 1940, the Vocational Training Co-ordination Act 1942, the Apprenticeship Act 1944, the Vocational Training Agreement 1957, the Technical and Vocational Agreement 1961-67, and the Occupational Training Act 1967 (O.T.A.). It is only in recent years that research has been applied to examine the effect of this legislation and to date very little has been published.

Canada Manpower Created:

Canada Manpower which was created as a result of O.T.A. 1967, has continued to provide vocational services in the provinces as did its predecessor, the National Employment Service. This is a continuation of the concern shown by the government of Canada which provided for the education of adults in occupational and vocational fields. The effect of their contribution to the economic welfare of the country and consequently to the well-being of workers has not been adequately researched. Indeed, as Verner points out, no systematic way of assessing the impact of adult education
programs on the median level of education has been developed to date.  

People are Important

However, it seems reasonable to assume that regardless of the results of any research, people will require the skills necessary to make a living. If employable people are unemployed over an extended period of time, they will become dependent upon a welfare allowance to exist. Yet, welfare allowances which may appear to relieve objective poverty in terms of community standards may not relieve subjective poverty as seen in terms of an individual's values. However, both relative and subjective deprivation will vary with the location of the person suffering the condition. Therefore, the means required to meet the basic requirements for self-sufficiency will vary with the individual. Moreover, the programs designed to alleviate deprivation may be based on objective standards and result in attempting to process people to meet a norm that is unrealistic. The significance of this is that any program created by an agency for the well-being of people may not meet the requirements of those for whom they were designed. Consequently, provisions may be required to feed-back to the originators the concern of the candidates so that adjustments can be made which will allow the needs, as seen by those affected, to be met.

Individuals as Work Units

However agencies such as Canada Manpower are not directly concerned with the social aspects of poverty. They are more concerned with economic conditions. Nevertheless, they are concerned with the individual as a

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1 Cooley Verner, Human Characteristics of Slow Growing Regions, p. 23.
2 Ibid., p. 18.
potential member of the work force. Canada Manpower has the means to meet the needs of individuals suffering deprivation through loss of employment and can consequently relieve the economic deprivation of an individual. Canada Manpower’s contribution can be made through preparing people who lack basic educational and vocational skills for employment, by providing the means to enter and have some chance of completing training. They have a responsibility for this since, all other things being equal, the economic potential of a given area depends upon the education level and status of people within it.\(^1\) Therefore, the self interest of Canada Manpower and the educationally and economically deprived people can be served. This concern of the Government of Canada is not recent; indeed, the involvement of federal agency representatives in the past resulted in the present changes which are attempting to provide more service. In addition the federal government is providing more money than ever before to accomplish this. Yet there any many problems to overcome.

The Disadvantaged Adults: Sand in the Gears of Efficient Processing.—

For example, when jobs are scarce, and upgrading for skill entry is indicated, the disadvantaged adults’ chances of obtaining employment become less. Furthermore, if they are women and their children are under school age, there is the additional problem of obtaining reliable day care for them. Yet, these are some of the people that the legislation pertaining to enhancing productivity and earning capacity is designed to assist.\(^2\) The agency responsible for administering the programs created to reduce the number of unemployed is the Canada Manpower Centre (C.M.C.) and this agency leaves

\(^1\)Ibid., p. 22.

\(^2\)The Occupational Training Act, 1967. Department of Manpower and Immigration.
it to the judgment of a Canada Manpower counsellor to decide who is capable of absorbing the training. However, the disadvantaged woman is likely to be more attracted to opportunities for employment than with education. Yet, these circumstances and attitudes make it difficult for the Manpower counsellor using the criteria for selection established by C.M.C. to recommend these women for employment or skill training.

Quality Control

Criteria for the selection of Candidates for Training. - The Canada Manpower counsellor faced with the intent of the legislation must of necessity find it difficult to recommend the placement into training of women in the circumstances described. With the stresses faced by these women, the chances of success in a highly structured, in depth, skill course may be expected to be limited. Moreover, these women may tend to underestimate their power to learn. Yet, if an agency such as Canada Manpower fails to assist people in these circumstances, there are cries of indignation from many segments of the community. Many of these indignant people fail to realize equality of opportunity is a myth of egalitarian societies. They believe equal opportunities are available to all. Compounding this misconception are the agents of government who are convinced that they can

1Ibid.


4Ibid.
administer programs without prejudice or favour. As a result, many agencies miss a significant point in evaluating equal treatment of clients.

**Equal Opportunities through Legislation?**

Are Equal Opportunities for All Possible?

The question is: Can equal opportunity be possible for those whose human potential is handicapped by circumstances they are unable, without help, to change? As poor as analogies are, perhaps the following will emphasize the point being made. A race course can be accurately laid out with the starting and finishing lines clearly marked. All contestants have the opportunity to toe the line before the starting gun is fired. By all the community standards, it is a fair race because all those choosing to run have an equal opportunity to do so. Still, what of the contestant who in desperation feels he must compete because of a compulsive need for acceptance and who brings to the starting line with him all of his fears as to his worth. Another contestant may be deaf and consequently does not hear the starting gun. Still another may have damaged lungs and cannot sustain the pace required. Finally, there are those who may be emotionally and psychologically unprepared for the stress of waiting for the gun and in addition may be unable to bear potential defeat. Consequently, it is not surprising that Anderson and Niemi's research indicates that the disadvantaged score low on motive to work and high on motive to avoid work, as indicated by Indik's Scale.¹

The Disinherited of Society:

In short, the disadvantaged of our society hear of equal opportunities but are handicapped because the means and tools of competition are not

readily available to them and they thereby fail to benefit from the opportunities provided. As a result, they lose their inheritance, an inheritance provided by tax dollars and authorized through legislation. Unfortunately, the dollars appropriated for and not used by the disadvantaged cannot be credited to them to be used when their circumstances allow. Therefore, these people truly become the disinherited of our society, and frequently become despised by the system that failed them. Perhaps this is because the system does not understand that deprivation and poverty can be defined in terms of individual values as well as by community standards. Yet attempts have been made to present programs which take into consideration the need to compensate for handicaps possessed by disadvantaged adults.
CHAPTER II

THE BACKGROUND OF THE ORIENTATION TYPE PROGRAMS

A Problem of Vocational School Entrance Requirements

One program was created under the terms of the Technical and Vocational Assistance Act 1961 to compensate for a lack of formal schooling. This innovation was initially called the Vocational Preparatory Program. This program became known later as Basic Training For Skill Development (B.T.S.D.). It was initiated to overcome the reluctance of Vocational Schools to accept people into training with less than a Grade 10 level of education.\(^1\) The rationale given for this reluctance was that the successful practice of a given trade depended upon a sound grounding in high school subjects. However, it is also possible that the value judgement upon which the rationale was made may have been influenced by the knowledge that the longer the socialization process (formal schooling), the easier the individual will learn subsequent skills.\(^2\) This would subsequently reflect credit upon the post secondary school institutions by reducing the number of drop-outs, reducing the pressure on the instructors and increasing the number of graduates. Moreover, the graduates of the schools must be acceptable to employers and unions.


Union and management who are represented on advisory committees make strong appeals to the school administrators requesting them to require a higher school grade level as a pre-requisite to entry into programs. This demand seems rational if the self-interest of both union and management can be served through the former using a high level of education as a reason for higher wages and the latter receiving more profit because of increasing markup above costs for the same reason. Yet, it is understandable that education would be seen by these two groups as a salable commodity considering how the value of certificates, diplomas and degrees have increased the monetary returns for the professions. In many cases, graduates appear to use the length of time in colleges and universities as the prime reason for demanding high fees for their services.

Circumventing the Problem

An Equivalency Device.— The insistence upon a high grade level for entry into Vocational Schools has been and is of concern to such agencies as the National Employment Service, Workmen's Compensation, Indian Affairs, and Social Welfare, who protest that they consider to be restrictive educational requirement for entry into vocational schools. As a result, an advisory committee on Vocational Preparatory Programs was established which allowed a Grade 8, 10 and 12 equivalency program to be offered in vocational schools or selected school districts in which no vocational schools were located.

Serving The Self Interests of All Concerned.— This innovation served the self-interest of the government agents who had the responsibility for getting their under-educated clients into the institutions while at the same time allowing the reluctant vocational school administrators to serve their
self interest by maintaining the policy of higher educational entrance requirements and thereby saving face.

This is one of the ritualistic games which people involved with government agencies must be aware of and relates to the "god" of accountability. This "deity" is a cause of constant concern to agents of government. Indeed, as key agents become aware that their actions may be construed as incompetence by their superiors, they demand that their dictums become more slavishly adhered to by both subordinates and allies. This uncritical support must be towards the policies they initiate and the roles they assume.¹

**Vancouver's Program**

Vocational Preparatory Program: A Historical Review

Nevertheless, the establishment of the Advisory Committee on the Vocational Preparatory Program resulted in the provision of remedial basic educational skills for adults wishing to enter vocational training. Furthermore, the co-operation of provincial and federal authorities in initiating the program serves as a model for the establishment of communication between government agencies. The result of this cooperation appears in a copy of the minutes of the "Advisory Committee" which included the following statistics:

The average dropout percentage for this program is approximately 33% for other than D.I.A. and N.E.S. students. The dropout percentage for I.A.B. students is approximately 25% in this sample.

¹Edelman Murray, The Symbolic Use of Politics.

²Advisory Committee on Vocational Preparatory Program, Minutes of June 1st, 1944 Meeting.
TABLE I

VOCATIONAL PREPARATORY ENROLMENTS: VANCOUVER

<table>
<thead>
<tr>
<th>Grade 12 Equivalency Program</th>
<th>Started</th>
<th>November 4, 1963</th>
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<tr>
<td>Students enrolled</td>
<td>65</td>
<td></td>
</tr>
<tr>
<td>Still attending</td>
<td>43</td>
<td></td>
</tr>
<tr>
<td>Dropouts</td>
<td>22</td>
<td></td>
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<table>
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<th>September 3, 1963</th>
<th>D.I.A.</th>
<th>N.E.S.</th>
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<tr>
<td>Students enrolled</td>
<td>45</td>
<td>28</td>
<td>17</td>
</tr>
<tr>
<td>Students to Grade 10</td>
<td>43</td>
<td>26</td>
<td>7</td>
</tr>
<tr>
<td>Dropouts</td>
<td>12</td>
<td>2</td>
<td>10</td>
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<table>
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<th>Grade 10 Program</th>
<th>September 30, 1963</th>
<th>D.I.A.</th>
<th>N.E.S.</th>
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<tbody>
<tr>
<td>Students enrolled</td>
<td>105</td>
<td>29</td>
<td>76</td>
</tr>
<tr>
<td>Completed</td>
<td>64</td>
<td>20</td>
<td>44</td>
</tr>
<tr>
<td>Dropouts</td>
<td>41</td>
<td>9</td>
<td>32</td>
</tr>
<tr>
<td>Passed Gr. 10 completely</td>
<td>45</td>
<td>10</td>
<td>35</td>
</tr>
<tr>
<td>Passed Grade 9</td>
<td>8</td>
<td>1</td>
<td>7</td>
</tr>
<tr>
<td>Failed</td>
<td>11</td>
<td>9</td>
<td>2</td>
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<th>February 17, 1964</th>
<th>D.I.A.</th>
<th>N.E.S.</th>
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<tr>
<td>Students enrolled</td>
<td>108</td>
<td>25</td>
<td>85</td>
</tr>
<tr>
<td>Still attending</td>
<td>70</td>
<td>14</td>
<td>56</td>
</tr>
<tr>
<td>Dropouts to date</td>
<td>38</td>
<td>9</td>
<td>29</td>
</tr>
</tbody>
</table>

\(^a\)Department of Indian Affairs

\(^b\)National Employment Service
Some Political Considerations. - The provincial Program 5 Advisory Committee referred the people into these training classes and authorized training allowance. This committee consisted of representatives of N.E.S., B.C. Department of Labour, B.C. Rehabilitation Branch, Provincial Social Service and the Department of Education.\(^1\) However, 90% of the training allowances authorized were paid by the province to those accepted for training and were subsequently recoverable from the federal government. Seventy-five percent of the cost of skill training paid to training institutions by the province was also recoverable from the federal government. The political advantage to the party in power in the province is obvious when one considers that the cheque received by trainees was issued by the province. It is interesting to note, here, that when the new Occupational Training Act of 1967 was introduced, all cheques to those in receipt of allowances come from the federal government. Moreover, the new agreement did not provide for a provincially co-ordinated selection. Instead, the new Canada Manpower Service that replaced the National Employment Service purchases space from provincial training institutes on behalf of their clients. The province still recovers training costs from the federal government on the sharing formula of the Occupational Training Act.\(^2\)

But, now the trainees and public, through involvement and publicity, see the primary role of the federal government in respect to the services they receive.

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\(^1\)Manual for Programs 5 & 6, prepared by the Technical and Vocational Branch, Department of Education, B.C., 1965.

\(^2\)The Occupational Training Act, 1967. Department of Manpower and Immigration.
Indian Affairs Branch Purchases Service

The Rational For Their Action

Of importance to this paper is that while the N.E.S. referred their clients to the Program 5 Selection Committee for consideration for acceptance into Vocational Preparatory classes, the Indian Affairs Branch did not. Instead they purchased space for their clients from funds other than those from Program 5. This may appear to be a form of discrimination, but it was in reality a means to circumvent the process required of other candidates which necessitated a visit to a National Employment Office, a subsequent waiting period while the Program 5 Committee decided whether the applicant would be accepted, and finally a further waiting period for an intake date. Instead of accepting this procedure for their clients, the Indian Affairs Department purchased a "package" from the Vancouver School Board.

The package was to contain suitable space, a qualified instructor and the necessary materials, equipment and supplies for a specific training class. A contract was subsequently written and signed which committed the Vancouver School Board to the goals of the program and concurrently committed the Indian Affairs Branch to paying the agreed upon price. This purchase of programs from training institutions was later adopted by Canada Manpower.

A Compensatory Education Experience

Strangers In The City.- The program was designed by the Indian Affairs Counsellors who, through experience, had observed the stress and frustration faced by Indian candidates accepted for training. They noted that Indian people had to cope with not only the stress of entering an educational institution after some years absence and in many cases unhappy memories of
their education in Indian schools; but also, they were subject to cultural shock. This came about when the student, newly arrived from a rural reserve environment, found himself in the metropolis of Vancouver and was struck by the impact of strange sights, sounds and smells all intertwined in a sea of white faces.

In addition to this, the newly arrived student was delivered to a non-Indian boarding home and was left overnight with the strangers dwelling therein. The students were subsequently expected to report on the following morning to the Vancouver Vocational Institute located in the center of the city motivated and equipped with the emotional strength to partake of the training available.

A Cushion For Cultural Shock.—The Indian Affairs counsellors, as a consequence of their concern with the situation, convinced the Indian Affairs Regional Superintendent of Vocational Training that provision should be made to cushion the shock of the student's transition from their native environment into the social and educational environment of the city. In short, they proposed an introductory course which would assist these people to become oriented to their new situation. In support of this need, the counsellors cited the statistics quoted by the Advisory Committee on the Vocational Preparatory Program. They pointed out that these statistics indicated a significant number of Indian students dropping out of the Vocational Preparatory classes. It should be noted, however, that the percentage of Indian people terminating their training was less than the non-Indians doing so.

1 Advisory Committee on Vocational Preparatory Program, Minutes of June 1, 1944 Meeting.
Retention of Students.— They indicated further that the number of dropouts could have been greater if a trust relationship had not been developed by the counsellors. However, another factor in the retention of the Indian students is the possibility that the students may have remained even though failure of the course was indicated because of the control of subsistence allowances and travel vouchers by the Indian Affairs Department.

Furthermore, it may also be possible that because of past paternalistic behaviour of I.A.B. personnel, some students developed a dependency syndrome. If this was possible, then, it is understandable that a request by a student for a voucher to return home would be unlikely. Moreover, the students may have been influenced by the standard of living in the city and were therefore reluctant to drop out of school which would have resulted in their being returned home.

However, the counsellors, Mrs. D. Neville and Mr. V. Friesen, convinced the "Regional Superintendent" that the students were faced with regulations based on middle class attitudes and values which resulted in expecting Indian students to cope with the expectations of both the training institution and the boarding home program. In their report supporting the need for an "orientation", Neville and Friesen stated that:

1. The student was first of all a human being with a unique set of problems,

2. The attainment of a higher grade level did not necessarily prepare a person for the social requirements and personal commitment a job in a new environment called for,

3. The majority of students did not have sufficient knowledge of occupational opportunities available from which to make a commitment to a choice of further vocational training.

1J.E. Cooper, "Successful Rehabilitation Project in B.C. based on Counselling and Non-Stress Training." Canadian Vocational Journal, Volume 3, Number 2, Fall 1967, pp. 16-18.
The Orientation Class Purchase in Vancouver

As a consequence of the submission from the counsellors, the Regional Superintendent of Vocational Training presented a proposal to the Vancouver School Board. The proposal was to purchase a program from the School Board that would allow candidates for vocational training to enter the educational system in a non-stress manner. The students, with the help of the counsellors and teacher, were to design the curriculum to meet their needs as they perceived them to be. No one was to fail the program as no marks would be assigned.

However, the program did not meet all the hopes of the students and the counsellors; but, it did allow for more involvement of the students and consequently a more flexible learning environment. The program included the use of the public transportation system which in turn resulted in trips to museums, art galleries, community institutions and recreation areas. The class was visited by experts from various fields who contributed their knowledge about community organizations that were of interest and concern to the students.

The pilot program commenced July 4th, 1965 and was completed August 31st, 1965 and the results were later published in the Canadian Vocational Journal. The results were as follows:

- Number of students enrolled . . . . . . . . 22
- Number of students dropped out . . . . . . . 4
- Number of students discontinued for personal reasons . . . . . . . . . 1
- Number of students completing program . . . . 17

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1Ibid.
2Ibid.
3Ibid.
Of these 17 students, 13 enrolled in the Vancouver Vocational Institute for academic upgrading, Grade 8 - 10; 2 enrolled in Basic Training for Skilled Development at the B.C. Vocational School, Burnaby; 1 enrolled in trade training at the Vancouver Vocational Institute; and 1 returned home to seek work.

The next class commenced January 5, 1966 and completed on February 11, 1966:

Number of students enrolled........18
Number of students dropped out........0
Number of students completed........18

Of these 18 students, all enrolled in Vancouver Vocational Institute for Basic Training for Skilled Development (B.T.S.D.), Grade 8 - 10.

The next program commenced October 18, 1966 and completed December 20, 1966.

Number of students enrolled........21
Number of students dropped out........3
Number of students transferring to B.T.S.D. at Vancouver Vocational Institute........5
Number of students transferred to B.T.S.D. at Vocational School, Burnaby........3
Number of students completed........10

Of these 10 students, 5 enrolled in B.T.S.D. at the Vocational School, Burnaby; 2 enrolled in B.T.S.D. at Vancouver Vocational Institute; 1 enrolled in the Trained Family Aides course; and 2 returned home.

The final program commenced February 8, 1967 and completed March 31, 1967:

Number of students enrolled........19
Number of students dropped out........5
Number of students transferred to forestry training........1
Number of students transferred to B.T.S.D. at Vancouver Vocational Institute........1
Number of students completed........12
Of these 12 students, 1 enrolled in Guide training in Prince George, B.C.: 8 enrolled in B.T.S.D. at Vancouver Vocational Institute; 1 enrolled in Beauty Culture; and 2 returned home to take summer jobs. The average dropout percentage for these classes was approximately 21%.

It has been indicated that the students transferred from the Vocational Assessment course to a Basic Training course before the end of the course, this was done because the person had made a choice to take advantage of an immediate opening. These students would have to satisfy the school that they were ready for the new discipline and would require endorsement from their counsellor. However, it indicated rapid progress and maturity. As stated previously, many of these people had less than Grade 8 and would not have been accepted in any existing training program.

The Orientation Class
Purchase in Victoria

Co-ordination of Agencies

Another experimental "Orientation" class was purchased by the Indian Affairs Department from the Greater Victoria School Board. Students of both sexes were accepted as trainees. This "purchase" was unique in as much as its occurrence was the direct result of two social agents co-operating to make their organization function to meet a legitimate objective.

The reasons for the "Orientation" class were the same as for the previously described Vancouver "Orientation" Program for Indian people.

However, the approach was to be different. On this project, it was planned to have an Indian person co-ordinate the program and provide liaison with the training institution as well as counsel the students. The problem

1Ibid.
2Ibid., pp. 17-18.
was to obtain the services of an Indian person who would have qualifications acceptable to the educational establishment which usually required all School Board staff to have certificates.

This was solved once the Director of Adult Education, Victoria, agreed to initiate and administer a combined orientation and basic training program for the Indian Affairs Branch. However, the Regional Superintendent at this point experienced difficulty in getting the funds required because of his budget.

Some Machinations In the Informal Organizational Structure

To overcome this problem, he sought the co-operation of the Director of Adult Education in charging a tuition fee for each trainee with a guarantee of 20 students for five months. Therefore, if, for example, a fee of $40.00 per month were charged, a sum of $800.00 per month would be available to pay the instructor and cover the cost of supplies, etc.

However, it was realized that some students would drop out which would mean, for example, if two students left the program during the first month, then, only $720.00 would be available to cover expenses. However, it was agreed by the two agents that a monthly sliding scale of fee payment would be made. This scale would allow the $720.00 to be raised to the original $800.00 by charging the I.A.B. on behalf of the 18 remaining students a sum of $44.44 (18 x $44.44 = $799.92). The pennies were adjusted later.

The reason that fees per student was adopted as a means of financing the program was that the Headquarters Division of the I.A.B. was committed to provide money for tuition fees, but, they were not required to approve money above budgeted amounts for any other programs. Furthermore, the
Regional Superintendent of Vocational Training was required to submit to Ottawa programs requiring more funds and was consequently faced with the problem of delays which could effect local agreements.

The salary of the Indian Counsellor and his employment tenure were affected by the limitations on local authority and finances. This financial problem was solved by increasing the fees charged to the I.A.B. to $90.00 per student and adjusting this each month according to enrolment. From the increased revenue, the Director of Adult Education paid the salary of the Counsellor, and thereby circumvented the need for authorization from Ottawa and the subsequent approval of a lump sum of money.

The Hiring of an Indian Person as Counsellor

Besides the problem of finances, the Adult Education Director had difficulty finding an Indian person with suitable documented qualifications. However, it was pointed out to him by the Regional Superintendent of Vocational Training, I.A.B., that a contract would be set up whereby the Victoria School Board would supply a suitable counsellor for a guaranteed amount of money to cover their costs and therefore, anyone hired by them would be considered professionally acceptable by the I.A.B.

This cleared the way to hire an applicant who was a band chief and a most competent and aware person. This man, Mr. Philip Paul, is still involved with the Program and is now employed by Camosan College of which the Institute of Adult Studies was needed.

A Report on the Victoria Experiment

Mr. Sandy Cameron, an instructor involved in the project, wrote a
report which gives an insight into the operation of the program. The report appears in Appendix A.

Formal Analysis of an Informal Process:
Conflict In Assessment and Evaluation

A Statistical Conflict.— It is evident from perusing Mr. Cameron's report that he is convinced the program is a worthwhile enterprise. Yet, the statistics of the Indian Affairs Branch, B.C. and Yukon, covering the period from April 1, 1968 to March 31, 1969 comparing similar programs, indicate a 36.6% drop-out rate. Table 2 gives the statistical comparisons.

However, the statistics do not truly indicate the drop-out rate. For instance, the Institute of Adult Studies which is the school in which Mr. Cameron worked indicates a withdrawal or termination percentage of 36.6. Upon investigating the arithmetic on which this figure is based, it appears that the rationale used was: 55 students enrolled in the period under investigation from which the 14 remaining in school on March 31, 1969 were subtracted. This left the figure of 41. Since 26 are shown as having completed the course, the percentages were calculated thusly: 26/41 x 100 = 63.4% as having completed leaving 36.6% as the percentage of dropouts. This is not accurate. The report to be accurate requires three more categories. These are:

1. Percentage of total enrolment for period of those who completed which would show approximately 47.2%.

2. Percentage of total enrolment for the period of those who dropped out which would show approximately 27.2%.

3. Percentage of total enrolment still in training which would show approximately 25.4%
<table>
<thead>
<tr>
<th>By Program</th>
<th>In School 1/4/68</th>
<th>Add</th>
<th>Total</th>
<th>Grad. or Compl.</th>
<th>Withdrew or Term.</th>
<th>In School 31/3/69</th>
<th>Grad. or Compl.</th>
<th>Withdrawn or Term.</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assessment &amp; Orientation</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>V.V.I.</td>
<td>22</td>
<td>78</td>
<td>100</td>
<td>59</td>
<td>29</td>
<td>12</td>
<td>67.04</td>
<td>32.96</td>
<td></td>
</tr>
<tr>
<td>Institute Adult Studies</td>
<td>16</td>
<td>39</td>
<td>55</td>
<td>26</td>
<td>15</td>
<td>14</td>
<td>63.4</td>
<td>36.6</td>
<td></td>
</tr>
<tr>
<td>Winton School Prince George</td>
<td>0</td>
<td>38</td>
<td>38</td>
<td>7</td>
<td>13</td>
<td>18</td>
<td>35.0</td>
<td>65.0</td>
<td></td>
</tr>
<tr>
<td>Totals</td>
<td>38</td>
<td>155</td>
<td>193</td>
<td>92</td>
<td>57</td>
<td>44</td>
<td>61.74</td>
<td>38.26</td>
<td></td>
</tr>
</tbody>
</table>
This changes the picture somewhat, instead of the dropout rate appearing to be 36.6%, it in reality is 27.2%; instead of the graduation rate being 63.4%, it in reality is 47.2%. These same corrections would apply to the other institutions shown. The significant percentage is for dropouts since the purpose of the program is exposure to a learning situation. However, since it is an open ended program which takes in new students and graduates others, the percentage figures are not truly significant as they cannot indicate the disposition of those who remain in the program. If these figures were used to measure the success or failure of a program such as this, it appears reasonable to concentrate on the retention rate rather than the others.

However, all these statistics should be suspect since the universe being examined is so small. For example one person dropping out of a class indicates a 2% loss. Furthermore, the slightly higher dropout rate in Victoria has a cultural variable missing from the Vancouver program. This variable is the Indian counsellor who would find it difficult to use any form of coercion to keep the people in school who might choose to leave.

A Variable of Values.- These students are all Indian people who have been counselled into "orientation" programs to assist in bridging the gap from a rural Indian environment to an urban non-Indian environment. Furthermore, since these people are all in receipt of a subsistence allowance and therefore dependent upon a "welfare" agency they can also be considered to be economically disadvantaged. In addition, the fact that these students are accepted for an "orientation" class is indicative that they will be counselled and supported into further educational upgrading courses or specific vocational training. This assumption can be made
because the orientation experience is for people who cannot be enrolled directly into an upgrading or skill course because of either an educational or social deficiency as evaluated by a government agent or school counsellor charged with applying a selection criteria to students seeking entry into government supported institutions.

Other non-Indian disadvantaged people have many problems similar to those of the Indian people. As Anderson and Niemi point out, "subculture groups have values which vary from those of society in general."¹

**A Variable of Discrimination.**—However, the Indian people experience a greater degree of discrimination and rejection than other disadvantaged groups which heighten their sense of alienation.²

However, the limitations of this paper preclude an in-depth comparison of Indian orientation classes with non-Indian ones. Nevertheless, there is some limited indication possible by comparing the statistics in this section with those that will be presented in Chapter V relating to the Surrey "Orientation" class.

The foregoing were programs established by the I.A.B. for Indian people. However, the "Orientation" concept was later adopted by Canada Manpower and resulted in a program called Employment Orientation For Women.

**THE SUBSEQUENT EMPLOYMENT ORIENTATION CLASSES FOR WOMEN**

**Vancouver**

In March 1969, the first Employment Orientation For Women course was initiated by Canada Manpower in the city of Vancouver. The course was

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²Ibid., p. 30.
under the administration of the Vancouver City College Vocational Division.
The Vancouver School Board was endorsed as an approved training agency by
the Technical Branch, Department of Education, with whom the Vancouver
School Board (V.S.B.) officials contracted to operate the program. The
training cost involved would be paid under the terms of the contract to
the V.S.B. The province of British Columbia would in turn be reimbursed
by the federal government.

The student trainees were supported under social welfare through
their regular entitlement as bonafide social welfare recipients. However,
they did receive an increase while in the program to cover extra expenses
for car fare, baby sitting and a small additional training allowance.

The course was of twelve weeks duration operating five days weekly
from 8:30 a.m. to 4:00 p.m.

The trainees were all women with child dependents.

The course consisted of the following educational experiences:

1. Academic review and remedial work,
2. Personal development,
3. Household management,
4. Child and family management,
5. Community resources,
6. World of work,
7. Planning for the future.

The instructor or learning facilitator is Mrs. Betsy McDonald. Mrs.
McDonald is a well known civic leader who is a group dynamics and sensi-
tivity trainer. Mrs. McDonald has participated in running workshops for
U.B.C., the Department of Education and other agencies. The course
outline and the program were developed by Mrs. McDonald and became the basis of the subsequent program in Surrey.

Mrs. McDonald schedules visits to the class, which is located in a community center, from authorities from business, industry, education, health, and other related groups. In addition, the class is taken on field trips to visit factories, offices, cultural and recreational facilities, and private and public municipal agencies.

These experiences are interrelated with human relations and sensitivity training sessions which are held regularly. This aspect is included to develop a better understanding, on the part of the student, of their personalities and abilities. Another objective of this exercise is to develop group cohesiveness and to develop social action techniques and decision making.¹

The following will present some statistics gathered on the Vancouver Employment Orientation for Women class by agency representatives involved in the program. Table 3 on page 33 indicates the disbursement of the students after completing the class. Table 4 on page 34 summarizes the age of the participants, the number of dependents, their educational level and post employment history.

Dates of E.O.W. Vancouver Program

E.O.W. #1 - 3 March 1969 to May 1969  
E.O.W. #2 - 15 September 1969 to 5 December 1969  
E.O.W. #3 - 5 January 1970 to 27 March 1970  
E.O.W. #4 - 6 April 1970 to 26 June 1970  
E.O.W. #5 - 14 September 1970 to 4 December 1970  
E.O.W. #6 - 4 January 1971 to 26 March 1971  
E.O.W. #7 - 1 April 1971 to 23 June 1971

¹From a sheet published by Mrs. McDonald entitled "Employment Orientation for Women", also from a personal interview.
<table>
<thead>
<tr>
<th>Employed:</th>
<th>Full Time</th>
<th>8</th>
</tr>
</thead>
<tbody>
<tr>
<td>Part Time</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Seeking Employment</td>
<td>7</td>
<td></td>
</tr>
<tr>
<td>Opportunities Program</td>
<td>7</td>
<td></td>
</tr>
<tr>
<td>In Training:</td>
<td>C.M.T.P.</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>C.S.S.D. Sponsored (V.C.C.)</td>
<td>10</td>
</tr>
<tr>
<td>Waiting Training:</td>
<td>C.M.T.P</td>
<td></td>
</tr>
<tr>
<td>B.T.S.D. 2/3</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>B.T.S.D. 4</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Various Commercial Programs</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>Drafting</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Cooks Training</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>C.S.S.D.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>V.C.C.</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Moved</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>Lost Contact</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>C.S.S.D. Reviewing &amp; following up</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>No further planning due to problems or planning deferred</td>
<td>24</td>
<td></td>
</tr>
<tr>
<td>In treatment</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>Dropouts - No Attempt at Follow-up</td>
<td>2</td>
<td></td>
</tr>
</tbody>
</table>

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**TABLE 4**

*Age, Dependents, Education and Employment\(^a\)*

<table>
<thead>
<tr>
<th>Age</th>
<th>20-24</th>
<th>25-29</th>
<th>30-34</th>
<th>35-39</th>
<th>40-44</th>
<th>45-55</th>
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</thead>
<tbody>
<tr>
<td>Total</td>
<td>13</td>
<td>26</td>
<td>26</td>
<td>20</td>
<td>10</td>
<td>6</td>
</tr>
<tr>
<td>Dependents</td>
<td>0</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Total</td>
<td>5</td>
<td>25</td>
<td>35</td>
<td>19</td>
<td>11</td>
<td>2</td>
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<tr>
<td>Education</td>
<td>-7</td>
<td>7</td>
<td>8</td>
<td>9</td>
<td>10</td>
<td>11</td>
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<tr>
<td>Total</td>
<td>1</td>
<td>5</td>
<td>19</td>
<td>16</td>
<td>35</td>
<td>13</td>
</tr>
<tr>
<td>Last Employed</td>
<td>Never</td>
<td>Worked</td>
<td>6 mos.</td>
<td>1 to 3</td>
<td>3 to 5</td>
<td>5 to 8</td>
</tr>
<tr>
<td>Total</td>
<td>2</td>
<td>--</td>
<td>10</td>
<td>26</td>
<td>14</td>
<td>26</td>
</tr>
</tbody>
</table>

\(^a\)A Compilation of Data on E.O.W. Vancouver Programs #1-#7 Inclusive, 3 March 1969 to 23 June 1971, prepared by Ruthe Zielke, Agency Relations Selection, R.H.Q. Department of Manpower and Immigration, in co-operation with city Social Service Department Mrs. E. Keays, City of Vancouver Social Service Department.
A Recommendation Regarding Client Support

The recommendations submitted by the compilers of data on the Vancouver program indicate that sufficient case-work support was not given to some of the clients, particularly those who left the welfare roles and went on Canada Manpower Training allowances. The report refers to "hand holding" support provided by the instructor during the course which should be continued by a case worker after placement on specific training.¹

Moreover, the report questions the rationale of E.O.W. programs without "... intensive and continuing support as an integral part of the initial commitment."²

A Recommendation Regarding Selection

Another concern of the course evaluators was the "fill the spaces approach" which while sufficient lead-time was available it was not used to select suitable candidates. In addition, they felt that a waiting list should have been maintained. This problem of not identifying the clients carefully enough to ascertain who were suitable and interested resulted in a selection of clients "... whose problems were so severe that in retrospect, we question the appropriateness of choosing them."³

¹A Compilation of Data on E.O.W. Vancouver Programs #1 - #7 inclusive, 3 March 1969 - 23 June 1971, prepared by Ruthe Zielke, Agency Relations Selection, R.H.Q. Department of Manpower and Immigration, in co-operation with city Social Service Department, Mrs. E. Keays, City of Vancouver Social Service Department.

²Ibid.

³Ibid.
Expansion of Program to Victoria and Surrey

Having initiated and operated an Employment Orientation Class in Vancouver, an area which encompasses the Regional offices of Canada Manpower and consequently making the program accessible to regional consultants and support staff, consideration was given to expanding into new, less accessible areas. Two areas were subsequently approved: Victoria and Surrey. Data on the Victoria class is not available, however, an assessment was made on the Victoria situation as a result of concern on the part of Canada Manpower. The report of the assessor indicated that some areas that need attention if the program was to have a chance to succeed.

Victoria

A Report On The Program

The program resulted from the joint efforts of the local Canada Manpower office, The Institute of Adult Studies, Victoria School Board, the Victoria office of the Department of Rehabilitation and Social Improvement, and the Technical and Vocational Branch, Department of Education.

A contract was made by the Institute of Adult Studies with the Technical and Vocational Branch, Special Projects Division to design and operate an Employment Orientation Program to which people were referred jointly by the Department of Rehabilitation and Social Improvement (Social Service) and Canada Manpower. These two agencies would interview, counsel and refer clients to the class.

The Institute of Adult Studies would hire a teacher, supply to premises and equip the classroom and supervise the learning experience.
Two intakes of four months duration each were approved with the possibility of an extension after evaluation.

Towards the end of the second class, Canada Manpower arranged with the agencies concerned to commission a consultant to visit the class and report the findings; as a result, the report indicated:

1. The teacher was well motivated, qualified and accepted by the students,

2. The teacher had made a significant contribution to the goals of the program under severe handicaps. The handicaps were:

   a. The size of the classroom was too small and access to other facilities in the building was limited. (The building was a church hall).

   b. There was insufficient equipment available to the students which they could use to break the monotony of lectures and group discussions. The class did not have access to typewriters, sewing machines, art supplies or craft materials. The lack of these made it impossible for the teacher to use techniques which could encourage the students to find satisfaction and possibly recognition from increasing skills of fulfilling creative needs. Furthermore, it prevented the instructor from having an acceptable means of assessing the development of responsibility, patience, motivation or interests.

   c. There were insufficient funds to provide for the rental of special equipment or transportation -- thereby limiting the extent of the learning experience possible.

   d. There was insufficient direct involvement of Canada Manpower, Institute of Adult Studies, and Social Service representatives. However, there was a person who was a trained social worker hired to work with the instructor.

3. The students all expressed their support of the program while indicating that more varied experiences should have been included.
4. The field trips which were taken were appreciated by the students and considered by them to be educationally worthwhile.

5. The speakers who visited the class were well received and their contribution considered valuable by the class.\(^1\)

Recommendations Resulting From The Report

The report suggested that the course was worth continuing and the teacher should be retained. However, it was suggested that more care be taken in drawing up the contract. When deciding upon the sums required, it was suggested that provision be made for the rental of equipment, transportation vehicles, honourariums for guest experts and a contingency fund for situations that may occur that could contribute to the purpose of the program.

In respect to human input, the report suggested that each agency have a representative take an active part in the learning experience by regularly participating in class discussions and joining in field trips. Moreover, it was suggested that the contracting agencies co-operate in designing a contract that would meet the financial needs of the course by assisting the Institute of Adult Studies to prepare a contract that would be acceptable to the approving authorities.

Evidently, the suggestion in the report to continue the program with the suggested additions was not accepted as a subsequent class was not authorized.

In contrast to the termination of the Victoria Program, in the same year, 1971, Saskatchewan New Start had completed its preliminary studies

\(^1\)Report to Canada Manpower Center, 1155 West Pender Street, Vancouver, B.C., June 3, 1971.
and was emphasizing the contribution a Life Skills Program could make to the lives of disadvantaged people.

**Saskatchewan New Start: A Comparison**

The Saskatchewan New Start Corporation has spent two years and devoted thirty man-years to the development of their program. Furthermore, they have spent some $300,000.00 in direct costs.¹

The Model developed by Saskatchewan Newstart Inc. for developing new training methods consists of twelve stages, these are:

1. Concept study
2. Exploratory development
3. Prototype development
4. Pilot study
5. Advanced development
6. Program experimentation
7. Program formalization
8. Field test
9. Operational systems development
10. Demonstration project
11. Dissemination
12. Installation

The Surrey program is comparable with steps four and ten. The former is defined as a study and test "... of the prototype which allows sufficient acquaintanceship with the problem ... to permit necessary reformulations and/or specification of logical alternatives".

The latter is a "... major attempt to foster adoption of the new program including joint sponsorship of the project by a potential user agency in which the operational systems are used."³

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²*What have we Started?* Saskatchewan New Start Inc., Prince Albert

³Ibid.
In Surrey, in a one-year period, consisting of 26 weeks classroom instruction, people, on a part-time basis, initiated the program along with one full-time person. The full-time person spent approximately three weeks in full-time planning and evaluation. This amounts to 29 weeks of input. What this comes to in man-years is unknown because the formula which produces man-years is not available. However, the Surrey experiment must be considerably below thirty man-years. The cost of the Surrey Program for this one year period was $12,600.00.

Surrey did not set out to establish means to operate a program as economically as possible. The necessity of operating with limited funds and many demands on the funds that existed necessitated an economical operation. On the other hand, Saskatchewan Newstart had funds available through a federal agency.

The Saskatchewan Newstart Program is one project approved and funded through the Canada Newstart Program. Canada Newstart is operated by the Pilot Projects Branch Program Development Service, Department of Manpower and Immigration. This Corporation is authorized to operate in provincial jurisdictions as a result of the Federal-Provincial Conference of July 1965. Once a province grants a Provincial charter to the Newstart Corporation, the federal government will advance $100,000.00 to prepare plans for the consideration of the federal and provincial ministers. The plan will indicate:

1. The area to be served,
2. The nature of the training problems,
3. The experimental methods proposed,
4. Special features in respect to liaison with provincial and federal governments and their departments and agencies.
5. The plan for budget and staff development.
While the Province of Saskatchewan entered into an agreement with Canada Newstart to form the Saskatchewan Newstart Program; the Province of British Columbia did not. To this date British Columbia has not participated in Newstart programs.

Consequently, programs similar to the Life Skill Programs of Saskatchewan Newstart which were needed as desperately in B.C. as elsewhere, were required to be initiated by the resources available to the agencies concerned through existing programs for funding. As has been previously indicated in this paper, the sources were:

1. Canada Manpower,
2. Provincial Department of Rehabilitation and Social Improvement,
3. The local School Districts Adult Education Program.

None of these agencies alone had funds to initiate the program and only through the efforts, knowledge and skill of agents of the three agencies was it possible to synthesize a program. Again as has been previously indicated, the programs in Vancouver and Victoria depended upon the same relationships to launch and operate their programs. Ironically, it was the Indian Affairs Branch that provided the insight required to develop the co-operative programs. The ironic aspect is that, historically the Indian Affairs Branch has been considered the least innovative of all federal agencies.

This comparison is not presented to reveal the "Newstart" program as being unduly expensive. Rather, it is presented to indicate that many positive things can be done with a limited amount of money and a large amount of enthusiasm, dedication, knowledge and skill. The comparison is
also presented to keep the evaluation of the Surrey E.O.W. in perspective in terms of the means available, and the results of the effort.

If the Saskatchewan Newstart Life Skills program is considered a successful means of helping people to help themselves, then, the philosophy and objectives of the program would have to be accepted as sound.

If they are sound and based on research, as indeed they should be, considering the man-years and the $300,000.00 expended, then the Victoria, Vancouver, and Surrey E.O.W. programs compare favourably.

However, the quality of the two programs is difficult to assess. An examination of the philosophy, methodology and course content of the Saskatchewan Life Skill course shows that it parallels the Surrey program, or if preferred, the Surrey program parallels the Saskatchewan course.

Life Skills as defined by R. Himsl means:

"... problem solving behaviours appropriately and responsibly used in the management of personal affairs ..." He adds that other requirements are on "maturity or accountability". ¹

He concludes his definition with the following statement:

"Finally as behaviours used in the management of personal affairs, the life skills apply to five areas of life responsibility identified as self, family, leisure, community and job." ²

An examination of the Surrey E.O.W. course outlined in Chapter III, of this paper will indicate that the Surrey E.O.W. Program has objectives similar to Himsl's definition of Life Skills.


²Ibid.
The following chapter will present the rationale of the four agencies involved in initiating the Employment Orientation for Women program in Surrey. This program is similar to the Saskatchewan Life Skill Program in content and philosophy. However, the program for Surrey was patterned after the Vancouver E.O.W. program and was accepted as a means of helping disadvantaged people as a result of the apparent success of both the Indian Affairs and Vancouver program.

Yet, each local agency decided for themselves to attempt the program in Surrey. In other words, the needs of the local community instigated the action as opposed to any centralized decision of the Provincial Department of Rehabilitation and Social Improvement, Federal Canada Manpower Service or the Department of Education, Technical and Vocational Branch.
CHAPTER III

THE RATIONALE FOR THE EMPLOYMENT ORIENTATION

FOR WOMEN CLASS IN SURREY

The rationale for each of the four agencies participating in the program will be discussed in this chapter. The first of these is Canada Manpower whose funding power is most necessary. The second is the Surrey Department of Rehabilitation and Social Improvement without whom subsistence allowances for the participants would not have been possible. Furthermore the candidates were presented with the opportunity to participate by the research performed by the staff of this agency. The third agency, Surrey's Adult Education Service was responsible for the development of the program content, the provision of a teacher, the facilities, premises and the required materials and supplies. The fourth agency, the Technical and Vocational Branch of the Department of Education was the agency responsible for authorizing the operation within the public school system of British Columbia. Without this authorization, Canada Manpower would have been precluded from participating under the terms of the British North America Act which delineates education as being the perogative of the provinces.

The interaction of these agencies will follow. Pairs of agencies will be examined as to their relationship and functions. Included will be a description of how the regulations of an agency may preclude the operation of a program or, indeed, may adversely affect an existing program.
THE AGENCIES INVOLVED AND THEIR RATIONALES FOR INVOLVEMENT

Canada Manpower

Perhaps the paper prepared by Mr. A. Pau on the Employment Orientation for Women class in Surrey, which presents the statement by Mrs. I. L. Mitchell, Consultant, Regional Headquarters, C.M.C. Pacific Region reveals the basis for Canada Manpower's involvement. Mr. Pau's paper indicates that Mrs. Mitchell uses a statement from the Economic Council of Canada to support the need for "Orientation" type programs. The statement is,

"... it is clear that the links between our welfare and Manpower policies are greatly in need of review... it is the poor who particularly need access to manpower programs... attempts must be made to reduce the difficulties facing... vulnerable groups such as single parents, the ethnic minorities... and the handicapped..."²

Mr. Pau states further that Mrs. Mitchell's concern about "the difficulties facing vulnerable groups -- such as single parents" resulted in "her first pilot program in Metro Vancouver."² He points out further that "... sight consecutive successful programs have been instituted."³

The program was called the Work Orientation Program. He further states that, "The success of this program has warranted similar programs to be set up in neighboring communities. For example, the Surrey District has its first Employment Orientation for Women Program in January 1971."⁴


²Ibid.

³Ibid.

⁴Ibid.
On the other hand, Mrs. Mitchell in a report entitled "E.O.W. Program Surrey", states:

"The initial concept in launching the program in Surrey was not so much to prove the success probability of an extension of the program to a new area, but to establish the capability of C.M.C. to handle the program."

However, the testing of the capability of C.M.C. depended upon the support and co-operation of the Surrey Department of Rehabilitation and Social Improvement.

The Surrey Department of Rehabilitation and Social Improvement

The Number of Single Heads of Households on Surrey's Welfare Roles

This social service agency's rationale for supporting an Employment Orientation for Women program resulted from the number of women with dependents who were the head of a household. These women were separated from their husbands by desertion, divorce or death. An analysis of women in this position revealed that 742 women with dependents were in receipt of welfare allowance included in which were allowances for children.

The Special Needs of Single Head of Households

Furthermore, these clients of the welfare office were considered to be doubly handicapped in terms of becoming self supporting; first, they had suffered a shock to their identities as women and wives. In addition, the


aObtained from interview with administration, Department of Rehabilitation and Social Improvement, Surrey, February 24, 1972.
social workers on whose case loads these individuals appeared reported that many of these women appeared to have lost their sense of identity. They no longer functioned as wives when their marital circumstances changed and consequently they doubted if they could function as a mother without the paired husband relationship. In short, many suffered an identity crisis. This lack of identity resulted in an increased dependency upon the social worker who had the responsibility of helping the women find alternatives to welfare, if alternatives did indeed exist. However, it was realized that to seek alternatives, the individual must be able to relate to the possibilities that occur. One such possibility is a part time job when one becomes available. Another possibility is the opportunity to increase the finances of the family by taking part in the incentive program.  

The Concern of Social Workers

Social workers reported that many of the single parents on their case loads could not face the prospect of developing new relationships which these experiences called for. Furthermore, they reported that some women had developed emotional patterns which indicated that they could not develop trust relationships with new people. Consequently, the social workers were seeking ways of assisting their clients to avoid dependency patterns and feelings of despondency over conditions that could not be readily altered. The concern of the social workers resulted in the administrators supporting the need for the "orientation" type educational experiences in the community. Through knowledge of the adult education function in the community as a result of associating at Rehabilitation meetings held regularly, the situation

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1The incentive program allows a welfare recipient to work for a community service organization for thirty hours per month and receive $50.00 above the approved welfare schedule.
was presented by the Department of Rehabilitation and Social Improvement to the Director of Adult Education.

It was felt by both the social welfare agents and the adult education director that the present adult education service in Surrey was complementary to the objectives.

Surrey's Adult Education Rationale

Present Services Complementary To Objectives

The Adult Education Services in Surrey offer two semesters per year of activities which cover such fields of interest as:

1. Academic Upgrading
2. Vocational
3. General Interest
4. Community Seminars
5. Hobbies and Crafts

among other offerings. Furthermore, the school district adult education function had operated courses for Canada Manpower and the Department of Rehabilitation and Social Improvement previously. These courses were:

1. Basic Training For Skill Development, Level II
2. Carpentry Upgrading Course for unemployed carpenters.

Besides these courses, Adult Education in co-operation with Surrey Department of Rehabilitation and Social Improvement, operated an Interrupted Grade 10 Program for adults.

As a result of these experiences and the subsequent assessment of the contribution to the community, the school district was interested and anxious to continue to offer the services of their Adult Education function to the community. In particular, those in charge were interested in extending
the service to the disadvantaged.

Need For Life Skills in Adult Education Programs

In presenting a request for authorization to take part in the proposed Work Orientation for Women project, the Director of Adult Education for the District stated:

"The role of Director of Adult Education should include the provision for people to pursue their vocational and avocational interests, but provision should also be made for the obtaining of life skills. It is necessary that an alienated person be motivated towards a specific educational goal. However, it is unlikely that such motivation can happen until the relevancy of a course is clear. Furthermore, any program offered must feed back to the participants a feeling of accomplishment that returns to the person a sense of identity and worth."\(^1\)

Socialization for Competence: A Challenge

In addition to the philosophical consideration, the Adult Education function of the school district was interested in establishing whether it was possible to offer a program that would develop social competency on the part of the participants involved in the program. The definition of social competency accepted by the Director of Adult Education is that supplied by Alex Inkeles in his paper "The Socialization of Competence". He states:

"To perform effectively in contemporary society, one must acquire a series of qualities I believe to be developed in the socialization process."\(^2\)

\(^1\)A report to the Superintendent of Schools, School District #36, Surrey, January 1971.

\(^2\)Alex Inkeles, "Social Structure and the Socialization of Competence", p. 281.
The array of these qualities will be looked at later in this paper when the curriculum of the program is examined. Though the use of the word curriculum is not really accurate for the description of the experiences that will be revealed. Perhaps the word itself in terms of the "Orientation" program is better forgotten.

The Possibility of Obtaining Government Funds

Another consideration was the availability of government funds with which to attempt innovative programming. The authorization of the program by the Department of Education, Technical and Vocational Branch would result in a contract being drawn up between the Department and the School District. The amount of money in the contract would allow for adequate amounts to cover the teacher's salary, equipment and supplies. This allowed for the inclusion of money for innovative input providing that the contract was honestly but skillfully prepared.

The Department of Education Technical and Vocational Branch

This "Department" is authorized by the Province of British Columbia to control all agreements between the Province and Canada Manpower in matters of training carried out in any post secondary training projects. Therefore, approval for programs such as the Employment Orientation for Women course must be contracted through the Department of Education's Technical and Vocational Branch Special Projects Division. This means that any program that Canada Manpower would like to see offered in a public educational institution must be presented to the "Special Projects Division" of the Department of Education.
As a consequence of these regulations, the formal procedure for initiating a special project requires that:

1. The local Canada Manpower Office proposes the project to their Regional Office.

2. The Regional Office of C.M.C. approaches the "Special Projects Division" of the Province.

3. The "Special Projects Division" contacts the Adult Education Director in the area of the local Canada Manpower Office who initiated the request.

4. The local Director of Adult Education acting on behalf of the District Superintendent of Schools prepares a brief and a contract for presentation and subsequent ratification to the local Board of School Trustees.

These procedures must be co-ordinated with the activities of any other community agencies involved such as the local office of Canada Manpower and the Department of Rehabilitation and Social Improvement, if the latter is involved. These procedures were followed in the initiation of Surrey's Employment Orientation for Women Program but not necessarily in the order stated. The deviation from the routine formal procedure is another example where informal structures within formal ones succeed in making things happen whereas strict adherence to set down procedures could delay or indeed prevent the program from getting off the ground.

INTER AGENCY RELATIONSHIPS

A History of Involvement

Adult Education - Social Service

The inter agency involvement is necessary to allow subsequent understanding of how the program was initiated and then operated in the municipality of Surrey. The most important and significant relationship established
was between Adult Education and Social Welfare. These two community agencies co-operated in presenting a Grade 10 Interrupted Program for Adults. This program allowed adults supported on a welfare allowance, who had less than a Grade 9 level of education to complete a Grade 10 level in five months by attending school in adult facilities by taking six subjects as shown in the course of studies for junior high schools. The number of subjects required were less than the number required to be completed by young people in the regular school program.

Money to operate came from grants and fees from which the instructors' salaries and the rent, fuel and utilities were paid.

Four classes were graduated from the Interrupted program with some of the graduates going on to Grade 12 in the local high school and attending classes with the young regular students. At least two of those who completed the program continued on to Vancouver City College where they again graduated as teachers aides. Other students went to the local vocational schools and some went to work.

The description of this program and those which are to follow is necessary to indicate the attitude that existed in the community in terms of co-operation between agencies which culminated in the Employment Orientation for Women program.

Adult Education - Canada Manpower

The initial relationship between Adult Education and the local Canada Manpower service was excellent. While their service did not provide subsistence allowances for the people in the previously described program, their staff did visit the class to present methods of seeking employment and further training.
Bureaucratic Problem.— Before the graduation when a member of the first class visited the Manpower Office seeking post graduation vocational training with his new acceptable grade level, he found that attending the class disqualified him from Canada Manpower consideration. The reason for this was that the people in the class were considered to have been enrolled in a regular school program. The perception of the course as part of the regular school program resulted from the students being required to take six subjects to satisfy the requirements of the Provincial Department of Education who require six subjects for the class to qualify for the teacher units of grants.

An Interpretation of a Government Act.— The terms of the Occupational Act state in Part I, Section 4, (1) Where an adult has not attended school on a regular basis for at least twelve months informs a Manpower officer that he wishes to undertake occupational training, the Manpower officer may . . . arrange for the enrolment of that adult in any occupational training course that will in the opinion of the Manpower officer, provide training . . . and increase his opportunities for employment.1

The section stating "... not attended school on a regular basis for at least twelve months . . ." was the regulation that created the problem.

A report presented to the Superintendent of Schools, Surrey, by the Director of Adult Education explains the problem:

"The problems and the contentious issue . . . is the ruling that the "King George" program is part of the regular school program and as such disqualifies the students who have been trained and supported by other than Canada Manpower funds from being considered for any subsequent training or financial assistance for a period of one

1 The House of Commons of Canada, Bill C-278, An Act respecting the occupational training of adults.
year from the date of the student's graduation from the King George Centre."\(^1\)

The Director continues in the report:

"While it is accepted that Canada Manpower officials are rational administrators, it appears their interpretation of the regulations preclude any change of ruling without having the regulations changed. Apparently from information received this will take an order in Council from the Parliament of Canada."\(^2\)

Also in the same report is an excerpt from a letter received by the School District from a regional C.M.C. official which states:

"Regrettably, the regulations occasionally work to the disadvantage of adults who, on their own initiative, endeavor to complete their high school education in order to enter university and find subsequently that, for various reasons, they must alter their objective. Clients who do not wish to go to university but who wish to upgrade themselves to enter an occupation or undertake occupational training should be advised to undertake B.T.S.D. Training.\(^3\)

The inclusion of this report here is to indicate that relationship with agencies do on occasion result in obstacles to the people who depend upon officials to lead them through the maze of regulations. It is also included to indicate that in agency relationships, problems can result in new directions.

**Quid Pro Quo is a Factor in Relationships.**—The new direction for Surrey in respect to under educated residents was stimulated by the

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\(^1\)Report to Mr. E. Marriott, Superintendent of Schools, School District #36 by Director of Adult Education, October 23, 1970, p. 3.

\(^2\)Ibid.

\(^3\)Ibid., p. 4.
statement of the C.M.C. official who said, "Clients . . . who wish to upgrade themselves . . . should be . . . advised to undertake B.T.S.D. Training." Consequently, the under educated were so advised. As a result, a quid pro quo position on the B.T.S.D. Level II program was taken in Surrey. Surrey did not take political action to reinstate the interrupted program and Canada Manpower agreed to finance a B.T.S.D. course in its place. This allowed Adult Education to continue to offer upgrading in the district and relieved Canada Manpower from the political pressures which were developing in the community.

Canada Manpower has since the time of the Interrupted Program and the initiation of the B.T.S.D. class, contracted through the provincial Department of Education to operate a class to prepare unemployed carpenters for tradesmen qualification examination.

In addition, C.M.C. has purchased training spaces in evening classes for their clients. These co-operative endeavors all contributed to a relationship which made the initiation of the Employment Orientation for Women program less complicated than may have been anticipated.

This paper has presented the background of the legislation which makes financial assistance for programs such as the "Orientation" possible. It has further examined the need for this type of program and support for the need as expressed by educators, government officials and politicians. Moreover, it has questioned the limitations of both human and institutional factors which attempt to alleviate the problems of people.

Furthermore, a perusal was made of earlier efforts to find a means to introduce a preparatory program for people re-entering training institutions. And in particular, it has examined the problems of disadvantaged adults in
relationship to government sponsored programs. Moreover, a description of the classes started and operated in the field of vocational education has been investigated and the findings presented.

This presentation of the background to the vocational educational programs is necessary to establish the environment from which the Employment Orientation for Women arose and in which it was created and nurtured.

However, research from which to adjust the concept and subsequent operation of such programs is limited. Yet, while statistical data, principles and theory are limited, past experience has presented indications that the direction taken can make a contribution to the life of those who enter these programs.

On the other hand, there is limited statistical data resulting from follow-up in terms of the results of the objectives of the programs. The only other program that is cognizant of the need for research and has as a consequence provided for the gathering of data is the Canada New Start Programs. However, these have been operating during the period that the Employment Orientation for Women also have been in operation. As a result, any findings from the "Newstart" programs may assist future "Orientation" programs, but, have not as yet had an effect on those that have been operated or are presently operating.

Therefore, the introduction of Surrey's Employment Orientation for Women's program was and is a pragmatic exercise using an eclectic approach to subject matter and methodology.

The following chapter will describe the implementation of the Employment Orientation for Women Program in Surrey and the relationship of the agencies involved. Furthermore, the pragmatic eclectic approach of the agency responsible for the training and its role in respect to providing a learning environment will be presented.
CHAPTER IV

IMPLEMENTATION: SURREY

In Chapter II we have introduced the Employment Orientation for Women program, and the relationship of the agencies involved in initiating the program in Surrey. The actual processes of gathering staff, students and operating the class will be presented in this Chapter.

The educational philosophy and theory upon which the methodology is based will also be examined. This will be followed by the learning exercises, the equipment, facilities and community resources used to complement these.

Included in this Chapter will be the relationship and function in the program of:

1. The Adult Education Service of S.D.#36, Surrey
2. The Department of Rehabilitation and Social Improvement.
3. The Canada Manpower Service of the Department of Manpower and Immigration
4. The Department of Education, Technical and Vocational Branch, of the Province of British Columbia
5. The Occupational Training Act.

This will be followed by the action taken by the co-operative agencies to initiate and operate the program. These agencies are:

1. Adult Education
2. Canada Manpower
3. Social Service
In addition, the Chapter will contain a description of how students were selected and by whom. This will lead to the criteria used for the selection of the instructor. Following this, a definition of Adult Education will be included to establish the role of adult education which is central to this paper.

Included, also, will be the course outline and the methodology used to attempt to fulfill the intent of the course. Support for the methodology and approach to the learning environment as stated by social scientist will be cited along with the description of the methods adopted. Following these, the techniques and devices employed to communicate with the participants will be examined. The cognitive affective, and psychomotor areas involved in attempting attitudinal and behavioural change will be described.

RELATIONSHIP OF AGENCIES WITH ADULT EDUCATION IN INITIATING THE E.O.W. CLASS

The program in Surrey resulted from the need for an "orientation" type class being expressed at a Surrey Aid to Handicapped Committee. This is a committee set up by the Provincial Department of Rehabilitation which consists of members from local agencies such as Social Service, Provincial Health Department, Adult Education and Canada Manpower.

Department of Rehabilitation and Social Improvement, Surrey

As a result of this group's concern for this type of educational experience, a meeting was called by the Surrey Department of Rehabilitation and Social Improvement (Social Service) to which Mrs. I. L. Mitchell, Consultant, Regional Headquarters, C.M.C., Pacific Region was invited along with the local Director of Adult Education.
Canada Manpower

It was decided at the meeting to have Mrs. Mitchell obtain authorization from Canada Manpower for a Women's Orientation Committee in Surrey to be operated by the Adult Education Service of School District #36, Surrey. The decision to have the program operated by Adult Education resulted from the committee's concurrence that there were facilities in the community which could be used. Furthermore, the past experience of the Social Service Department with Adult Education during the operation of the Interrupted Program indicated that a trust relationship did exist and could exist again between the two agencies.

Department of Education, Technical and Vocational Branch

Following the meeting, the Director of Adult Education visited the Technical Branch, Department of Education to renew association with the officials who were once colleagues of his. During this meeting, the proposed class was discussed and the philosophy behind it presented.

As a result of Mrs. Mitchell's submission to the Regional Office of Canada Manpower, a request was subsequently made to the Special Projects Division of the Technical and Vocational Branch, Department of Education, to offer an Employment Orientation for Women (E.O.W.) Program in Surrey.

As a consequence of this request to the Department, an offer was made to the Director of Adult Education to consider operating the program in Surrey and, if accepted, to complete a contract form upon which the estimated cost of the program would appear. When this was completed, the form was to be returned to the Department for approval. The approval was given by signing the forms and returning an approved copy to the School District #36 Surrey.
This procedure completed the authorization to operate the class making the Department responsible for paying to School District #36, the approved costs of the program. The Department in turn would be reimbursed under the Occupational Training Act Agreement with the Province.¹

INTEGRATED ACTION OF AGENCIES

Adult Education to Co-ordinate

The approval of the contract immediately allowed the Adult Education Director, School District #36, Surrey, to make arrangements with the Department of Rehabilitation and Social Improvement, the Consultant, Regional Headquarters, C.M.C., Pacific Region and the local Manpower counsellor assigned to the program. During this meeting, the responsibilities of each agency were delineated.

C.M.C. To Assign a Special Counsellor

The C.M.C. would delegate one specific counsellor (Mrs. M. Ball) to handle student intake and counselling regarding follow-up training. This person would also be responsible for co-ordinating all aspects of the program relating to C.M.C. regulations. However, she would be responsible to the C.M.C. Manager in New Westminster office (at the time, the New Westminster office was the closest C.M.C. office). She would also be responsible for supervising a graduate student, Mr. Pau who would be doing field work for Professor Friesen, U.B.C.

Selection of Candidates

Mrs. Ball also was made responsible for selecting the clients in co-operation with the Surrey Social Service Department. Mrs. Ball's involvement also included discussing individual student problems with Mr. B. Burge, the social worker and Miss P. Byers, the instructor. Mrs. Mitchell in assessing the value of assigning a C.M.C. counsellor to the program states:

"The direct involvement in all of these areas was the key to effective service to the clients and to the building of a good positive relationship between Canada Manpower and the clients, both for this program and the on-going planning."2

Role of the Consultants

The primary role of the C.M.C. Consultant, Mrs. Mitchell, was basically that of a co-ordinating, explanatory and motivating one. She was involved in getting the Regional Office people interested in the program and subsequently approving it. She also made the arrangements for the U.B.C. student to be involved. However, she stated:

"... it became abundantly clear that the services of a consultant were no longer required or necessary."3

Nevertheless, the involvement of the consultant may have been most necessary in the beginning because of the very special relationship she had in the structure of the C.M.C. Regional Office. Mrs. Mitchell was chosen for the job because of her special skills in the area of the handicapped

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1 E.O.W. Program Surrey in co-operation with Department of Rehabilitation and Social Improvement Surrey, Adult Education, Surrey, Canada Manpower New Westminster, Regional Headquarters, Pacific Region. A report prepared by Mrs. I.L. Mitchell, Consultant, Regional Headquarters, Pacific Region, July 6, 1971.

2 Ibid.

3 Ibid.
and the disadvantaged. Therefore, her involvement and the continuing involvement of the counsellor assigned to the class may have allayed any fears her superiors may have had about approving the program. Murray Edelman comments about this possibility on the part of bureaucrats. He states:

"Anxieties of superiors stemming from their awareness of their growing incompetence as specialists may lead them to ever more rigid insistence upon uncritical adherence to the rules and policies they know."

If this is possible, then the presence of representatives from their area of responsibility may well have allayed her superior's fears. Consequently anyone petitioning a government bureau for consideration and subsequent approval of programs could well take cognizance of this.

Social Service To Refer Candidates

Complete support of the program was given by the administrator of the Surrey Department of Rehabilitation and Social Improvement (Social Service). This functionary directed his staff to co-operate fully. Indeed, he created a new role for one of his social workers designed to meet the particular needs of the new programs. The social worker assigned to E.O.W. courses had specific objectives and a defined role.

The initial job of Surrey Social Service was to select several applicants for the work orientation course from the total number in receipt of Social Assistance. This was accomplished in two ways.

1. The heads of single parent families whose ages ranged from twenty to forty were

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mailed a brochure inviting them to contact the Social Worker who had been assigned to the program.

2. The area caseworkers discussed the work orientation course with those clients they felt would benefit from the course and referred them to the designated worker.

The designated Social Worker set up interviews with each of the clients who had expressed an interest in the program. The major criteria for consideration as a candidate was that the clients had no major social or medical problem that would prohibit them from attending the course. Furthermore they had to display a genuine interest in moving toward full time employment, or that they were interested in discovering alternative means to a welfare existense. The Social Worker outlined the additional financial help available by the way of training and transportation allowances. In addition help with day care was promised to those who would be taking the course.

The Social Worker, when clients were screened, referred them to the C.M.C. Counsellor. Later the final selection was made by the C.M.C. Counsellor and the Social Worker.

All clients selected for the Work Orientation class were then transferred to the liaison Social Worker's caseload to ensure there would be a continuity of service from the Social Service Department. Indeed the liaison Social Worker was directly involved with the class two hours per week. His responsibilities were to:

1. Interpret and clarify Social Service policy and procedures.

2. Provide information about various community agencies and resources.
3. Provide counselling services in areas of group concern, i.e. family problems, children's reactions to mother leaving the home every day, etc.

4. Provide a situation for trust relationships to develop and be explored by using discussion, buzz groups, etc.

5. Be available to meet individual casework and financial crises and needs.

Furthermore, the clients remained on this worker's caseload, after the completion of the class, so that follow-up casework would have continuity. The individual would remain as a case until she ceased to receive Social Assistance. This was most likely to occur when further training sponsored by C.M.C. was arranged. On the other hand, the client might obtain full time work, or decide to return home and remain on Social Allowance.

Selection of the Students.- The students were selected from the welfare roll of the Department of Rehabilitation and Social Improvement. The computer list allowed the researcher to obtain the number of women with dependents who were functioning as a single head of a household. Once the list of people in this category was obtained, the administrators prepared and sent a letter giving a short description of the course and its intent, with an invitation to apply for consideration for enrolment in the course, to the people on the list.

A copy of the letter is not available but the students report that it invited interested people to apply for an Employment Orientation for Women course which would operate five days per week for 9:00 a.m. to 4:00 p.m. (This later was changed at the request of the students to 8:30 a.m. to 3:30 p.m. to allow people with school age children to be home when the children arrived from school).
The program was described as an opportunity to take part in an educational experience which would allow people to assess their present and potential abilities.

The letter also indicated that the opportunity for vocational counselling and academic review would be included. It concluded with the explanation that those replying would be invited to meet the staff and visit the premises. During the visit a full explanation of the intent of the program would be given. (Subsequent classes, held a tea during which the new candidates were given the opportunity to quiz present course members as to their assessment of the program.)

When the replies from those interested were received, a second letter was sent inviting them to attend an introductory meeting.

**Liaison.**— Full co-operation was extended to the other two agencies involved, Mr. W. McBeth, Assistant Administrator, Department of Rehabilitation and Social Improvement was responsible for arranging for the co-operative efforts on the part of his agency. In this capacity he attended and contributed to all meetings both initial and follow-up.

**Special Social Worker.**— Mr. McBeth arranged to have a social worker, Mr. B. Burge, assigned to the program. Furthermore, he arranged to have all accepted candidates for the class transferred to Mr. Burge's case load. This was done to avoid having the students waiting for interviews with several social workers for attention to the problems that could be handled by one. This arrangement had previously proven very successful with the students in the interrupted program operated jointly by Adult Education and Social Service, Surrey.
Prospective Students

At a meeting at which all agency representatives and the teacher were present each gave a short talk to the candidate about their agencies' function and relationship to the course. Subsequent to these presentations the students were invited to ask questions. Following the question period, coffee was served and the agency representatives circulated amongst the candidates to answer any further questions or to give reassurance to the candidates that they were welcome to participate.

The Invitation to Participate

Before leaving, those attending were invited to speak to the social worker if they were interested in enrolling. It was pointed out that there was space in the class for fifteen people. Of the forty people attending the introductory meeting, twenty requested entry into the class.

The Selection From Those Interested

The twenty people who expressed interest, then, completed a form for the social worker. These people were informed they would be contacted later. Following this, the C.M.C. counsellor and the social worker examined the applications and decided who would be offered the fifteen class spaces. Once this was decided, arrangements were made to have the ones not accepted interviewed by the C.M.C. counsellor in order to counsel them as to alternatives available.

Procedures Following Selection

Those selected were informed that they were to return for enrolment by Canada Manpower. These people were already on welfare, therefore, C.M.C. subsistence was not required but the fees for the program were to be covered by C.M.C. This saving on subsistence payments may be one of the reasons that C.M.C. has become involved in this type of experimental program.
The C.M.C. counsellor then reviewed the C.M.C. referral forms which authorized the school district adult education division to accept these people as students. A copy of the forms was subsequently sent to the Department of Education to authenticate the school district's service to the Department as per the contract agreement. Furthermore, it was required to send an information form each month to the Department.

Having completed the agreed upon inter-agency relationships and the method of selecting students, there remained the task of employing a suitable instructor. By agreement, the primary responsibility for this belonged to Adult Education. However, the committee prepared a criteria of the attributes the desirable person should have. The final decision remained the prerogative of the Director of Adult Education.

The Selection of Instructor

The criteria for selection of the instructor was:

1. Maturity
2. Emotionally stable
3. Skilled in adult education techniques.
4. An understanding of economically & social deprived people
5. Experienced in this type of situation
6. Not concerned with personal employment security
7. Presentable appearance
8. A university degree
9. A skilled communicator
10. Versatility

The person chosen was:

1. 21 years old
2. Emotionally stable
3. Inexperienced in adult education techniques
4. Expressed a feeling of concern for deprived people
5. Inexperienced in this type of situation
6. Unconcerned with personal employment security
7. Attractive appearance
8. A university degree in Home Economics
9. Communicated well
10. Was versatile
The comments of the participants which follow in this paper will indicate that they endorse the qualities of the instructor listed as having been indeed evident. However, Mrs. Mitchell comments in her report:

"... if there is any weakness here, it may have been related to the extremely young untried class instructor whose knowledge of the community and to be innovative was limited."

These deficiencies may have been exhibited initially. However, the deficiencies may also have been the teacher's strength because as a result of her inexperience, she, through necessity, had to involve students, principal and agency workers to assist her to obtain knowledge of the students and the community. Furthermore, it appears that innovations resulted from feedback from these people. Therefore, it is possible that the students benefited from learning with the teacher.

The choice of a young untried teacher is supported in theory by R. K. Merton who states:

"Actions based upon training and skills which have been successfully applied in the past may result in inappropriate responses under changed conditions."  

Therefore, if Merton's statement is accepted, the consideration given to the experience of a candidate for instructor must be examined carefully. In this regard, experience as a group facilitator or "T" group leader could be an asset whereas experience as a secondary school teacher might not. Indeed, the possibility of "inappropriate responses" was a prime reason for not employing a licensed secondary teacher.

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1E.O.W. Program, Surrey, Report, p. 3.

2R. K. Merton, Social Theory and Social Structure, p. 198.
Before commencing to examine the planning, operation and implementation of the program, the latter two areas of responsibility of which was to be the responsibility of Adult Education, it would seem necessary to define an Adult Education program.

DEFINITION OF ADULT EDUCATION

Cooley Verner points out that the term 'program' has many meanings in adult education. One meaning may be all the learning opportunities which exist in the community: the activities carried out by a single institution; or it may mean the design of one activity only. However, for the intent of the Employment Orientation for Women Program, program planning relates to the definition given by Verner which is:

"A program is a single activity in adult education in which provisions are made for the achievement of a specific educational objective (or objectives)."

He further delineates the definition by stating:

"The program . . . is concerned solely with the need for specified learning by the immediate developmental tasks which must be met within a limited period of time."

THE OBJECTIVES OF THE PROGRAM IN SURREY

The objectives of the program which the plan was designed to meet are:

a. To provide the opportunity to review basic educational skills such as writing, reading, arithmetic, composition and scientific enquiry.

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2 Ibid.

3 Ibid., p. 237.
b. To design cognitive exercises around real life problems.

c. To develop interpersonal skills from which could develop a positive self identity.

d. To provide factual information about social institutions and government agencies.

e. To assist the participants to understand the value system of the work oriented society.

f. To assist with vocational guidance.

g. To examine the role of women in society.

h. To investigate consumer problems, health care, grooming and family relationships.

i. To develop interest in leisure time pursuits and recreational activities.

j. To carry out collaborative investigations of things which are of interests to the group.

All these goals were guide lines to the participants who were invited to adjust the approach to the attainment of them or indeed to question the relevancy of them to their individual situations. Furthermore, this array was to be attempted in a given time.

The time available to each class was twelve weeks, from 8:30 a.m. to 3:30 p.m., with a half hour for lunch, five days per week.

Using Inkeles' list of qualities as the ideal objective and the ten delineated goals as a general guide, a course outline was devised.

Course Outline

The outline for the Employment Orientation for Women Course is as follows:

1. Academic
   (ability to comprehend)
   Communicative English—Grammar,
   Spelling, Composition, Speech,
   Writing Letters.
   Fundamentals of Arithmetic
   Basic concepts.
   Cognitive exercise around everyday Problems.
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<tr>
<th>Section</th>
<th>Topics</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>2. Personal Development</strong>&lt;br&gt;(Handling Aggression)</td>
<td>Physical, Mental, Emotional, Social Health, Human Relations, Problem Solving, Social Action. Interpersonal relations.</td>
</tr>
</tbody>
</table>
| **3. Household Management**<br>(Relaxation) | 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8. Planning For the Future

Ability and aptitude testing.
Short and long range goals.
Upgrading, education, skill training.
Full and part time employment.
Opportunities in industry, business
para-professional work.

Methodology

Derived From the Literature Available
Related to Human Beings and their Institutions

The method of presenting the content was derived from the personal
experience of the agents and certain assumptions on the theoretical investi-
gations of social scientists interested in human behaviour. One such person
was Thondyke who is quoted by Edmund de S. Bruner as stating:

"... adults learn less than they might
partly because they underestimate their
power to learn and partly because of self
limitations resulting from the narrowness of
their interests and from ... values which
they hold."

Individual Self-Worth.- Therefore, if this is accepted, any method
adopted for assisting adults to take part in a learning experience would
have to design means to encourage a feeling of self worth and success in
learning endeavors while respecting the values held by the individuals.
The significance of this to disadvantaged people such as those in the
E.O.W. is that their self confidence must be reinforced and every effort
must be made to create a learning environment and not a rehabilitation center.
In this regard, an attempt was made to allow the students to decide from
alternatives presented, the ways most suitable to them for the attainment
of given objectives. For example, the furnishings of the room were arranged
and rearranged as they felt they should be. Also, the choice of field trips

and speakers from those available were left to the students. Furthermore, the starting time, coffee breaks and quitting time was arranged by the students. However, the total time to be spent per day remained unchanged.

Value Judgement.- As well as being aware of the self perception that may be held by the adult participant, care must be taken not to make value judgements about their choices and priorities. Consequently, the instructor was careful that any expectations held by her were not transmitted to the students so that any failure to meet imposed expectations was not designated as failure. Cooley Verner quotes Ralph Hines who cautions:

"... by externally assigning an ascribed status that is identified as inferior... the group so defined will tend to confirm this definition."2

It seems reasonable to assume that by rejecting a contribution of a member of a group of disadvantaged adults as being incorrect, the rejection of the contribution could be construed as ascribing an inferior status to the individual. Thus, those risking their acceptance would likely not risk it again. Furthermore, it may confirm the suspicion of the individual that she should not have joined an institution of the dominant culture.3

Individual Autonomy.- Anthony Starr stated:

"Man is a social being, and, as such, needs the company and support of other humans to sustain him. On the other hand, he also needs to preserve his own identity and to

2Ibid.
3Ibid.
feel himself to be an autonomous individual."

If this is accepted as a valid comment on human interaction, it is, therefore necessary to encourage each person to develop ego strength and to take an autonomous position on any issue of central importance to her. However this does not deny the importance of developing trust relationships; but, it does allow for the importance of recognizing that the participant must also retain her autonomy as an individual human being.

Social Institutions.- Another consideration taken cognizance of when deciding upon the methodology to be used was to attempt to understand the social institutions created by human beings. Since the students were subject to social institutions and were indeed part of them, the program included an examination of the institutions and their effect upon people. James Buchanan in the forward to Gordon Tullock's book, "The Politics of Bureaucracy" states:

"Man in the West as well as in the East must learn that governments, even governments by the people, can do so many things poorly, and many things not at all. If this very simple fact could be more widely recognized by the public at large (the ultimate sovereign in any society over the long run) a genuinely free society of individuals and groups might again become a realizable goal for the organization of man's co-operative endeavors."  

Information From Which To Make Decisions.- If this statement is accepted, then people who look to institutions to solve their problems, indeed, are encouraged by agents attached to institutions to seek assistance with

1Anthony Storr, Human Aggression., p. 54.
2Gordon Tullock, The Politics of Bureaucracy, p. 9
their problems, may instead look unto themselves for solutions. However, in order to have this occur, people must have the opportunity to discover their own capacity for solving problems. Yet to do this, they need access to information and the skills to synthesize the information when verified and accepted. As a result, the supplying of varied information as requested or revealing the source of information was part of the methods used.

Community Involvement.— In this regard, one method chosen to be used in the learning experiences presented to the "Orientation" class was to invite representatives of the community agencies to visit the class and state their purpose and function in the community. Furthermore, self-help groups such as Inter-Section were invited to participate in the class and share the information they had compiled about sources of information. In addition, the Surrey Co-ordinating Bureau was requested to be a resource organization to the class in terms of assisting to locate representatives of government and private agencies. Edelman supports the search for understanding about the institutions created by man, he states:

"... for men cannot know themselves until they know what they do and what surrounds and nurtures them."

Therefore, part of the learning experience included examining some of the characteristics which affect the interaction of human beings. Watson Thompson comments upon one of the handicaps to people attempting to interact with one another, saying:

"Few are persuaded that we need take seriously the fostering of cooperative ways and personal interdependence. Men are convinced that to

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allow others to come intimately close - about who he is and how best to fulfill himself is either impractical or positively dangerous."

Group Facilitator.— As a consequence of this possibility, provision was made to have a trained group facilitator become part of the program in order to attempt to develop trust relationships amongst the participants with the hope that and indeed, expectations if cooperative trust relationships could be established, then, the group would share. In sharing, it was anticipated that the members would then create a learning environment in which the experiences they each brought to the class would be disseminated to anyone wishing to use them in relationship to their own needs. This, it was hoped would lead to collaborative investigation on the part of the class members.

Trusting Students to Choose.— Consequently, it was decided that to introduce any of the foregoing methods, an eclectic approach to the situation would have to be taken; therefore, everyone and everything would be considered as having a learning potential. Furthermore, it would be necessary to provide for as many learning opportunities as possible, and from those presented or indeed those that presented themselves the student must be trusted to discriminate in terms of the ones that were useful to him. In this regard, Dave Pellin's Activator philosophy was introduced through inviting his wife to give lectures. One such lecture reinforced the need for the individual to choose for himself the significance of what she heard, saw and experienced. Pellin states:

"There is no such thing as the truth, only,

1Watson Thompson, Turning Into Tomorrow, p. 31.
a truth; and, it is only a truth if one can use it.\textsuperscript{1} 

Recognizing Positive Contributions.-- Researchers and group facilitators have propounded the need to reinforce positive behaviour. One group of young people known as "Activators" seek to change behaviour and have had some success with people who have made a decision to change. They use methods similar to Thorndyke's trial and error method and Skinner's "Shaping" concept. In the case of the Activators, one of their goals is for the individual to be recognized as a responsible member of society. To attain this, they teach the need for recognition of positive contributions made. Therefore, in order to develop these traits, they spend time with others having similar goals. By interacting, they become aware that they must recognize the positive contribution of other people and to feed back approval. Unacceptable behaviour or negative behaviour, on the other hand, is not punished; rather, it is ignored or, in other words, recognition is withheld. Later, during discussions, in general philosophy about what receives recognition and what takes away recognition is examined. As a result, each person sees for himself the effect of his behaviour. However, the perception of the individual is accepted as the truth for her at that time.\textsuperscript{2}

Therefore, positive feedback is another method included in the "Orientation" experience as is the conscious endeavor not to give recognition to negative behaviour.

\textsuperscript{1}From the tape of the first lecture given by Dave Pellin in a series of lectures. Dave Pellin is now deceased but the tapes of the lectures are held by the Activator Society.

\textsuperscript{2}J.E. Cooper, \textit{The Activator Philosophy of Human Behaviour: An Approach to the Resolution of Social Conflict}. A Term Paper for B.S.F. 822-5, December 1968, Simon Fraser University, p. 64.
Techniques and Devices Defined

Having decided upon the approach for creating a learning environment for the disadvantaged adults participating in the program, tentative decisions were made as to the methods of implementing them. The decision as to the manner in which the methods would be implemented led to the choice of techniques.

Verner defines technique as:
"... relationship between the learner and the learning task and is a way of facilitating the successful achievement of the objective."¹

However, a handbook on adult education procedures defines techniques as:
"The way in which the adult educator arranges the relationships of learners and resources to assist the learners to acquire knowledge in a learning situation."²

Verner, however, makes a distinction about "resources". He does not include devices such as teaching aides as resources. He feels devices should be differentiated from educational processes.³ Therefore, this paper will distinguish between the processes and devices. Techniques for the purposes here will be considered as processes and devices will be described as such. Nevertheless, the techniques used were very often supported by devices.

Establishing Trust Relationships

Many different and varied techniques were used to attempt to make

²Paul Bergevin et al, Adult Education Procedures, A Handbook of Tested Patterns for Effective Participation, p. 245.
a true learning environment. Firstly, the teacher or educational facilitator was required to establish a trust relationship with the students or participants. Secondly, she had to display some expertise in a discipline to meet the expectations of the class. Thirdly, she had to gather other people with expertise to present to the class. Fourthly, she had to risk her own self identity in allowing the participants to test her acceptance of them. Fifthly, she had to share decisions with the class regarding the expenditure of set sums of money.

**Group Dynamics.**— In respect to the first of these techniques or processes, the instructor set up group discussions during which she as a member of the "haves" was attacked by those who considered themselves to be "have nots". This was a test of values held by the group and those perceived to be held by the teacher. The discussion was formed around popular generalizations held by some members of the community relating to the character of people on welfare.

**Recognizing Competency.**— The second technique used was to demonstrate expertise in the field of nutrition and foods as the instructor was a graduate in Home Economics. The theory behind this seemingly vain display of competence was that the class would hold some expectations of the "teacher" because of traditional roles expected of the person "in charge" of a classroom. From this, the need for basic educational skills was illustrated, particularly in respect to weights, measurements and costs of ingredients in terms of food value. This also led to discussions of the power of advertising which in turn often led to a discussion of how people are manipulated. Usually, at this point, others in the class who had any
specific skills were asked to consider sharing them with the class. Many
class members did contribute. One in particular was an expert old country
seamstress and taught all the other members to sew or improve their sewing.
This lady also presented the opportunity for the graduate Home Economics
Teacher to improve her skill in sewing beyond that received at university.
This occurrence was not missed by the class members and was capitalized
upon by the teacher to encourage others to make a contribution to the learning
environment.

Use of Community Resources.— This resulted in, amongst other things,
the opportunity to get concurrence from the class to introduce the third
technique of using community resources. After the sewing contribution by the
student, another class member volunteered to teach guitar to those interested.
This resulted in requests for art lessons which brought in a community art
teacher. These things also provided the opportunity for not only the class-
room teacher to learn from class members and outside experts but also provided
the opportunity for the Director of Adult Education to take lessons with the
class. On occasion, the social worker attached to the class would also attend
these lessons.

Sensitizing The Participants.— The fourth technique was provided by
a trained "T" group or sensitivity leader who facilitated interaction
between the class members themselves and between the teacher and social
worker and the class members. This resulted in both the teacher and social
worker being seen as human beings with the result that the risk of revealing
herself to her class occurred under the supervision of a skilled inter-
personal relations facilitator.
The fifth technique resulted from the provision in the contract for funds to encourage group decision making and provide the means to make the results of a decision happen. While this did not show as such in the contract, an amount of money for this purpose was "built in" under an approved category. This money allowed the class to decide whether they wished to rent typewriters, hire buses or arrange an afternoon tea amongst other things.

Applied Techniques

After the group became comfortable in their school environment and with their instructor, a tentative timetable was established that provided for educational review, skill training, group discussions, self tutoring, practice on machines, field trips, guest speakers, films and hobbies.

In the academic review, three techniques were used: first, the lecture; second, the demonstration; and third, the practice. Once the participants decided the skills they wished learn or improve upon, they were provided with programmed texts and kits such as English 2600 S.R.A. kits. Subjects such as arithmetic used these devices combined with tutoring by the teacher and other class members who had the necessary knowledge and who were prepared to assist.

Some members of the class agreed to work on a class newspaper and write articles for it. Other class members contributed to the endeavor by typing the copy onto stencils and operating the reproduction machinery. Still others preferred to seek recipes or poetry or philosophical and political points of view. One or two would contribute art work or cartoons.
Psychomotor.— In the psychomotor area, the skills practiced were: typing, bookkeeping, sewing, guitar playing, crocheting, flower making, embroidery and knitting. Any class member having a skill was encouraged to teach it to the others.

Cognitive.— In the cognitive area, besides the requirements of academic subject matter, guest speakers from agencies such as the probation service, family court and self help organizations would present generalizations from which they operated and the class would question them at symposiums or when panels were formed. To assist them to question assumptions made upon which generalizations were formed, the Director of Adult Education would speak with the class on a regular basis. During his visits he would present lectures on rituals and myths in society which result in many people accepting symbols for reality. Other topics were related to communication and the effect emotions have upon awareness.

To avoid the possibility of too much "establishment" values being introduced and consequently the content of the presentations becoming suspect, outside self-help groups working with the disadvantaged were brought, with the approval of the group, to the classroom. Groups such as the Activators, Intersection, and Single Parents spoke about their organizations and their philosophy. Through all this, the class members were encouraged to question all the assumptions made and were constantly cautioned to learn the difference between propaganda and fact. Furthermore, to maintain a balance in terms of social class levels, members of the traditional organizations were invited by the class. Representatives of the R.C.M.P. and probation officers made visits as did insurance agents and credit union representatives.
Affective. - In terms of affective development, the aforementioned group facilitator provoked, encouraged and charmed the members into taking a self inventory as a result of the feedback that occurred through interaction in the group. Role playing was encouraged and the resulting reactions were analyzed in terms of self understanding and community expectations.

At the request of the class, an adult education counsellor visited and explained the opportunities within the district for further formal training. On other occasions, personnel people, from local businesses, explained the type of things they expected from applicants coming to them for jobs. In this same area, Canada Manpower personnel arranged for vocational aptitude tests and provided training in Job Search Techniques.

A RECAPITULATION OF THIS CHAPTER

C.M.C.

The program was sponsored by C.M.C. and is an extension of courses previously offered. Therefore, their support is self evident. However, their consultant did support the need for further programs by citing the concern of the Economic Council of Canada for the need to make special provisions for disadvantaged people such as single parents. Moreover, C.M.C. used the Surrey program to ascertain their capabilities for expanding the program into new areas.

Single Parent Families

In addition, the specific need in Surrey was indicated by the number of single parent families and the support for the program by the staff and administration of the Surrey Department of Rehabilitation and Social Improvement.
Adult Education

The acceptance of the training role in the program by Surrey Adult Education was in keeping with the purpose of Adult Education in the community. However, the program also provided the opportunity to serve the disadvantaged members of the community. The people who participated in the "Orientation" class do not usually voluntarily participate in the formal adult education programs of the district. Furthermore, the involvement of Adult Education in the program provided the opportunity for communicating with self-help groups. This opportunity occurred through members of the class who had contact with these groups. These people provided the means to disseminate information on the possibility of further education, training or leisure time activities to the self-help groups if they chose to co-operate.

Moreover, the availability of Federal funds made it possible to try innovative approaches to learning which could not occur without these funds in as much as the school district budget and provincial government grants do not provide sufficient funds for innovative programs that are not self supporting.

Inter Agency Relationships

Fortunately in terms of initiating the E.O.W. program in Surrey, previous cordial and co-operative relationships had been established between Adult Education, C.M.C. and Social Service Departments. The co-operation of the agents in terms of offering an adult Grade 10 Interrupted Program, a B.T.S.D. program, Carpentry Upgrading and select evening programs, established very human relationships between the parties.
Approval to Operate Program

The experience of the adult educator in dealing with government agencies plus post graduate training in Behavioural Science, particularly in respect to government organizations was of great assistance in preparing presentations to government agents for consideration. Social Scientists such as Gordon Tullock, Anthony Downs, Murray Edelman and Alex Inkeles combined with the research of John A. Niemi, Darrel Anderson, to name a few authorities in their fields, provided many valuable insights into the structure and operation of government bureaus and supplied data to support submissions. Therefore, the adult educator, required to work with government agencies may find the works of social scientists most valuable when supported by adult education research data.

Selection of Students and Roles of Agents

The professional co-operation of the agents of C.M.C. and Surrey Social Service produced a smooth relatively uncomplicated procedure for the selection of students from the people applying for the program. Moreover, the agreement of all concerned to allow the adult education director to hire the instructor, plan the program and be innovative in terms of methodology and techniques, facilitated the relatively smooth introduction of students, teachers and learning environment.

Methodology

The research and reports by experts in the field of adult education such as Cooley Verner, Edmund de S. Brunner, and J.R. Kidd combined with the studies of Social Scientists such as Anthony Starr, Murray Edelman, Gordon Tullock, R.K. Merton, and Alex Inkeles, provided a rich field from which to consider the methodology to select for trial.
This and the preceding chapters have given the rationale for and the procedures employed in initiating the program. In addition to the history of the program and information on those initiated, specific reference has been made to the Surrey program which is, in Saskatchewan Newstart terms, a "pilot study." The next chapter is an analysis of the Surrey E.O.W. program and does not have a comparison in the Saskatchewan Newstart model. It is similar to the stage of program development that Saskatchewan Newstart refers to as "Program Experimentation." However, the definition of program experimentation is a, "... formally structured, systematic, experimental efforts to test and evaluate alternative program elements with different groups and under various circumstances." This is done in the third year of their development of a prototype program.

The Surrey Orientation program has little of the development, studies, testing, exploration, conceptions, systems and installation of the Saskatchewan Newstart model. Moreover, it does not pattern to the type of evaluation built in to the Newstart program. Therefore, the following analysis is based on the unique eclectic development and growth of the program. The results of the analysis are interesting and perhaps significant in respect to the initiation and operation of community programs.

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1 What Have We Started? Saskatchewan Newstart Inc., Prince Albert.
2 Ibid.
CHAPTER V

AN ANALYSIS OF THE SURREY E.O.W. PROGRAM

This Chapter will present an analysis of the Employment Orientation Program offered in Surrey. The first Employment Orientation for Women Class (E.O.W. #1) will be evaluated in terms of data collected on the students participating. Also the observations of the professionals involved will be given.

Of particular interest and significance to this paper is the fact that as of March 1972, one year will have passed since the first Employment Orientation for Women class in Surrey graduated. Therefore, this period of time allows for an assessment of each individual class member's present situation in relationship to the stated objectives of the program.

To do this follow-up, it was necessary to contact the Surrey Department of Rehabilitation and Social Improvement worker, Mr. Burge. He maintains a case work responsibility for all E.O.W. graduates who continue any form of training. It was also necessary to contact the Canada Manpower Counsellor, Mrs. M. Ball, who maintains records of the graduates being supported in on-going C.M.C. courses. In addition, the Director of Adult Education was involved to establish how many, if any, of the graduates were attending classes as adult students in a secondary school in the district; or, who were registered in evening classes for upgrading or skill training. Finally, the instructor, Miss P. Myers, was interviewed to
enquire as to how many of the graduates, if any, were involved in community service projects. The follow-up on the subsequent E.O.W. classes is included but they are not presented in the detail that the E.O.W. #1 class is given.

Therefore, this chapter deals with, primarily, the people involved with the E.O.W. #1 program. The data on this class includes the age, number of dependents, educational level, length of time on welfare, attitude, and behaviour while participating in the class. In addition, the observations of the professional staff is presented. This is supplemented by the results of a self-concept device introduced into the program by a graduate student from the University of British Columbia.

Subsequently, the goals of the participants and the agencies are examined and these are compared with the actual attainment of these goals as revealed by a one year follow-up study performed by agency personnel. In short, this chapter presents a one year overview of the E.O.W. program in Surrey.

**A One Year Overview**

The program commenced January 25, 1971. In the one year period that followed, three classes graduated. A fourth class started in January 1972. A fifth class is scheduled to begin April 17, 1972.

In order to assess the contribution, if any, to the individuals enrolling in this type of program, the first class is being presented as a specimen group. The individuals enrolled in this first class will be examined in terms of their age, marital status, number of dependents, level of formal education, the length of time on Social Welfare allowance, their previous employment, if any, the year in which they were last employed,
skills, if any, and an indication of any physical or emotional problems an individual may have had. The students will be identified by a code number to protect their privacy. However, the code assigned will be consistent in identifying a particular individual throughout this report.

In addition to the relevant data on the students, the observations made on each student by the Canada Manpower Counsellor and the instructor will be included to assist in understanding the personalities and perceptions of the participants. Also, the reports of Miss Byers, the instructor, along with the report of the Director of Adult Education to C.M.C. are included.

During the first E.O.W. Program, Mr. A. Pau, a U.B.C. Graduate Student worked with the counsellor and instructor as part of a field work assignment for Education 598. He, with the co-operation of the students did a self perception survey entitled "Who Am I". The questionnaire was given at the start of the course and again at the end of it. His tabulated results are interesting and significant in terms of the objectives of the Program.

The class, upon approaching the termination of the course, chose to have a graduation ceremony. The decided, further, to have a class member speak for the group as the class valedictorian. Her remarks are most significant in terms of the intent of the program.

The Canada Manpower Counsellor, the Social Worker, and the teacher maintained contact with the class members and reported on the activities of the students who were in the first class. Their report reveals many interesting developments in the lives of the former class members.

In addition to information of the first E.O.W. class, there is included in this paper, summaries of the subsequent classes that were operated by School District #36. This information is also presented so that comparisons
may be made from the data supplied.

Following is the data on the first E.O.W. Class, The Employment Orientation Class #1.

Analysis of Data

E.O.W. CLASS #1

(1) The average age of the participants in the class was 33.92 years.
(2) The percentage of divorced or separated women was 78.5%
(3) The average number of dependents was 3.07.
(4) The average age of dependents was 10.66.
(5) The average length of time on welfare was 35.92 months.
(6) The average number of years since last employed was 13.14 years.
(7) The percentage of the class having no saleable skills was 71.42%
(8) The average level of formal education was 9.5.
(9) The percentage of people with emotional problems was 35.71%.
(10) The percentage of people with physical problems was 14.28%.

Problems Revealed

The major problems of these people in terms of obtaining the opportunity to participate in useful, satisfying, gainful and remunerative activities become evident and these are:

(a) The high average age level is above that usually acceptable to employers for initial entry into careers.

(b) The average age of dependents which indicates the children are in elementary school and, therefore, require close family support. This support is necessary if feelings of security and self development is considered necessary to avoid accepting welfare as a way of life.

(c) The average length of time on welfare indicates that people could become dependent on institutionalized help.
### TABLE 5

**Data on Participants**

**E.O.W. PROGRAM #1 - SURREY ... CLIENT STATUS CHART**

<table>
<thead>
<tr>
<th>Code No.</th>
<th>Age</th>
<th>Marital Status</th>
<th>No. &amp; Ages of Dependents</th>
<th>Grade Claimed</th>
<th>Years on S.A.</th>
<th>Previous Employment</th>
<th>What</th>
<th>When</th>
<th>Skills if any</th>
<th>Physical &amp; Emotional Problems if Known</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-1</td>
<td>30</td>
<td>Sep. (3)</td>
<td>10,7,5</td>
<td>12</td>
<td>1 month</td>
<td>Steno II RCN</td>
<td>62-65</td>
<td>Typing 50 wpm</td>
<td>nil</td>
<td>nil</td>
</tr>
<tr>
<td>1-2</td>
<td>36</td>
<td>Div. (4)</td>
<td>14,13,12,8</td>
<td>10</td>
<td>14 mos.</td>
<td>Factory B.C. Elect.</td>
<td>67</td>
<td>nil</td>
<td>nil</td>
<td>nil</td>
</tr>
<tr>
<td>1-3</td>
<td>35</td>
<td>Sep. (4)</td>
<td>16,14,9,7</td>
<td>11</td>
<td>3 mos.</td>
<td>Com. Opr.</td>
<td>53</td>
<td>nil</td>
<td>nil</td>
<td>nil</td>
</tr>
<tr>
<td>1-4</td>
<td>38</td>
<td>Widow (5)</td>
<td>12,11,10,9,7</td>
<td>10</td>
<td>1 year</td>
<td>Waitress</td>
<td>55</td>
<td>nil</td>
<td>nil</td>
<td>nil</td>
</tr>
<tr>
<td>1-5</td>
<td>48</td>
<td>Div. (2)</td>
<td>18,17</td>
<td>12</td>
<td>16 mos.</td>
<td>Steno</td>
<td>51</td>
<td>Typing</td>
<td>nil</td>
<td>nil Educational &amp; Emotional</td>
</tr>
<tr>
<td>1-6</td>
<td>22</td>
<td>Sep. (2)</td>
<td>5,2</td>
<td>7</td>
<td>Long term S.W. family</td>
<td>Nurse Aide</td>
<td>68</td>
<td>nil</td>
<td>nil</td>
<td>nil</td>
</tr>
<tr>
<td>1-7</td>
<td>32</td>
<td>Div. (3)</td>
<td>9,8,6</td>
<td>7</td>
<td>7 mos.</td>
<td>Factory</td>
<td>65</td>
<td>nil</td>
<td>nil</td>
<td>nil</td>
</tr>
<tr>
<td>1-8</td>
<td>35</td>
<td>Sep. (3)</td>
<td>13,12,8</td>
<td>9</td>
<td>2 mos.</td>
<td>PBX Opr.</td>
<td>50-s</td>
<td>nil</td>
<td>nil</td>
<td>nil</td>
</tr>
<tr>
<td>1-9</td>
<td>37</td>
<td>Sep. (3)</td>
<td>13,12,9</td>
<td>11</td>
<td>4 mos.</td>
<td>Keypunch Music Teacher</td>
<td>55 Musician</td>
<td>nil</td>
<td>nil</td>
<td>nil</td>
</tr>
<tr>
<td>1-10</td>
<td>20</td>
<td>Single 0</td>
<td>Long term S.W. family</td>
<td>10</td>
<td>8 years</td>
<td>nil</td>
<td>nil</td>
<td>nil</td>
<td>nil</td>
<td>nil</td>
</tr>
</tbody>
</table>
TABLE 5 - Continued

Data on Participants
E.O.W. PROGRAM #1 - SURREY ... CLIENT STATUS CHART

<table>
<thead>
<tr>
<th>Code No.</th>
<th>Age</th>
<th>Marital Status</th>
<th>No. &amp; Ages of Dependents</th>
<th>Grade Claimed</th>
<th>Years on S.A.</th>
<th>Previous Employment What</th>
<th>When</th>
<th>Known</th>
<th>Physical &amp; Emotional Problems</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-11</td>
<td>32</td>
<td>Div.</td>
<td>(3) 11,10,8</td>
<td>9</td>
<td>7 years</td>
<td>Cook</td>
<td>69</td>
<td>nil</td>
<td>nil</td>
</tr>
<tr>
<td>1-12</td>
<td>42</td>
<td>Single</td>
<td>(5) 18,17,15,12,7</td>
<td>9</td>
<td>13 years</td>
<td>Cook</td>
<td>42</td>
<td>nil</td>
<td>Physical</td>
</tr>
<tr>
<td>1-13</td>
<td>24</td>
<td>Div.</td>
<td>(1) 3</td>
<td>10</td>
<td>2 years</td>
<td>Mail Sorter</td>
<td>68</td>
<td>nil</td>
<td>Emotional</td>
</tr>
<tr>
<td>1-14</td>
<td>44</td>
<td>Widow</td>
<td>(5) 20,18,17,10,8</td>
<td>6?</td>
<td>3 years</td>
<td>Power Sewer</td>
<td>55</td>
<td>nil</td>
<td>Emotional</td>
</tr>
</tbody>
</table>
(d) The average length of time since being employed precludes offering a prospective employer recent experience. Furthermore, any skills formerly held would probably have been lost through disuse.

(e) The indicated lack of saleable skills.

(f) The average grade level is below that required for satisfying jobs or for entry into many vocational training classes.

(g) Those with emotional or physical problems are disadvantaged even further in respect to helping themselves.

Considerations Before Programming

The important consideration when seeking to provide alternatives for these people is to present the possibility for change. This human consideration is paramount. Moreover, until the dignity of a guaranteed annual wage replaces the indignity of the welfare handout and the social worker is restored to a helping relationship, the person on welfare will require the alternative of gainful employment to maintain their dignity as human beings. Failing the availability of satisfying employment, means will be required to assist people to accept themselves as worthwhile human beings.

The Department of Rehabilitation and Social Improvement and Canada Manpower support this premise and have consequently supported the E.O.W. Program. They have spent money to attempt to bring about change. The cost for the three classes during the one year period is approximately $12,500.00. The participants who were on welfare allowances are not included as part of the cost as they would be in receipt of an allowance regardless.

What did The Money Buy?

From this point, the E.O.W. #1 class which cost approximately $4,000.00 will be assessed to determine whether value has been received for the money expended.
Observations of Counsellor and Teacher

First an examination of the remarks of the teacher and the counsellor will be presented. However, it is realized that as professionals involved in the program, they have a responsibility to be objective. Yet, being human they may be suspected also of being somewhat subjective in their assessments. Nevertheless, their observations are important and must be considered when evaluating the program. The following are their remarks:

Instructor's Observations of Student 1-2

Student 1-2 is 36, divorced and has four school aged children. She left school after Grade 10 in 1953 and since has taken the Commercial General Course under Canada Manpower's sponsorship in 1969. She worked as a bookkeeper for several years and her last employment was in 1968. She is a very practical and independent person. She has her own active social life and therefore does not feel as great a need for friendship as do others.

C.M.C. Counsellor's Observations of Student 1-2

Student 1-2 is an active participant of the course. Her appearance remains fairly good, though she isn't doing anything about her weight problem. She states that C.M.C. shunted her into Commercial General Course in 1968 with little pre-counselling or testing undertaken (likely done to fill a short fall situation). She says she made some effort to find clerical work but gave up when attempts proved fruitless and frustrating. Says would rather work in a hospital with patients as nurse aide or in kitchen. Suggested she go out to Essondale and make application.
Instructor's Observations of Student 1-3

Student 1-3 is 35, separated and presently seeking a divorce. She has four children ranging from 7 to 16 years. She last worked as a comptometer operator in 1953, but was on the university program until she left school after Grade 11 in 1952. She is a very reliable and intelligent person who developed her self-confidence and poise during the course. She is interested in learning everything and in general finds life interesting. She has a great deal of motivation and is very anxious to work.

C.M.C. Counsellor's Observation of Student 1-3

Excellent appearance and self-confident manner. 1-3 feels course excellent in assisting her to achieve this self-assurance. Extremely well motivated to obtain clerical training and enter work force. After illness last fall was offered work by her own doctor, had no typing skills – so could not accept. Discussed 10 month Secretarial and 6 month Commercial General. More interested in shorter course. Feels will have no problem finding employment. Assisted at Teachers' Convention - registration clerk - highly praised by coordinator. On executive of P.T.A. - Ways and Means Committee. On Planning Committee of Brownie Mothers.

Instructor's Observation of Student 1-4

Student 1-4 is widowed and has five young children. She completed the Grade 10 interrupted program at the King George Center in 1970. She has pressures from friends to attend and pressures from her family to remain at home with her children.

C.M.C. Counsellor's Observation of Student 1-4

Student 1-4 entered the course with some reservations. She appears torn
between her responsibilities towards her family of five and her responsibilities towards herself in terms of self-development and independence. After a few weeks on course, with a spotty attendance record, she withdrew. It appears that pressure from relatives and friends to stay home overrode her wish to become self-supporting.

**Instructor's Observations of Student 1-5**

Student 1-5 is 48, divorced and has two children, 17 and 28 years. She graduated from high school in 1940 and took further training at a business college. She worked as a stenographer for nine years in the Federal Civil Service, last in 1951. She is active in one community organization. At the beginning of the course she was very high-strung and nervous but is gradually calming down a bit and joining in conversations. She has many clerical skills but many need to be updated and upgraded to be useful.

**C.M.C. Counsellor's Observations of Student 1-5**

Student 1-5 appears to be gaining little from the course. She is still very much wrapped up in her own problems, a constant complainer, always downgrading other members of the class. Her aims in terms of work are quite unrealistic. Still talks about supervisory work in humanitarian services. Certainly not willing to accept junior clerical position, which is most suitable in view of her poor clerical skills. Discussed work at some length but constantly presents barriers - has to get roof fixed, sewer repaired, before can contemplate a working situation.

**Instructor's Observations of Student 1-6**

Student 1-6 is 21, separated and has two pre-school children. She completed Grade 7 in 1964, but has received no skill training. She has
worked a short time as a housekeeper and appears to be of average intelligence. At the beginning of the course she was extremely quiet and withdrawn, and gradually, however, she is becoming more outgoing and happier although she does not open up completely.

**C.M.C. Counsellor's Observation of Student 1-6**

Student 1-6 stated that the E.O.W. has enabled her to stand on her own two feet - able to relate with other people more easily and cope with somewhat difficult relationship she has had with her mother. Discussed at some length her aims in life, realizes need for upgrading academic standing as pre-requisite to further skill training and employment. Does not see herself able to cope with full time schooling - have suggested that she return home for the time being and enroll in night school to take B.T.S.D. courses. Client appeared somewhat listless and lacking in vitality at interview.

**Instructor's Observations of Student 1-7**

Student 1-7 is 33 but appears much younger; she is divorced and has three children (9, 8, 6). She has completed Grade 7 and has no special training. She worked as a hospital aide from 1955 to 1957 and on a machinery assembly line for four years from 1957 to 1965, but expresses a firm desire to avoid the latter type of work. She is a very practical and sensitive person who gained a great deal of self worth during the course. Her appearance is very pleasing, as is her manner.

**C.M.C. Counsellor's Observation of Student 1-7**

Student 1-7 has maintained her sprightly, youthful looking, slim trim appearance - still a little nervous. Says home situation fairly stable - no occurring problems with children. Feels course is really helping her to get
along with other people and to understand them. Is achieving more self confidence - feels need first of all to improve educational standing. Has Grade 7, but would like to skip Level 2 and tackle Level 3, which she feels she can handle. Could take Night School Level 3 - 1 year - Fall for Social Welfare recipients - feels this better than day course for her.

**Instructor's Observations of Student 1-8**

Student 1-8 is 35, has three children and, at the beginning of the course was separated from her husband after 15 years of marriage. She has completed Grade 9 and while on the course, completed a shorthand course at night school. In 1952, she took a Commercial Course at V.V.I. and subsequently worked in clerical positions from 1952 to 1957, which was her last full time employment. Currently she is very involved with church work. She is enthusiastic about most things and is very interested in learning. She is conscientious, reliable and efficient with regard to anything she takes on. She can be quite domineering but is aware of this trait and keeps a check on it.

**C.M.C. Counsellor's Observations of Student 1-8**

Student 1-8 was not interviewed. Having distressing family problem. Social Worker with client. Client left course to return to husband. Would judge an excellent prospect for retraining if ever re-applies.

**Instructor's Observations of Student 1-9**

Student 1-9 is 38, separated, and has three children (13,12,9). She has worked as a keypunch operator for a total of 4½ years from 1952 to 1970 but dislikes it intensely. She teaches music in her own home and is active in several community music organizations. She has completed Grade 11 on the
academic program. She is well motivated and conscientious. She seems to have a good relationship with her children.

C.M.C. Counsellor's Observations of Student 1-9

Student 1-9 says course is increasing her self confidence and ability to deal with other people when the going gets rough. Extremely well motivated to carry through with her plans to obtain music degree. When asked if she would have done this without E.O.W., she said yes, but likely would not have "got going" until the Fall. Very elated that eldest son has opted to return to live with her.

Instructor's Observations of Student 1-10

Student 1-10 is 21 and single with no children. She has completed Grade 10 and during the course was attending night school for Math 11. She has training as a department store cashier (1968) but has apparently never used it, nor had any full-time job. Long term family history of welfare. She is quiet. She lacks motivation somewhat but with encouragement she will do a thorough job.

C.M.C. Counsellor's Observations of Student 1-10

Student 1-10 is making considerable efforts towards self-improvement. At the interview her appearance showed marked change - neatly and attractively dressed, hair clean and well groomed - makeup nicely applied. She is achieving more self-confidence, but still rather shy and unsure of herself. Maintains somewhat unemotional flat manner throughout interview. Discussed plans re further training, etc. Expressed desire to get into Welfare Circle or Teacher Aide Program, but judge not personally suited to either. Kuder shows high in clerical and literary field and likely more suited to this. Discussed B.T.S.D. 4 at BCVS Burnaby and Commercial Clerical.
Instructor's Observations of Student 1-11

Student 1-11 is 29, divorced and has three school aged children. She has completed Grade 10 in 1957, and last worked as a hospital cook with no training. She expressed a desire to enter another line or work. She has been on welfare many years. Student 1-11 is a quiet and reserved person who is developing quite an outgoing personality during the course. She is conscious of being overweight and is attempting to rectify it.

C.M.C. Counsellor's Observations of Student 1-11

Student 1-11 is still overweight but very neat and clean – blond wig – big improvement. Appears quite confident now. Able to discuss her plans intelligently and realistically. Quite interested in upgrading her educational level – feels needed for worthwhile employment. Discussed B.T.S.D. Night School vs. day program at BCVS Burnaby – worried about leaving children at night. Has made application at Woodlands School. Leads a Brownie Pack in her spare time.

Instructor's Observations of Student 1-12

Student 1-12 is 41, has five children and has been divorced for a number of years. She has completed Grade 9 and has taken English 10 and 11 at night school with a good deal of success. She joined the class three and one-half weeks late and, at first, had a little difficulty fitting in. Because she is outspoken in discussion, she was able to clear up her misgivings about others in the class. She is learning to control her impatience and is gaining considerable self-confidence.

C.M.C. Counsellor's Observations of Student 1-12

Student 1-12 has made excellent progress during the course and was
voted valedictorian for the graduation ceremonies. She now talks freely about her aims in life, but realizes she has much to overcome. Her weight is her biggest problem, but she appears to be making earnest attempts to reduce, joined weight watchers, etc. While her English is almost at Level 4 level - she has very little education in so far as Math and Science are concerned.

Instructor's Observations of Student 1-13

Student 1-13 is 24, divorced, and has one three year old girl. She completed Grade 10 in January 1971 at King George Continuing Education Center. She has worked on sortation in the post office for five years (1964 to 1969) but now is unable to pass their exams. She has been a waitress but does not want to return to that because of the low wages. Student 1-13 has a good attendance record although for most things her motivation appears to be low.

C.M.C. Counsellor's Observations of Student 1-13

Appearance is improving. Student 1-13 talks about desire to set up home of her own away from parents - has misgivings about parental reaction to this. Discussed many lines of work - everthing from forestry to cashiering. Appears to be still very undefined in terms of realistic goals - almost a petulant manner at times. Wonder about motivation.

Instructor's Observations of Student 1-14

Student 1-14 is 43 and has been widowed for three years. She has two married daughters (20 & 18) and three boys at home (17,10,8). Having attended a health school in England, she has a low level of education and therefore has great difficulty with English and Arithmetic. She has worked
in clothing mills on construction lines and in the warehouse. She also does home sewing. Since her husband's death, she has withdrawn completely and although she knows she should get out of the house, she has difficulty summoning up the courage.

C.M.C. Counsellor's Observations of Student 1-14

Student 1-14 feels she is gaining a great deal from the course in terms of overcoming her personal attitude and outlook towards life. Both in appearance and manner marked improvement is seen. She almost bubbles with enthusiasm. She is presently concerned about her eldest son who has left home but is handling the situation well. She feels she should remain at home until her youngest children are a little older. She plans to set up a home dressmaking service, supplementing this by baby sitting for a neighbour.

Instructor's Report

In addition to the observations on individuals, the class instructor made a report on each class which she forwarded to the principal.

Miss Byers' report on the first class indicates that at the beginning of the course there is "... an uneasy individualistic approach. Gradually, friendships grew and the feeling became "we" instead of "I". ... As trust relationships grew, personal problems were discussed and occasionally anger was allowed to show. Gradually also, they began ... to really think and reason therefore having a basis for a decision ... By the end of the course reality did not seem so harsh ... In most cases their self images had changed ... as had their feelings of self-confidence."¹

Adult Education Director's Report

The Adult Education Director, as part of agreed upon terms with the sponsoring agency, prepared his own assessment of the E.O.W. #1 program. In a report to Mrs. I.L. Mitchell, Regional Canada Manpower Center, he states: "Since employment alone was not the only criteria of the success of the program, we attempted to develop feelings of self-worth, and understanding of themselves, their families and community. This according to the response of the students happened."¹

The Director then commented on why he felt these changes in the student occurred, he says: "We feel that this acceptance of responsibility for personal welfare resulted from:

1. The inclusion of a "T" group learning experience in which trust relationships were developed.
2. The encouragement of each class member to instruct others from the base of some personal experience brought to the class.
3. The introduction of how each person can develop feelings of accomplishment by putting forward an effort that results in approval and recognition for the efforts made.

He goes on to comment: "The ... changes in behaviour ... observed are:

(a) A lessening of fear in respect to developing one to one relationships within the group and with those in authority.
(b) The trust relationship developed between each other and concern for the common good of the group.
(c) A willingness to express a point of view without becoming opinionated.
(d) A pride in small accomplishments such as writing, reading, solving arithmetic problems.
(e) A willingness to risk personal acceptance to reach a goal.

A change in deportment and facial expression as fears are dispelled and a sense of self-identity is developed.\(^1\)

The Director concludes his evaluation of the E.O.W. experience by stating: "... an ... opportunity ... for people with common concerns to share an environment of concern and trust, will result in an awareness of what reality is and what strengths are required in order to cope ... unless people have opportunities such as this to change behaviour patterns, they cannot be expected to face the harsh reality of the world of work".\(^2\)

Observations of a U.B.C. Graduate Student

This man conducted a series of experiments with which he hoped to discover any positive or negative changes in self perception, attitudes and behaviour as a result of the women participating in the E.O.W. program.

As part of his field work assignment, Mr. A. Pau, which forms part of Mrs. I.L. Mitchell's report on the E.O.W. program, Surrey, states: "The success of the group in being able to build self confidence ... was enhanced by the commonality of their home problems ... They found themselves perhaps for the first time, not isolated islands of hopelessness."\(^3\)

There may be much that is significant in this remark in respect to any success apparent in this program. It may be a partial explanation of the consistent supportive evaluation of the program by the participants. Perhaps, simply by having the opportunity to share common concerns results in an emotional acceptance of the whole exercise regardless of the course content.

On the other hand, Mr. Pau states that "... As time went on, I found the ladies more open and willing to face reality ... they talked about ... alternatives in decision making ... their own ambitions ... "\(^4\)

\(^1\)Ibid., p. 2  \(^2\)Ibid.  \(^3\)E.O.W. Program, Surrey, prepared by Mrs. I.L. Mitchell.  \(^4\)Ibid.
He states further, "... We talked about our feelings about the "Who Am I?" game."¹ The following tabulation will give samples on Self-Concept Change. The question Who Am I? was asked and answered on January 25, 1971 and again towards the end of the class on April 7, 1971. It is interesting to note the order of the replies on the two dates as well as the deletions and additions.

Samples of Self-Concept Change in Relation to the Question: Who Am I?

<table>
<thead>
<tr>
<th>Code Name</th>
<th>Rank</th>
<th>January 25</th>
<th>April 7</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-3</td>
<td>1</td>
<td>Eldest in my family</td>
<td>A woman</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>Likes to create things; sewing or craft</td>
<td>A mother</td>
</tr>
<tr>
<td></td>
<td>3</td>
<td>A rather shy person</td>
<td>Separated</td>
</tr>
<tr>
<td></td>
<td>4</td>
<td>Uncertain of myself at times</td>
<td>A community worker</td>
</tr>
<tr>
<td></td>
<td>5</td>
<td>Hasn't much time to think about myself as a person</td>
<td>A student</td>
</tr>
<tr>
<td></td>
<td>6</td>
<td>Likes reassurance from others of a job well done</td>
<td>More confident</td>
</tr>
<tr>
<td></td>
<td>7</td>
<td>Needs my family and friends</td>
<td>Happier</td>
</tr>
<tr>
<td></td>
<td>8</td>
<td>Wants a better life</td>
<td>Wiser</td>
</tr>
<tr>
<td></td>
<td>9</td>
<td>A mother</td>
<td>Fairly easy going</td>
</tr>
<tr>
<td></td>
<td>10</td>
<td>Person, mother, housekeeper, etc.</td>
<td>Stubborn</td>
</tr>
<tr>
<td>1-2</td>
<td>1</td>
<td>Mother of 5 with 4 at home</td>
<td>Female</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>Housewife</td>
<td>Mother of 5 children</td>
</tr>
</tbody>
</table>

¹Ibid.
<table>
<thead>
<tr>
<th>Code Name</th>
<th>Rank</th>
<th>January 25</th>
<th>April 7</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-2</td>
<td>3</td>
<td>Provider for my family</td>
<td>Housekeeper</td>
</tr>
<tr>
<td></td>
<td>4</td>
<td>Very strict mother</td>
<td>Community worker</td>
</tr>
<tr>
<td></td>
<td>5</td>
<td>Very dependent</td>
<td>Easy to get along with</td>
</tr>
<tr>
<td></td>
<td>6</td>
<td>Quiet &amp; very shy at times</td>
<td>Likes good things</td>
</tr>
<tr>
<td></td>
<td>7</td>
<td>Likes to learn new things</td>
<td>Likes entertainment and going out</td>
</tr>
<tr>
<td></td>
<td>8</td>
<td>Person who cannot be pushed around for I am stubborn at times if someone tries to take advantage of me</td>
<td>Sports lover</td>
</tr>
<tr>
<td></td>
<td>9</td>
<td>Likes good things</td>
<td>Western music listener</td>
</tr>
<tr>
<td></td>
<td>10</td>
<td>Irish and English descent but Canadian</td>
<td>Woman (female)</td>
</tr>
<tr>
<td>1-6</td>
<td>1</td>
<td>Mother of two boys</td>
<td>Person who likes to relax &amp; be myself</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>Housewife</td>
<td>Female, human</td>
</tr>
<tr>
<td></td>
<td>3</td>
<td>Likes people</td>
<td>Mother</td>
</tr>
<tr>
<td></td>
<td>4</td>
<td>Enjoys life</td>
<td>Two children</td>
</tr>
<tr>
<td></td>
<td>5</td>
<td>Loves to travel</td>
<td>Short temper person at times</td>
</tr>
<tr>
<td></td>
<td>6</td>
<td>Hard person to get to know</td>
<td>Likes to have a clean household</td>
</tr>
<tr>
<td></td>
<td>7</td>
<td>Normally quiet</td>
<td>Quiet on occasion</td>
</tr>
<tr>
<td></td>
<td>8</td>
<td>Coffee house for weekend</td>
<td>Housemaid</td>
</tr>
<tr>
<td></td>
<td>9</td>
<td>Female</td>
<td>Kids try to take advantage of</td>
</tr>
<tr>
<td></td>
<td>10</td>
<td>Human</td>
<td>Yells a lot at home</td>
</tr>
<tr>
<td>Code Name</td>
<td>Rank</td>
<td>January 25</td>
<td>April 7</td>
</tr>
<tr>
<td>-----------</td>
<td>------</td>
<td>---------------------------------------------------------------------------</td>
<td>-------------------------------------------------------------------------</td>
</tr>
<tr>
<td>1-9</td>
<td>1</td>
<td>Gave first name</td>
<td>A Christian</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>Separated from my husband for one and a half years</td>
<td>A mother</td>
</tr>
<tr>
<td></td>
<td>3</td>
<td>Protestant</td>
<td>An organist</td>
</tr>
<tr>
<td></td>
<td>4</td>
<td>Four children, three at home eldest with my husband</td>
<td>Music teacher</td>
</tr>
<tr>
<td></td>
<td>5</td>
<td>Likes to read books on spiritual things and psychology</td>
<td>Youth worker</td>
</tr>
<tr>
<td></td>
<td>6</td>
<td>Interest in music, which I teach, study and play along with my family</td>
<td>A student</td>
</tr>
<tr>
<td></td>
<td>7</td>
<td>Likes to continue education in teaching music and working with emotionally disturbed adolescents.</td>
<td>A bookworm</td>
</tr>
<tr>
<td></td>
<td>8</td>
<td>Likes working with young people, An enthusiastic person teenagers</td>
<td></td>
</tr>
<tr>
<td></td>
<td>9</td>
<td>Five-three, brown hair, blue-grey eyes and one hundred and twenty-five pounds.</td>
<td>A creative person</td>
</tr>
<tr>
<td></td>
<td>10</td>
<td>Danish descent</td>
<td>An outdoor person</td>
</tr>
</tbody>
</table>

<p>| 1-10      | 1    | A Canadian                                                                | Gave first name                                                         |
|           | 2    | Trustworthy person                                                        | Student of E.O.W.                                                       |
|           | 3    | Night School student                                                      | Math 11 student at Night School                                         |
|           | 4    | High School dropout                                                      | Trustworthy person                                                      |
|           | 5    | An unemployed person                                                     | An unemployed person                                                    |
|           | 6    | A normal 20 year old girl                                                | A good, safe driver                                                     |
|           | 7    | A single girl                                                            | A quiet, shy person                                                    |
|           | 8    | Oldest member of family                                                  | A bookworm                                                              |
|           | 9    | Resident of Surrey                                                       | A friendly girl                                                         |
|           | 10   | A bookworm                                                               | A single girl                                                          |</p>
<table>
<thead>
<tr>
<th>Code Name</th>
<th>Rank</th>
<th>January 25</th>
<th>April 7</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-11</td>
<td>1</td>
<td>Mother of 3 children</td>
<td>Woman (female)</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>Interested in bettering my education</td>
<td>Mother</td>
</tr>
<tr>
<td></td>
<td>3</td>
<td>Likes to be independent</td>
<td>Housekeeper</td>
</tr>
<tr>
<td></td>
<td>4</td>
<td>Interested to find employment</td>
<td>Divorced</td>
</tr>
<tr>
<td></td>
<td>5</td>
<td>A shy person</td>
<td>Reliable</td>
</tr>
<tr>
<td></td>
<td>6</td>
<td>Cautious</td>
<td>Trustworthy</td>
</tr>
<tr>
<td></td>
<td>7</td>
<td>Person who can get along with people</td>
<td>Cautious</td>
</tr>
<tr>
<td></td>
<td>8</td>
<td>Looking for a better future</td>
<td>Canadian Citizen</td>
</tr>
<tr>
<td></td>
<td>9</td>
<td>A woman</td>
<td>Resident of Surrey</td>
</tr>
<tr>
<td></td>
<td>10</td>
<td>Eldest of two girls</td>
<td>Brownie Leader</td>
</tr>
<tr>
<td>1-13</td>
<td>1</td>
<td>Gave first name</td>
<td>Person</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>Person</td>
<td>Human being</td>
</tr>
<tr>
<td></td>
<td>3</td>
<td>Mother</td>
<td>Mother</td>
</tr>
<tr>
<td></td>
<td>4</td>
<td>Individual</td>
<td>Gave first name</td>
</tr>
<tr>
<td></td>
<td>5</td>
<td>English</td>
<td>Female</td>
</tr>
<tr>
<td></td>
<td>6</td>
<td>Homemaker</td>
<td>Homemaker</td>
</tr>
<tr>
<td></td>
<td>7</td>
<td>Shy</td>
<td>Shy</td>
</tr>
<tr>
<td></td>
<td>8</td>
<td>Find it hard to express myself</td>
<td>Jolly</td>
</tr>
<tr>
<td></td>
<td>9</td>
<td>Person with tastes for dancing, dressmaking, playing games</td>
<td>Happy</td>
</tr>
<tr>
<td></td>
<td>10</td>
<td>Have ideas some right, some wrong but for the moment they have left me</td>
<td>A lady</td>
</tr>
</tbody>
</table>
Mr. Pau states further: "Even though a statistical analysis of significance has not been made with regard to statement categorisation, i.e. statements having optimistic connotations as against those having pessimistic ones, it is, however, self-evident on close examination of the tabulation, that there is overwhelmingly a large increase in the number of positive statements of optimism and personal involvement. For example, we have statements before the program like "likes reassurance from others of a job well done", "find it hard to express myself" and "person who cannot be pushed around. . ." to statements after the course like "happier, wise . . .", "easy to get along" and "person who likes to relax and be myself".

Observations of the Class Valedictorian

"Periodically, each of us has been asked some provocative questions about this particular course by our friends and family. Many times it was impossible to give a satisfactory answer. For a few moments today, I would like to give you a few of our thoughts and impressions on this course. On our first day in class, we were apprehensive and scared, mostly of ourselves. As each day progressed, we gained insight and courage. Slowly we emerged out of our shells. To our amazement we found the strength of function again as human beings. This happened as a result of having taken part in this course. Without it we would still be home wallowing in self-pity and self-doubt. Through this course the door of opportunity was opened. We have taken the first step up the ladder of success. Many of us were aware only of our mistakes but now we are on course and can accept ourselves as we are and start from there.

"Noah Webster defined success as the "satisfactory accomplishment of a goal sought for." This course then is a success. We each have found
ourselves as human beings and have become aware of our worth. We are now goal oriented. Some are planning further retraining and upgrading. Still others have gained sufficient confidence to venture back into the work force. To my fellow classmates, I wish you much happiness and success. May each day be an adventure in living, accept yourself and be yourself, each day say to yourself, I may not be perfect, I may have faults and weaknesses, I might have gotten off the track, and I may have a long way to go but I am something and I will make the most of that something.

"Edward W. Bok said: "It is the man of little faith who says, I am nothing. It is the young man of true conception who says I am everything and then goes out and proves it."

"The Grade 11 students at Queen Elizabeth have an appropriate definition for success which I would like to leave with you: Life is like a cafeteria, there are no waitresses to bring you success, you must help yourself.

"I wish to thank our honoured guests for opening the door of opportunity and making it possible for us to achieve some measure of self-respect. May we prove to be worthy of your confidence. A special thank you to our catalyst, Pam Byers. You have enriched each of our lives with your sincerity, generosity and kindness. Thank you for being you."

Follow-up of Graduates One Year after Graduation

Through personal contact, the records of the Surrey Department of Rehabilitation and Social Improvement and Canada Manpower, the following information was obtained:
<table>
<thead>
<tr>
<th>Code Name</th>
<th>Goal Set</th>
<th>Progress as of January 1972</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-1</td>
<td>Employment</td>
<td>Working full time as a stenographer</td>
</tr>
<tr>
<td>1-2</td>
<td>Employment</td>
<td>Now married and living in England</td>
</tr>
<tr>
<td>1-3</td>
<td>Comm. Gen. VVI CMT</td>
<td>In Commercial General course at VVI</td>
</tr>
<tr>
<td>1-4</td>
<td>Dropped out of course</td>
<td>No contact</td>
</tr>
<tr>
<td>1-5</td>
<td>Returned home</td>
<td>Remarried and content</td>
</tr>
<tr>
<td>1-6</td>
<td>Night School BTSD 2 - sponsor S.W.</td>
<td>Attended night school</td>
</tr>
<tr>
<td>1-7</td>
<td>Night School BTSD Level 3</td>
<td>Doing volunteer work with elderly citizens</td>
</tr>
<tr>
<td>1-8</td>
<td>Left during last week</td>
<td>Working part time</td>
</tr>
<tr>
<td>1-9</td>
<td>Enrollment at Douglas College Teacher Training</td>
<td>Accepted by College but lack of funds necessitated leaving, presently teaching music at home and working with volunteers</td>
</tr>
<tr>
<td>1-10</td>
<td>BTSD Level 4 - CMT &amp; Commercial Course</td>
<td>Completed BTSD 4 BCVS Burnaby</td>
</tr>
<tr>
<td>1-11</td>
<td>BTSD Level 3 Vocational goal to be determined at completion CMT</td>
<td>Completed BTSD Level 3 BCVS Burnaby Presently waiting for space in Commercial General VVI</td>
</tr>
<tr>
<td>1-12</td>
<td>Night School BTSD 3 S.W. - BTSD 4 - CMT Vocational goal not yet determined. Has weight problem to work on also.</td>
<td>Attending Night School to complete Academic Grade 12</td>
</tr>
<tr>
<td>1-13</td>
<td>Employment in Hospital</td>
<td>Working</td>
</tr>
<tr>
<td>1-14</td>
<td>Stretch &amp; Sew Classes Adult Education, Sponsor S.W. Set up dressmaking service from own home</td>
<td>Working part time</td>
</tr>
</tbody>
</table>
To illustrate as concisely as possible the number of people who may be considered as having successfully reached a goal valued by the sponsoring agencies, the goals of the agencies must be examined. The goals of each agency follow:

The Goals of the Sponsoring Agencies

A. Canada Manpower

Canada Manpower sponsors the program in expectation of assisting their clients to reach the following goals:

1. To be more employable.
2. To develop attributes which will make the client more acceptable as a candidate for upgrading towards specific vocational training.

B. The Department of Rehabilitation and Social Improvement

This local office of this department is involved in the program to assist their clients to reach the following goals:

1. To develop a self help attitude.
2. To become motivated to become self sufficient through satisfying employment.
3. To become involved with the community.
4. To be more accepting of the "here and now" realities of life.

C. Adult Education

This public school service to the adults of the community co-ordinates and operates the program with the aim of reaching the following goals:

1. To extend the service of the School District to disadvantaged people, many of whom are reluctant to participate in any form of institutionalized learning.
2. To provide a learning experience that is successful enough to encourage the graduates to continue to learn.
(3) To assist the individual to accept herself as a person of worth who has a right to be in the world.

(4) To encourage the people to participate in community activities and to assist the community to accept the participation.

(5) To assist the individual develop the required self discipline required to learn and work.

(6) To assist the participants to experience the pleasures of obtaining recognition for positive contributions made.

(7) To prove the advisability of having local agencies co-operate with the people with problems and subsequently to design in co-operation with the participants, a program to meet the needs expressed. Also to provide evidence that the results are superior to centrally imposed programs on local areas.

---

Evaluating Performance in Relationship to the Objectives of the Agencies Involved

The following is a summary of agency goals:

<table>
<thead>
<tr>
<th>Agency</th>
<th>Primary Goals</th>
<th>Secondary Goals</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adult Education</td>
<td>Night School</td>
<td>Volunteer work in community. Employment, part &amp; full Remarriage.</td>
</tr>
</tbody>
</table>
### TABLE 6 - SUMMARY OF OBJECTIVES REACHED

<table>
<thead>
<tr>
<th>Code Name</th>
<th>Employed</th>
<th>B.T.S.D.</th>
<th>Vocational School</th>
<th>Part-time Employment</th>
<th>Enrolled in Night School</th>
<th>Volunteer in Community</th>
<th>Remarried</th>
<th>Lost Contact</th>
<th>CMC Primary Goal Attained</th>
<th>S.W. Primary Goal Attained</th>
<th>A.Ed. Goal Attained</th>
<th>Students Indicating Personal Goals Attained</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-1</td>
<td>*</td>
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<td>1-2</td>
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<td>1-5</td>
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<td>1-8</td>
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<td>1-11</td>
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<td></td>
<td></td>
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<tr>
<td>1-12</td>
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<td>1-13</td>
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<tr>
<td>1-14</td>
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<td></td>
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<td></td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>2</td>
<td>1</td>
<td>3</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>15</td>
<td>4</td>
<td>2</td>
<td>9½</td>
</tr>
</tbody>
</table>

**Summary**

Out of 14 women enrolled:

1. contact lost
2. reached primary goal of Adult Education
3. reached primary goal of SW
4. reached primary goal of CMC
5. remarried
Out of the 14 women enrolled, all of whom were on Surrey Social Assistance, 8 at the end of one year were no longer on the rolls. Of these 8, the whereabouts of one is unknown. Two others have remarried. Two are employed. Of the remaining 3, 2 are supported by Canada Manpower in Basic Training for Skill Development (BTSD) Programs. One other is supported by Canada Manpower in a Commercial General Course at the Vancouver Vocational Institute.

In short, of the 8 people formerly on a Social Welfare allowance in Surrey:

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>has left the area</td>
</tr>
<tr>
<td>2</td>
<td>have been married &amp; are supported by their spouses</td>
</tr>
<tr>
<td>2</td>
<td>are employed full time</td>
</tr>
<tr>
<td>3</td>
<td>are being supported on Canada Manpower training allowances</td>
</tr>
<tr>
<td>8</td>
<td>total</td>
</tr>
</tbody>
</table>

The present situation of the remaining 6 people is:

(a) 3 are working part time,

(b) 2 are attending part time classes in the Adult Education program to complete Grade 12,

(c) 1 (Mrs. 1-9) was accepted at Douglas College and doing extremely well according to the staff. However, after two months she chose to leave partly because of a provincial regulation which does not allow non handicapped people in receipt of a Social Welfare allowance to attend post-secondary institutions on a full-time basis.

Variables

The unknown variables in the assessment of the individual's progress towards the goals are:

(1) Whether the individual would have reached any of the evaluated stages of development without involvement in the class; or in other words, the people presently working may have gotten a job through a change in the employment market,

(2) It may be possible that those who have upgraded their education may have done so as the result of encouragement from a friend or their social worker.
Nevertheless, it is the opinion of this paper that there is a better than chance correlation between the participation in the program and the individual goals attained. While it is realized that the number of participants in the universe examined is small and therefore any conclusions based on the data collected may be suspect, the close similarity of results in the following classes support the assumption that the E.O.W. program is a significant factor in attitudinal and behavioural change on the part of the participants.

Tables 7 and 8 give the personal data on the E.O.W. classes #2 and #3. This is followed by a list of goals established by the graduates of these classes and their counsellor.

Subsequent Class Results in Terms of Goals of Students at the End of the Program

A. Employment Orientation for Women Class #2

(1) 3 clients to seek employment

(2) 2 clients to enter retraining under Canada Manpower Sponsorship

(3) 5 clients to complete Grade 12 graduation through Social Welfare sponsorship in Adult Education Program in Surrey

(4) 2 clients to enter post secondary education in programs:

(a) 1 to Douglas College

(b) 1 to Vancouver City College

(5) 3 people left the program before completion but plan to seek retraining through regular CMC facilities.

\[1^{E.O.W. \text{ Program Surrey Project 2, Report prepared by Margaret Ball, CMC New Westminster, August 30/71, p. 2.}}\]
### Table 7

**SUMMARY OF STUDENTS IN E.O.W. CLASS #2**

<table>
<thead>
<tr>
<th>Code No.</th>
<th>Age</th>
<th>No. of Dependents (age)</th>
<th>Grade Level (year)</th>
<th>Length on Welfare Work History</th>
<th>Attitude on Entering</th>
<th>Contributions to Class</th>
</tr>
</thead>
<tbody>
<tr>
<td>2-1</td>
<td>22</td>
<td>1 (8 mos.)</td>
<td>11+ (66)</td>
<td>11 mos. 67-70 Steno. (5 firms)</td>
<td>Depressed, shy somewhat cynical</td>
<td>Made toys, ran off newspaper</td>
</tr>
<tr>
<td>2-2</td>
<td>34</td>
<td>6 (16,15,13, 12,9,7)</td>
<td>9+ (53)</td>
<td>3 mos. 53 Switchboard 70 Waitress</td>
<td>Outspoken</td>
<td>Newspaper, made toys, led discussions.</td>
</tr>
<tr>
<td>2-3</td>
<td>26</td>
<td>2 (6,3)</td>
<td>12 (63)</td>
<td>1 yr. 63-64, Bank 67,68, Teller 67 Factory 69-70 Sales-Clerk (part-time)</td>
<td>Intelligent, had difficulty dealing with conflict between parent- hood &amp; a &quot;swinging&quot; life.</td>
<td>Newspaper, taught crafts</td>
</tr>
<tr>
<td>2-4</td>
<td>37</td>
<td>3 (16,14,8)</td>
<td>11 (51)</td>
<td>4 mos. 50-51 Sls.Clerk 51-52 Clerk 53-54 Cl.Typist</td>
<td>Shy, withdrawn nervous</td>
<td>Practised &amp; taught typing, Newspaper</td>
</tr>
<tr>
<td>2-5</td>
<td>31</td>
<td>5 (11,10,9, 6,4)</td>
<td>10 (70)</td>
<td>57-58 Hs.Keeper</td>
<td>Quiet, withdrawn depressed</td>
<td>Taught crocheting</td>
</tr>
<tr>
<td>2-6</td>
<td>45</td>
<td>5 (18,16,14, 11,7)</td>
<td>12 (43)</td>
<td>4 yrs. 46-54 Cl.Steno.</td>
<td>Extremely withdrawn and fearful, nervous</td>
<td>Taught crocheting, typed newspaper</td>
</tr>
<tr>
<td>Code No.</td>
<td>Age</td>
<td>Dependents (age)</td>
<td>Grade Level (year)</td>
<td>Length on Welfare</td>
<td>Work History</td>
<td>Attitude on Entering</td>
</tr>
<tr>
<td>---------</td>
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<td>-------------------</td>
<td>--------------</td>
<td>---------------------</td>
</tr>
<tr>
<td>2-7</td>
<td>23</td>
<td>3 (4,3,1)</td>
<td>10 (65)</td>
<td>18 mos.</td>
<td>Nil</td>
<td>Many personal problems</td>
</tr>
<tr>
<td>2-8</td>
<td>29</td>
<td>2 (10,4)</td>
<td>10 (56)</td>
<td>8 mos.</td>
<td>60, 65-69 Bookkeeper</td>
<td>Had difficulty keeping a realistic philosophy of life.</td>
</tr>
<tr>
<td>2-9</td>
<td>26</td>
<td>2 (7,5)</td>
<td>10 (62)</td>
<td>1 yr.</td>
<td>63 Hairdresser</td>
<td>Aware, intelligent, probably least needed class.</td>
</tr>
<tr>
<td>2-11</td>
<td>33</td>
<td>3 (10,8,3)</td>
<td>12 (56)</td>
<td>8½ yrs.</td>
<td>60-62? Psychiatric nurse</td>
<td>Realistic, outspoken</td>
</tr>
<tr>
<td>2-12</td>
<td>36</td>
<td>3 (13,11,8)</td>
<td></td>
<td></td>
<td>Waitress</td>
<td>Outspoken, happy with situation, felt no need to change.</td>
</tr>
<tr>
<td>Code No.</td>
<td>No. of Dependents (age)</td>
<td>Grade Level (year)</td>
<td>Length on Welfare</td>
<td>Work History</td>
<td>Attitude on Entering</td>
<td>Contributions to Class</td>
</tr>
<tr>
<td>---------</td>
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<td>----------------------</td>
<td>-----------------------</td>
</tr>
<tr>
<td>3-1</td>
<td>4 (13,12, 8,7)</td>
<td>11 (53)</td>
<td>1 yr.</td>
<td>53-55 Clerk</td>
<td>Shy, realistic</td>
<td>Typed letters, made a quilt, wrote for newspaper.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>55-57 Asst. Lab Tech.</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>65 Salesclerk</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3-2</td>
<td>2 (7,5)</td>
<td>9 (62)</td>
<td>4 mos.</td>
<td>69 Cashier</td>
<td>Outspoken, happy-go-lucky.</td>
<td></td>
</tr>
<tr>
<td>3-3</td>
<td>4 (18,14, 12,11)</td>
<td>8 (37)</td>
<td>2 yrs.</td>
<td>36-37 Cannery (pt.time)</td>
<td>Withdrawn, depressed</td>
<td>Wrote for newspaper, made coffee daily, taught croch.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>42-44 Factory</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3-4</td>
<td>5 (11,10,8, 5,2)</td>
<td>11 (59)</td>
<td>9 mos.</td>
<td>66 Stock Clerk</td>
<td>Purch. coffee wkly.</td>
<td></td>
</tr>
<tr>
<td>3-5</td>
<td>4 (14,11, 9,7)</td>
<td>9 (49)</td>
<td>8 yrs.</td>
<td>55-57 Bindery</td>
<td>Withdrawn, nervous depressed</td>
<td>Ran off newspaper.</td>
</tr>
<tr>
<td>3-6</td>
<td>2 (15,7)</td>
<td>-</td>
<td>7 yrs.</td>
<td></td>
<td>Outspoken, defensive</td>
<td>Newspaper, Taught Crocheting.</td>
</tr>
<tr>
<td>3-7</td>
<td>2 (6,4)</td>
<td>9 (64)</td>
<td>1 yr.</td>
<td>66-69 Waitress (pt. time)</td>
<td>Shy, Lacking confidence</td>
<td>Newspaper, typing</td>
</tr>
<tr>
<td>3-8</td>
<td>2 (6,5)</td>
<td>8 (62)</td>
<td>4 yrs.</td>
<td>nil</td>
<td>Quiet</td>
<td>Newspaper, coached arithmetic.</td>
</tr>
<tr>
<td>Code No.</td>
<td>Age</td>
<td>No. of Dependents (age)</td>
<td>Grade Level (year)</td>
<td>Length on Welfare</td>
<td>Work History</td>
<td>Attitude on Entering</td>
</tr>
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</tr>
<tr>
<td>3-9</td>
<td>25</td>
<td>2 (7,5)</td>
<td>11 (63)</td>
<td>5 mos.</td>
<td>63 Telephone sls. (pt. time) 63 Office Clerk 65 Sls.Clk. (pt-tm)</td>
<td></td>
</tr>
<tr>
<td>3-10</td>
<td>46</td>
<td>5 (17,15,10, 8 (39) 7,7)</td>
<td>7 yrs.</td>
<td>69 Sls.Clk.</td>
<td>Shy, nervous</td>
<td>Made a quilt, ran off newspaper.</td>
</tr>
<tr>
<td>3-11</td>
<td>35</td>
<td>4 (13,11,5, 3)</td>
<td>5 (50)</td>
<td>7 yrs.</td>
<td>Shy</td>
<td>Shy, lacked confidence</td>
</tr>
<tr>
<td>3-12</td>
<td>32</td>
<td>3 (10,8,7)</td>
<td>12 (55)</td>
<td>5 yrs.</td>
<td>55-57 Switchbd./ typist 57-60 Recept. 60-62 Typist</td>
<td></td>
</tr>
<tr>
<td>3-13</td>
<td>32</td>
<td>3 (9,8,5)</td>
<td>7 (53)</td>
<td>3 yrs.</td>
<td>57-60, 66 Ward Aide 65 Kitchen help</td>
<td></td>
</tr>
<tr>
<td>3-14</td>
<td>39</td>
<td>4 (17,15, 12,8)</td>
<td>8+ (46)</td>
<td>6 mos.</td>
<td>47-50 Warehouse</td>
<td>Extremely withdrawn nervous, fearful</td>
</tr>
<tr>
<td>3-15</td>
<td>27</td>
<td>4 (10,9, 8,6)</td>
<td>7 (60)</td>
<td>1 yr.</td>
<td>60 Seamstress 61 Waitress</td>
<td></td>
</tr>
</tbody>
</table>

**TABLE 8 - page 2**
B. Employment Orientation for Women Class #3

(1) 2 clients to enter a training program as soon as space is available:
   (a) 1 to Commercial Secretarial
   (b) 1 to Commercial Bookkeeping and Accounting

(2) 2 clients considering retraining through CMT - still resolving personal problems:
   (a) 1 to take BTSD 3 & 4, then Commercial
   (b) 1 to take Commercial Training

(3) 3 clients to take Night School BTSD 2 in preparation for full time day training under CMT:
   (a) 1 to complete BTSD Level 2 - Night School, then BTSD 3, CMT and Practical Nursing or Nurse's Aide work.
   (b) 1 to enrol in BTSD Level 3 - and take part time work as a janitoress.
   (c) 1 to take BTSD Level 3 - Night School plus part time work in sales or food.

(4) 3 clients to seek full time employment:
   (a) 1 as Clerk Typist
   (b) 1 as Dietary Aide
   (c) 1 as Housekeeping Aide - Surrey Memorial

(5) 3 clients to stay on S.A. and seek part-time work to supplement their income.

(6) 2 clients quit course without establishing goals.¹

C. Employment Orientation for Women Class #4

(1) 2 clients to seek full time employment:
   (a) 1 as a clerk typist
   (b) 1 as a baker's helper or cake decorator

¹Employment Orientation For Women Project 3 & 4, report prepared by Margaret Ball, CMC New Westminster, November 1971.
(2) 3 clients to seek part-time employment:
   (a) 1 as a sales person
   (b) 1 as a B.C. telephone employee
   (c) 1 in wig boutique while concurrently attempting to obtain a B.C. Hairdresser's License (she has a Saskatchewan certificate)

(3) 4 clients to enter retraining classes in B.C. Vocational School:
   (a) 3 to take Basic Training for Skill Development courses
   (b) 1 to take a Commercial General Course

(4) 1 client to take Night School courses in preparation for CMC upgrading program

(5) 1 client to enrol in a Commercial Secretarial Course in the New Westminster Commercial College

(6) 1 client to seek acceptance as an apprentice barber

(7) 3 clients returning to home situation:
   (a) 1 has emotional problem and consequently is not ready for retraining
   (b) 1 returning home and plans to take in foster children
   (c) 1 has had problems with her children while on course and feels that they are still too young to leave for extended periods of time.¹

Evaluation of Program by the Women Participating in the E.O.W. #1 Class

The participants were invited to write an evaluation of the course. They were informed they did not have to sign their names to it. However, the ten people who did write an evaluation preferred to sign their names.

All ten people replying were supportive of the program. All had positive comments but some also included criticism of certain aspects of the

¹Ibid.
course. Their evaluations of the course is included in the appendix.

Following is the summary of the observations of the E.O.W. #1 Class on the program.

**TABLE 9**

Positive Contributions of the E.O.W. Program as Indicated by the E.O.W.#1 Class

<table>
<thead>
<tr>
<th>Contribution of Program</th>
<th>Number of Times Cited</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gained self confidence</td>
<td>8</td>
</tr>
<tr>
<td>Made friends</td>
<td>4</td>
</tr>
<tr>
<td>Developed a greater understanding of people</td>
<td>2</td>
</tr>
<tr>
<td>Relationship with children improved</td>
<td>3</td>
</tr>
<tr>
<td>Gained a feeling of self respect</td>
<td>1</td>
</tr>
<tr>
<td>More trusting of people</td>
<td>1</td>
</tr>
<tr>
<td>Developed a sense of responsibility</td>
<td>2</td>
</tr>
<tr>
<td>Motivated to continue learning</td>
<td>2</td>
</tr>
<tr>
<td>Confidence that a job can be obtained &amp; held</td>
<td>1</td>
</tr>
<tr>
<td>Aware of rights as a human being</td>
<td>1</td>
</tr>
<tr>
<td>Aware of goals</td>
<td>1</td>
</tr>
<tr>
<td>Able to cope with life better</td>
<td>1</td>
</tr>
</tbody>
</table>
TABLE 10

Negative Aspects of the E.O.W. Program as Indicated by the E.O.W. #1 Class

<table>
<thead>
<tr>
<th>Negative Aspects of Program Cited</th>
<th>Number of Times Cited</th>
</tr>
</thead>
<tbody>
<tr>
<td>More discipline required</td>
<td>3</td>
</tr>
<tr>
<td>A more structured schedule</td>
<td>2</td>
</tr>
<tr>
<td>An aptitude test should be given</td>
<td>1</td>
</tr>
<tr>
<td>More emphasis on academic subjects</td>
<td>2</td>
</tr>
<tr>
<td>Smoking should not be allowed in classroom</td>
<td>1</td>
</tr>
</tbody>
</table>

The Concrete Benefits of the Class #1 of the E.O.W. Program to the Local Community

Having reviewed the attainment of personal goals and agency goals, another consideration is whether value has been received for monies spent.

Firstly, those employed are no longer in receipt of welfare allowance from Surrey. Since Mrs. 1-13 has 1 dependent, she was in receipt of approximately $177.00 per month. Also Mrs. 1-1 is working and as a parent with 3 dependents, she was in receipt of $263.00 per month. Therefore, those employed saved the municipality a total of $440.00 per month. Assuming that they are steadily employed for 12 months, this category saves the municipality $5,280.00 per year.

The Welfare allowances for one parent families are as follows:

<table>
<thead>
<tr>
<th>Category</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single</td>
<td>$102.00 per month</td>
</tr>
<tr>
<td>Parent with 1 dependent</td>
<td>$177.00 per month</td>
</tr>
<tr>
<td>Parent with 2 dependents</td>
<td>$222.00 per month</td>
</tr>
<tr>
<td>Parent with 3 dependents</td>
<td>$263.00 per month</td>
</tr>
<tr>
<td>Parent with 4 dependents</td>
<td>$306.00 per month</td>
</tr>
<tr>
<td>Parent with 5 dependents</td>
<td>$349.00 per month</td>
</tr>
</tbody>
</table>
Secondly, three people were sponsored by Canada Manpower for approximately six months of training. One of these people had 4 dependents, another had 3 dependents and the third was paid a single rate. Therefore, during the six month period the municipality saved: parent with 4 dependents = $306.00 x 6 = $1,836.00 plus parent and 3 dependents = $263.00 x 6 = $1,578.00 plus $102.00 x 6 = $612.00 for a total saving of $4,026.00.

In addition to these people, 1 other person and her dependents left the district and cannot be located. This person was Mrs. 1-4 and she had 5 dependents and therefore no longer cost the district $349.00 per month. The program may not be credited with this as an objective reached, however, she is not on social welfare assistance otherwise the local office would have been contacted for a transfer of records. If this $349.00 is also credited as a savings to the district for a 6 month period only, this would represent an additional saving of $349.00 x 6 = $2,094.00.

If the program is considered to be responsible in full or part for the removal, either permanently or temporarily, of the people cited herein, then, the approximate saving in one year due to the establishment of the E.O.W. #1 class alone would represent a total savings of welfare cost to the municipality of approximately $11,400.00. Yet, this is just one class of three that were offered between January 1971 and January 1972.

It has not been possible to gather complete information on the activities of the E.O.W. #2 and #3 classes. However, some information has been obtained which is as follows:

E.O.W. Class #2

Client 2-1 Working full time as stenographer-bookkeeper; living with husband in Sechelt.
E.O.W. Class #2 - continued

Client 2-3
Presently holding two part-time jobs; is getting married but will continue to work part-time.

2-4 Working full-time on Incentive Program at Welfare office.
2-6 Working for a volunteer community group.
2-7 At day school completing Grade 12
2-8 Working full time as secretary at a curling rink.
2-9 Working part-time as a waitress until she returns to full time school in September.
2-12 Working part-time as a waitress.

E.O.W. Class #3

Client 3-1 Awaiting placement for practical nursing.

3-2 Presently working part-time at Weiser Lock; will become full-time.
3-3 Driving for two volunteer community groups.
3-4 Attending New Westminster Business College for a bookkeeping-accounting course.
3-5 Working part-time in the King George Private Hospital Kitchen.
3-6 Was working part-time, currently seeking employment.
3-7 Attending Night School to complete Grade 10.
3-8 Currently seeking employment.
3-9 Attending New Westminster Business College for secretarial course.
3-10 Will start part-time work in April in new shopping center.
3-11 Married
3-12 Working full time with the Unemployment Insurance Commission.
3-13 No contact.
3-14 Recovering from an operation; will attend BTSD 3 in September.
3-15 Seeking employment.
<table>
<thead>
<tr>
<th></th>
<th>Employed</th>
<th>B.T.S.D.</th>
<th>Vocational School</th>
<th>Part-time Employment</th>
<th>Enrolled in Night School</th>
<th>Volunteer Community Work</th>
<th>Remarried</th>
<th>Lost Contact</th>
<th>Awaiting Developments</th>
<th>CMC Primary Goal Attained</th>
<th>SW Primary Goal Attained</th>
<th>A.Ed. Goal Attained</th>
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<tr>
<td><strong>Total</strong></td>
<td>4</td>
<td>2</td>
<td>6</td>
<td>2</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>5</td>
<td>6</td>
<td>8</td>
<td>2</td>
</tr>
</tbody>
</table>
From the information available on the E.O.W. #2 and #3 classes, totalling 23 people, indications are that:

6 reached the primary goals of Canada Manpower (employment, vocational training)
8 reached the primary goals of Social Welfare (part-time work or community service)
2 reached the primary goals of Adult Education
1 remarried
1 lost contact
5 awaiting developments (see for interpretation of these)

23

Therefore, in the one year period of the program under examination, the following results were obtained from reports received:

2 contact lost
11 reached primary goals of Canada Manpower
12 reached primary goals of Social Welfare
4 reached primary goals of Adult Education
3 remarried
5 awaiting developments

37

Fourty-four people were enrolled in the E.O.W. #1, #2 and #3 classes. The whereabouts of all but 2 people are known. Out of the 42 remaining, 37 people were reported. The location of the remaining 5 are known but specific information is not known, consequently, they were not included in this report.
While the savings to the municipality of welfare allowances no longer required have not been worked out for these two classes, it is possible using the welfare allowance scale on page 124 to work this out for anyone interested. It is obvious that this saving combined with that shown previously is greater than the cost per year of the program.

This section has focused on the financial considerations in terms of value received. However, as the previous text has indicated the most significant and recent accomplishment of this program has been the contribution to the welfare of the human beings who have chosen to be part of the program. Therefore, it seems reasonable for the agencies concerned to continue to support the program.
CHAPTER VI

A MODEL OF ORGANIZATIONAL THEORY AND ITS APPLICATION TO THE E.O.W. PROGRAM

Throughout this paper an attempt has been made to present the content of the program, the theory from which it was designed and the methodology employed to reach established objectives. Furthermore, the information presented has been chosen to establish:

(a) whether there is justification for the orientation type programs in terms of involving human beings seeking alternatives to their life situations, and to establish

(b) whether a public school district having an adult education service can present the innovative type services required by such a program.

However, the emphasis up to this point has been on theories of human needs, literature supporting the need for special programs for the disadvantaged based on research, the political considerations and subsequent legislation and, finally, the evaluation through data and the personal observations of the professionals and participants involved. What has not been emphasized other than by the agencies supporting the program, is the organizational theory behind the structure.

Therefore, in this chapter, the program will be evaluated against an organizational model designed by Amitai Etzioni and adapted by Roy I. Ingham.
The significance to the orientation program of Compliance Model designed will be examined. This will be followed by a summary and conclusions that may be significant to future programs of this type.

**A Model That May Give Insight Into Compliance**

Ray I. Ingham has developed a compliance model applicable to adult education programs based on Etzioni's Compliance Model. The model is useful in respect to analyzing programs such as the Employment Orientation for Women under examination. Ingham states:

"The model is in Etzioni's terms, an effectiveness Model."\(^1\)

However, to use the model, Ingham has provided a classification of goals which are:

1. order,
2. economic, and
3. cultural.

Order goals are those related to organizations such as prisons, "economic" goals relate to businesses and "cultural" goals relate to schools. In structured form the model is as follows:

<table>
<thead>
<tr>
<th>Compliance</th>
<th>Order</th>
<th>Economic</th>
<th>Culture</th>
</tr>
</thead>
<tbody>
<tr>
<td>Coercive</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Utilitarian</td>
<td>4</td>
<td>5</td>
<td>6</td>
</tr>
<tr>
<td>Normative</td>
<td>7</td>
<td>8</td>
<td>9</td>
</tr>
</tbody>
</table>

Ingham states:

"A large majority of organizations are found in cells 1, 5 and 9. Some organizations conducting adult

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education such as a proprietary school would be placed in cell 6. Examples of the kinds of institutions found in cells 1, 5 and 9 are prisons, industries and churches and schools respectively. Organizations that have similar goals tend to have similar compliance structures and conversely."¹

Therefore, it may be possible to analyze the effectiveness of the E.O.W. program by applying the model to the program. This would present an objective examination of the project not possible with the evidence gathered so far and may provide insight into why the removal of specific selected learning experiences do not appear to affect the positive assessment of the course by the various classes.

The Basis of the Model

The two main components of the compliance structure are: Power and Involvement.

**Types of Power.** Power refers to the organization's ability to influence and involve the participants in the organization.

The forms of power are:

(a) Coercive which presents the threat or application of injury of restriction of movement or the restrictions on food, sex, comfort, etc.

(b) Remunerative which allows for rewards, and

(c) Normative which provides for symbolic rewards and deprivations through leadership.²

Normative consists of two sub-types:

1. Pure Normative involves:

   (a) prestige,
   (b) esteem,
   (c) rituals and symbols.

¹Ibid, p.57.
²Ibid, p. 56.
2. Social which involves the manipulation of acceptance or rejection of the individual.¹

Types of Involvement.-
(a) Alienative refers to negative feeling toward the organization.
(b) Calculative refers to low motivation based on calculated self gain.
(c) Moral refers to a high level of positive identification with the organization and authority.

Consequently, organizations can be placed in one of nine cells made up of two components of the compliance structure. These are the power used by the organization on the participants and the type of involvement these people have with the organization.

<table>
<thead>
<tr>
<th>Kinds of Power</th>
<th>Alienative</th>
<th>Calculative</th>
<th>Moral</th>
</tr>
</thead>
<tbody>
<tr>
<td>Coercive</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Remunerative</td>
<td>4</td>
<td>5</td>
<td>6</td>
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<tr>
<td>Normative</td>
<td>7</td>
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<td>9</td>
</tr>
</tbody>
</table>

Kinds of Involvement.— The significance of this structure is that organizations can be assessed as being congruent or non congruent. Ingham states:

"The importance of congruency is that organizations with congruent compliance structures are expected to be more effective than non congruent."²

Therefore, organizational goals, such as those established by the agencies for the E.O.W. program should be able to be tested for congruency and consequently obtain an inference in regards to the effectiveness of the

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¹Ibid.
²Ibid.
program.

To test for congruency, an analysis of where public school adult education programs fit is necessary. Ingham states:

"In the case of a public school, an organization with a predominantly normative compliance structure, the principle on which the adult educator operates is that this process is accomplished most effectively by determining what type of educational program the public, or, more accurately, the potential client wants."¹

Organizational Power and Involvement Power

In the case of the E.O.W. class, the public as represented by the agencies involved and the class participants were involved in deciding upon the program. Therefore, a "catering" relationship to clientele was established.² However, in respect to power exercised by the adult education organization in the case of the E.O.W. class, students are encouraged to believe that the experience in the class may lead to the upgrading of skills and subsequently employment. Consequently, there are normative and remunerative aspects involved. But, the coercive category is not applicable as it is still not possible to keep a student in the program if she chooses to leave.

Involvement

The choice of the student to become involved in the program is both moral and calculative.

Moral.- Ingham states that moral involvement is an identification with authority and an internalization of norms.³ A perusal of the goals set by students upon entry into the class will show that their past work

¹Ibid, p. 58  
²Ibid.  
³Ibid, p. 56
histories and education in addition to no evidence that they have defied social norms would indicate that they had a moral commitment to the organizational structure.

**Calculative.** However, the goals set by the organizational agents include work orientation to establish a more presentable candidate for employment or further training to industry or post school skill training institutes. Therefore, there is a calculative consideration on the part of the student.

**Congruency**

Since Ingham states that congruency occurs when involvement of participants fit Cells 1, 5, and 9 of the analysis model, the E.O.W. participants could be in Cell 9 (congruent) or 8 (non congruent). The placement in these cells result from:

(a) accepting that the adult education and associated agencies are exercising a Normative influence or power,

(b) accepting that the involvement of the students may be either calculative or moral or both,

(c) accepting that alienative involvement is not a factor since the participants could freely choose to participate or not as they perceived the relevancy of the course to themselves.

The significance of the cell placement is that there is the possibility of incongruency occurring and the significance of this is

"... to the degree that the environment of the organization allows, organizations tend to shift their compliance structure from incongruent to congruent types and organizations which have congruent compliance structures tend to resist factors pushing them toward incongruent compliance structures."¹

¹Ibid., p. 57.
Therefore, where incongruency occurs, the organization may be expected to be less effective than when congruency occurs. The possibility, therefore, existed in the E.O.W. class. The correction occurs when Power and Involvement are congruent which in the case of the E.O.W. class would result in Cell 9 indicating that Normative power was congruent with Moral Involvement of the participants.

This according to Ingham indicates that the power of the organization is relatively weak. Furthermore, the Moral involvement of the students can be suspect because as Ingham states:

". . . the student . . . more likely . . . will be seeking some form of remuneration or practical gain - a calculative involvement."

Ingham continues by stating:

"But education . . . is not in itself a material reward . . . at best . . . may only lead to . . . a good job . . . a somewhat distant goal."

Further on, Ingham comments on the effects of these conditions as researched by Dickinson and Verner which indicate that the high number of drop-outs from adult programs support that the distance of goals is a factor in the failure of participants to complete programs.

On the other hand, if the organization can exercise remunerative power and the students choose to become involved on a Calculative basis, a strong compliance factor occurs. In terms of the model, this arrangement would fit Cell 5 which is strongly congruent.

1Ibid., p. 57.
2Ibid., p. 58.
3Ibid., p. 59
4Ibid.
The Significance of This Congruency on the E.O.W. Class

Since the evaluations of agents, teacher and students indicate a strong acceptance of the program, and attendance of the participants supports this, it seems reasonable to assume that the course is strongly congruent. Yet, there is an indication that when the organizational Power of the E.O.W. class was considered Normative, that is, power which depends upon symbolic rewards and esteem of prestige symbols involving ritual and the Involvement of the participants, was based on Moral Involvement, there is Congruency but weak congruency. Moreover, and perhaps more important, if the involvement of students in Calculative, there is incongruency.

This results in the possibility that any congruency that exists is liable to be weak and when congruency does not exist, there will be a tendency for the organization to experience a stress because:

"In the six ineffective types, we would expect to find not only wasted means, psychological and social tension, lack of coordination, and other signs of ineffectiveness, but also a strain toward an effective type."\(^1\)

Possible Rationale For Effectiveness of the E.O.W. Program

The E.O.W. course organization does not pattern itself after the traditional goals of public school adult education which is Normative Moral in most cases. The E.O.W. class is Remunerative Calculative.

An examination of the influence (power) of the adult education organization in Surrey and the acceptance (involvement) of the program by the students participating in the E.O.W. program in relationship to Ingham's model seems

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\(^1\)Amitai Etzioni, *A Comparative Analysis of Complex Organizations*, p. 74.
to indicate that it could be:

1. Normative Moral or,
2. Normative Calculative or,
3. Remunerative Calculative.

The indications are that it is most likely Remunerative Calculative because of the positive acceptance of the experience by both the organizational staff and the students. Therefore, it seems reasonable to conclude that this acceptance occurs because of the Congruency of organizational power and student involvement. And this occurs because the organization has access to Remunerative means to encourage participation through the extra allowances supplied by Social Welfare. Furthermore, the student is encouraged to maintain Involvement by the presence of employment bureau personnel and a social worker who have the means to contribute materially and immediately to the participant.

Limited Remunerative and Calculative Input

Yet, while these means do exist, they are minimal, nevertheless, they are perceived to be valuable by both the organization and the participants.

However, if the amount of allowances while in training were increased from the small addition to the subsistence rate of a person on welfare for the person accepted in the course, and, there were either jobs or a guaranteed space in a skill training class of the student's choice, the Congruency would be stronger.

Yet, Canada Manpower allowances to students in C.M.C. programs such as Basic Training for Skill Development (Remunerative) are much higher than special welfare rates and the chances of obtaining employment (Calculative)
from a specific skill training course is higher than from an "orientation" program, the retention rate of the students supported by Canada Manpower allowances is not higher than the E.O.W. classes.¹

While the adult education agent does not control the Remunerative aspect of the E.O.W. program, he has influence (Power) to dismiss the participant, thereby, effecting the remuneration received.

The Remunerative Power occurs because the students accepted by the Social Service Department are given rewards in the form of baby sitting allowance, clothing allowance and transportation expenses.

The Calculative consideration for the clients involvement is the expectations they have for obtaining a practical gain. These expectations are inculcated by the very name of the course Employment Orientation for Women. Furthermore, there is the direct involvement of a Manpower counsellor. In addition, the presence of a Social Service Social Worker who is available to meet immediate material needs support the Calculative aspect of the students' involvement.

Therefore, it seems reasonable to suspect that the stating of such cultural goals as "assisting the adult to gain fuller life", "develop a stronger self-identity", and other objectives common to these type of programs is an attempt to exercise some Normative Power.

However, it is probable that few of the participants applying for inclusion in the class are motivated to become involved by these Moral considerations. In short, it is unlikely that they internalize these norms.²


If these assumptions are correct, then, the Congruency of Remunerative Power and Calculative Involvement may be a major reason for the positive evaluation of the program by both agents and students. These assumptions appear to be supported by the successful adult education programs in business and industry.

In industry, the adult education function is a means to assist the attainment of organizational goals. As a result, the adult education function can use the commercial organization's power to reward or withhold rewards which is, in terms of Ingham's model, a Remunerative Power relationship with the student employee. The student employee, on the other hand, has a high Calculative Involvement because the learning experience has a probability of returning an immediate reward. ¹

Congruency and Retention

However, Congruency alone will not explain the effectiveness of the E.O.W. program in terms of the high retention rate. Other Congruent programs sponsored by Canada Manpower such as Basic Training for Skill Development courses have a higher rate of drop-outs than the E.O.W. program. Furthermore, the Adult Interrupted Program formerly offered in Surrey also had a higher drop-out rate than the E.O.W. class.

Moreover, the amount of previous socialization experiences (schooling) that a member has had is not an important factor in retention rate because the members grade level of education ranged between Grade 6 and 12. Table 5 in Chapter 5 will show that one member had Grade 6, two members had grade 7, three members had grade 9, four members had grade 10, two members had grade 11

¹Roger DeCrow, Ability and Achievement of Evening College and Extension Students: A Report.
and two members had Grade 12.

Therefore, it may be possible to make the assumption that the difference between other Congruent programs and the E.O.W. program is the absence of a requirement to have personal development or changed behaviour measured by the traditional mark and rank system. As a result, previous failure is not reinforced and the expectation of failure is not realized by the individual students.

The significance of Ingham's effectiveness model to the E.O.W. program is that it supports some of the assumptions made by the agencies who initiated the program. One such assumption was that the educational organization would require some initial influence (power) with which to influence the decision of a prospective candidate in respect to enrolment. This is provided by the subsistence allowances and extra allowances available to those who are accepted for the class and remain enrolled.

An indication for the need of this influence in recruitment resulted from the fact that provision was made for graduates of the E.O.W. program to continue to meet together. The provision included class space or lounge room, assistance in obtaining speakers and the voluntary involvement of the social worker, Canada Manpower counsellor, class instructor and the Director of Adult Education. Community support for the group was offered by a self-help group called Inter-Section and a community agency called the Surrey Co-ordinating Bureau. Yet, though a few were interested, no group was formed by the graduates.

However, it may be significant that the Social Service Department did not offer to financially support any member wanting to belong to an informal group formed from graduates. On the other hand, the Social Service Department
was not asked for support. While some graduates continue to meet socially on occasion, they have not formed a group to continue the type of experience provided in the Orientation class. However, graduates, as individuals, did join other community groups which are educational in nature such as S.H.A.R.E. Other graduates enrolled in and attended night school classes of specific interest to them.

From these developments, it seems reasonable to conclude that the Remunerative aspect is required in order to stimulate the Calculative Involvement of the students. Etzioni believes that this is necessary, he states:

"... recruitment influences compliance directly because the means of recruitment partially determine the student's involvement which, in turn, determine the type of power which can be exerted over them."¹

Previous to the organizational structure of the program has been tested against the model, this paper has examined many aspects of the program. This examination included:

1. The background leading to the establishment of the program,

2. The implementation of the program,

3. An analysis of the program,

4. The observations made about the program by:

   (a) the professionals,
   (b) the students,
   (c) the authorities in the field.

All this is necessary in order to assess the significance, if any, of the existence of the program. Therefore, the final Chapter, which will follow, will present some conclusions reached as a result of the foregoing exercise.

CHAPTER VII

OBSERVATIONS AND CONCLUSIONS

Since the program was innovative and the staff involved was possibly less than objective in their assessment of the success, if any, of the program, it is difficult to present a precise evaluation. However, the assessment of the learning experience by the students reveals that they considered the program very worthwhile in terms of their needs. This assessment by the students may be the most valid indicator of any success. In short, there is empirical evidence of changed behaviour commensurate with the intent of the program.

Possible Variables

Nevertheless, success in programs such as this may be the result of a form of the "Hawthorne Effect" occurring. This means that by being given the opportunity to participate in the program, the individuals involved responded not so much to the content of the course as to being selected for the program. The possibility of this effect, being present was indicated by the reaction of the participants to changes in the content of the program.

An Observation of the Effect

In the first course in Surrey, as has been noted, a Group Facilitator, Miss L. Gravestock, was used. However, in the second class, she was not used. However, instead a self-help group known as the Activators, who have had some success with assisting the alienated to deal with reality, gave
lectures on human behaviour. Again the evaluation of the class experience by the second class was positive.

The third class had neither a group facilitator nor the Activators and again their assessment of the class experience was positive.

Therefore, it seems reasonable to assume that factors other than special provision for non institutional methods of understanding behaviour are responsible for the positive assessment of the Program by the participants.

Opportunity, Facilitator and Environment

It may be possible, therefore, that what disadvantaged institutionalized people require, in order to change their concept of themselves and the community in which they live, is simply the opportunity to meet on a regular basis with people who have similar problems. However, a sensitive and aware teacher is probably required to assist in creating an atmosphere in which trust relationships occur. Furthermore, any program will probably require an environment conducive to allowing learning to take part or comply with the objectives.

In the E.O.W. program, the additional funds for baby-sitting, clothing and transportation are part of the reward. However, "Normative" rewards which are included in Ingham's Compliance Model may also be an important factor.

Inferences Possible

The evidence collected does indicate that a strong inference can be made that such programs can change attitudes, self motivation can occur and self esteem can be created which allows an individual to become better equipped to deal with the realities of the society of which she is part.

Daytime Use of Premises Required

It appears that the adult education function of a public school system
can initiate and operate an acceptable "Orientation" type program. However, to do so it is required that the adult education director have access to a classroom and facilities available for daytime use.

Desirable Special Attributes of the Adult Education Director

Furthermore, the adult education director should be familiar with the legislation and concurrent regulations which effect the authorization and subsequent funding of the program. Moreover, an attribute of the "Director" that may be significant is to be knowledgeable about human and organizational behaviour. In addition, the Director should be enthusiastic about the program and be able to give a documented rationale for the need of such a program in the community. Perhaps more important, he should be able to facilitate the acceptance of the rationale by having the skill to convince the authorities responsible for supporting the program that it is in their self-interest to do so. However, once these people are convinced and approve the operation, the Director will be required to feed-back to the sponsors, reports and evidence that their concurrence with the objectives of the program has resulted in the objectives being reached. This is necessary to ensure that continuing funding will occur. This awareness of self-interest as a facilitating factor in bringing about desirable change is seen by Ivan Illick as being a facet of contemporary man who "... gambles on the enlightened self interest of the functionary."\(^1\)

The Program

In respect to the learning experiences of the program, it appears that

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\(^1\)Ivan Illick, The Dawn of Epimethean Man: a paper prepared for a symposium in honour of Erich Fromm, Cuernavaca, Mor., Centro Intercultural de Documentacion, 1970, 16 p./ dactilol. p. 6.
a "cafeteria" approach to the curriculum is effective. This means that those responsible must have ready a large selection of experiences from which the participants may choose. However, a control factor is required in order to present elections within categories that are compatible with the agreed upon goals.

To carry the "cafeteria" analogy further; a nutritional "expert" may be qualified to decide the nutritional value of a given selection; but the customer should retain the right to exercise personal preference of the form of the nutrients he will consume.

In terms of the Program, the educational "expert" can, based on research and experience, gather a pot porri of learning experiences for selection, experiences such as Communication skills for example. But, within this category the students could decide to learn through: producing a newspaper, writing letters to the editor, completing job applications, field trips, public speaking, using a tape recorder, viewing films, listening to the radio, listening to tapes, studying a textbook, or using programmed material.

The categories and sub-divisions are endless. However their inclusion should relate to the list of qualities Alex Inkeles has stated are required for the socialization process to occur.¹

Observations Regarding Future Operations

The reports herein indicate that sufficient lead time is required in order to communicate with prospective candidates and to have sufficient time to conduct interviews. Furthermore the candidates require time to investigate, evaluate and decide whether they wish to participate. In doing

this they require access to resource people to assist them when requested to do so.

**Agency Personnel**

The involvement of the social worker and the C.M.C. counsellor contributes an important input to the total community learning experience and is probably responsible for the minimal bureaucratic detail within the program.

Some means of having C.M.C. and the Technical and Vocational Branch of the Department of Education make at least a one year commitment to the School District adult education function is required. At the present time, they approve only one course at a time which, consequently, required that briefs and forms be presented in order to continue beyond the nine weeks of the approved offering.

**Teacher Tenure**

Furthermore, the class teacher has tenure of only 9 weeks (The length of time of each course has been reduced from 12 weeks). It is not realistic in terms of programming neither does it give consideration of her as a human being. This lack of tenure also increases the chance that the experienced teacher will be attracted to a position offering more security; thereby, severely effecting the continuity of an adopted approach to creating a learning environment which has proven to make a significant contribution to individuals' ability to cope with a given deprivation.

**Course Enrichment**

Moreover, the content could be enriched by having a video taping device available. This would greatly assist in role playing situations and would provide a means to consider the behaviour signals exhibited. The device
would also allow for discussion topics and provide an immediate feedback to check on an individual's perception of herself. Furthermore, the students could use the device to produce films of interest to them; or use it as a communication device with which they could focus on issues of importance to them. In addition an 8 m.m. camera and projector would also be an asset as a device to encourage class members to participate either editorially or artistically to the shared experiences of the group.

It is realized, however, that the cost of these devices may not be considered justified by the sponsoring agencies if they were asked to purchase them. However, within the approved expenses in a contract provisions, it is possible to allow for rental of much of the aforementioned equipment.

Assessment Means Reviews

Nevertheless, the program appears to be effective according to the agency representatives and the students involved, both evaluations, of course, are subjective. This subjectivity is in their self interest and would in Ingham's terms be compatible with his congruency theory. Moreover, Ingham's Effectiveness Model is objective. Therefore, it seems reasonable to conclude from this evidence that the program is relatively effective.

Compliance Effectiveness

The indication that the program is congruent as obtained from Ingham's Compliance Model and therefore effective may be significant. However, the use of this model, more of an academic exercise than a true indication of behavioural change on the part of the students. Nevertheless, it does support the effectiveness of the organizational efforts of the initiators of the program. In simple terms, Ingham's Model supports the contention that
if the self interest of the agency can meet the self interest of the client, the possibility of finding mutually beneficial use of government funds is likely to occur. The problem is to convince government agencies that it is in their self interest to support innovative programs. However, some government agencies such as Canada Newstart under the auspices of the Pilot Projects Branch of Manpower and Immigration have initiated innovative programs such as the Saskatchewan Newstart Corporation's Life Skills Course.

Newstart and Surrey Contrasts

The Saskatchewan Newstart Life Skills program, when compared with the E.O.W. Program in Surrey, indicates that the minimal research done in Surrey before initiating the program stands in dramatic contrast to the extensive research done by "Newstart". Yet, the final design of the two programs is remarkably similar. Furthermore, each exists because of governmental support. The Federal government is the provider of the funds which initiated and subsequently support the program. Indeed, it is extremely likely that should they cease to provide these funds, the programs would terminate through lack of any local support in the form of financial contributions.

Employment as a Goal

However, since the federal government is responsible for the nation's work force and if the main objective of the "Orientation" and Life Skills programs are to assist people to re-enter the work force, financial support should continue to be provided federally. However, statistics as to the number of people reaching this objective are limited and difficult to obtain. Indeed it is not possible, in this paper, to produce complete employment statistics from the "Orientation" and Life Skill programs for examination. A
perusal of the summary of the disbursement of the graduates of E.O.W. classes in Surrey will give some indication of progress towards this goal. Yet, if increasing the chances of upgrading, basic educational skill training or vocational training is acceptable as contributing to the goal of employability, then, the record of the Surrey "Orientation" program is a reasonable measure of the effectiveness of the program.

An Indication of Effectiveness

It may be, however, that the most accurate assessment of the effectiveness of the program is the evaluation of the class members themselves, most of whom have expressed their opinion that the "Orientation" program was most beneficial to their needs and wants. If, on the other hand, their goals are not those of the originators of the program, it may be that the sponsoring agencies have done the right things for the wrong reasons. If this is the case, the objectives of the program would not have been met. Consequently, in terms of the goals set by the initiators, the program would not be effective.

Education as a Manipulating Device

The results appear to indicate, nevertheless, that the majority of the participants had or developed goals compatible with those of the sponsoring agencies. However, if the students were conditioned by their experience in class to adopt the goals of the originators of the program, it would appear reasonable to conclude that the students had been manipulated. But, perhaps all education is manipulation. In defining education as behavioural change, then, unless there is support for some form of reasoning which provides for a natural change, free from association with other human beings, some form of intentional or unintentional manipulation is likely to take place.
in any social situation.

The important aspect of a given educational experience would seem to be the necessity to understand that people are likely to be manipulated or influenced by social interaction. The significance of this to people who are seeking to change their behaviour or, indeed, seeking to avoid changing their behaviour, is to be aware of the possibility that they are likely to be affected by their experiences. Consequently, people involved in designing educational experiences for others will have to choose wisely.

Furthermore, those who are to be processed should be made aware that part of the experience is to monitor the learning environment for forms of manipulation and hidden persuaders. This, then allows "The medium to be part of the message". Moreover, the student in an "Orientation" type learning situation, must be made aware that it is sometimes in the self interest of an individual to allow manipulation to occur.

**SOME CONCLUSIONS ABOUT PROGRAMS FOR ADULTS**

**Monitoring Self-Serving Behaviour**

The "Orientation" program in Surrey appears to have allowed manipulation to occur but, in doing so provides a means to assist people to see reality through rituals and myths which often screen the reality of existence. As a result of this, the participants in the classes developed an awareness that the world is full of human beings serving their self interests.

However, rather than convincing the students on the one hand that this is "bad", those involved in the learning process assist the students to understand that self interest is human. Neither on the one hand are the students taught that this human trait is "good". They are taught, however, that it is human and being human themselves, the students may, without guilt, serve their self
interest on occasion. The students appear to be encouraged to apply this to their own circumstances and to assess for themselves the significance of it to their individual situations.

However, guidelines are suggested to assist the individuals to measure the effect of their actions in self-serving situations. The guiding principle for the students in regards to self-serving activities is to monitor the amount of pain, emotional or physical, their actions may cause themselves or others. These aspects of the human condition could be likened to survival skills. And surely it is fundamental to the nature of man to survive in his environment.

Walter Goldschmidt comments on this in his statement"..."this environmental context impinges upon man because it offers the opportunities which man can exploit for the satisfaction of his needs and the circumstances he must cope with in order to sustain himself."¹

**Individual Responsibility**

This apparently assists the participants to understand that in the final analysis each individual is responsible for developing, for herself, the most tolerable existence possible. This means for developing the knowledge of how to exist most tolerably is the course content. The process is as follows:

Firstly, each individual is assisted to apply their attributes to this goal by means of developing a cognitive approach to problem solving; secondly, by providing affective experiences through social interaction and subsequent feed-back; finally, by developing psychomotor skills by providing

the opportunity to experience satisfaction through doing something concrete and consequently obtaining the feeling of satisfaction resulting from the effort put forth.

Philosophy for Human Potential

Yet, the program includes the extension of man through philosophical considerations. The students appear to appreciate that they have a human potential that will allow them to move toward greater understanding of the meaning, purpose and potential of human existence once they learn basic survival skills.
INTRODUCTION TO APPENDICES

Appendices B, C, and D are observations of the students participating in classes subsequent to the first Employment Orientation for Women Class.

These are taken verbatim from their hand written reports. Consequently, spelling, punctuation and grammatical errors are included.
APPENDIX A

A Teacher's Evaluation of the Victoria Program

"At the Institute of Adult Studies we used group discussion as a way of involving people, building trust, finding words to express vague feelings, and overcoming frustrations in a constructive way rather than smashing the next guy in the mouth.

"Group discussion is a powerful technique. It should be done in a circle, and concrete action should arise from this in the form of a project or a field trip.

"Now the word politics comes from the Greek word polis (city) and concerns all those activities that go into making the polis what it is. Obviously, it will be impossible for students not to be concerned with politics, and as students know little about politics and power they will need a great deal of help in understanding how things happen as they do -- from someone who does know something about politics and power.

"So a group focuses on an obtainable goal. Failure is out of the question. Plans are formed and action takes place. Truly, nothing succeeds like success. It sure sounds great on paper.

"At the Institute our students were 18 years or over and school dropouts. Not to share responsibility with them as to what happened at the school would simply be perpetuating the attitudes of a system that was a recognized failure.

"This sharing of responsibility was complicated by --

a) my inexperience in how to share responsibility,

b) the fact that some students had been so badly hurt by the school system that they automatically turned off as soon as they entered anything resembling a school situation,

c) others had learned too well in school the passive resistance techniques which so frustrate the dominant society,

d) others had so little structure in their lives that they needed (and often asked for) a person to tell them what to do until they could establish firm living patterns of their own.

"Most students (adults), however, wanted to be in a situation where their opinions really counted."
"I spent about half the time on the basic skills of the curriculum, and half the time on group discussion and projects.

"Actually, there should be two different teachers for these two very different tasks. Sometimes I felt that I was being torn apart in that room -- not by the students for they were a source of strength -- but by the conflicting educational demands.

"Did I hope for change in people?

"Well, I always hope for change in myself, and I'm a better person because of the people I met at the Institute of Adult Studies.

"I never felt I had the right -- or wanted -- to change people. How can I tell another person how he should grow? People choose to alter their lives. Change cannot be taught. It's an experience.

"But experiences may be placed in the way of people to give them an opportunity to examine various kinds of attitudes and behaviour. Here are some attitudes which a community concept of education would ask a person to consider --

a) being more trusting of other people -- more open to other people -- and more competent in working with other people,
b) being able to discuss controversial subjects without fear or rancour,
c) becoming more aware on one's responsibility to oneself and to the others in the group,
d) a growing awareness of the group and its common goals; a belief that co-operation is more important than conflict; a shift from self-centered to community centered values,
e) a readiness to accept problems as a challenge and not as something to be avoided,
f) a shift from despair (what's the use) to hope (something can be done) and therefore . . . ,
g) an increased ability to move from discussion to action,
h) the courage to leave the known past, no matter how uncomfortable, for an unpredictable future.

"Education is a social as well as individual process. It is "a social process by which people can become more competent to live with and gain some control over local aspects of a frustrating and changing world."¹

¹The Community Development Process, the rediscovery of local initiative by Biddle and Biddle, p. 78.
"So we tried through group discussion, relationships with other classes, a students' council, a newspaper, sports, games, tournaments, social activities, field trips, and money raising activities to make available the experiences that cause people to consider attitudes such as I have outlined above.

"We talked about things we felt were important in our lives and in the press. We had 6 scrap books of clippings from newspapers on Indian activities. We talked about the arrangement of our timetable; the arrangement of the tables and chairs; the decoration of the room; the methods by which we would cover the required tasks of the school; the means by which we would measure success in these tasks.

"We talked about doing things together; we talked about those who contributed and those who didn't; about manipulation, responsibility, freedom, roles, trust and fear.

"We had bake sales, car washes, bottle drives and raffles to raise money for the things we planned to do. We organized ourselves and went on picnics; we went bowling; we played billiards; we bought baseball equipment; volleyball equipment, ping-pong equipment and chess sets for all the students to use; we organized chess, baseball, ping-pong and volleyball tournaments; we invited in speakers; we visited the local vocational school; we went to Butchart Gardens; to the local T.V. station, to the astrophysical observatory, to the provincial museum, to Parliament, to Beacon Hill Park, to Sealand to see the killer whales and to Nanaimo by train.

"We changed the furniture in the room five times. We put up posters and art work from the art class as well as our own art. We bought a radio to be used when people were doing routine work. I was the only person to vote against the radio -- and I was wrong -- for that group.

"We didn't talk enough about the structure of Indian communities and the relationships between Indian communities and ourselves. We had some visitors from Indian communities and from the Indian political scene, but we did not have enough of them.

"We didn't visit local Indian communities enough, and we were not able to work out projects which we might have done in conjunction with these communities.

"For example:

a) pre-school children,

b) teacher aides in elementary schools,

c) sports -- especially with elementary school boys as their teachers are often female,

d) young peoples' groups,

e) helping band councils in some way -- research.
"On the other hand, before a group can move into other communities it has to be able to organize itself.

"And for the record -- of the 30 students who were part of the Grade 10 Upgrading Program from September 1969 to June 1970, one dropped out because a baby was imminent; two were asked to leave because of sporadic attendance (and told they might apply again another year if they felt ready), and all the rest were extremely co-operative, did the basic skills, and obtained a Grade 10 Equivalency Certificate.

"The class attendance record throughout the year was much higher than the average for the Institute of Adult Studies, running between 85 - 90%.

"Perhaps the most important thing that happens on the Native Indian Program at the Institute concerns the fact that people come from all over the province, meet each other, learn from each other, and gain a wider view of what it means to be alive today then the one they had before. People start to hope again, and that can be painful.

"Education is more than a passing curiosity, or technical training for non-existent jobs for Indian students. It is a matter of life and death.

"What is their future? What is the future for too many young people today in an increasingly automated society?

"How much concentrated energy, courage and strength is necessary to throw aside the negative image which the dominant society projects onto Indian people?

"Who in the education business is asking that question? Who would dare to answer it?

"Yet, consciously or unconsciously, that question is in the minds of increasing numbers of Indian students, and they're trying to answer it."
APPENDIX B

Observations on the Course by the
Individual Class Members of E.O.W.#1 Class

(Please note: The spelling and sentence structure is as presented by student.)

Student 1-1

Now that the course has finished, I can look back three months ago and compare my views then and the way I look at things now.

The most important thing it has done for me is giving me the self-confidence I need to stand on my own two feet. I realized that other people have the same problems as I have and are able to make it on their own. My children have benefitted in that they realize I now have my own life. They know I get up in the morning and go to school and they have to give me more help.

I have enjoyed the course and find I have a more mature outlook on life since coming here. I have brushed up on my schooling and now feel capable of holding down a job.

I have made new friends in the same position I am in. Some of the friendships I hope will be lasting.

I am happy I took this course. I feel fortunate that this opportunity was given to me. I sometimes wonder what my outlook on life would have been today without this course.

Student 1-2

I found the course very helpful and interesting.

I feel though there should be more strict teaching of Math & English and basic subjects. This should be laid out that each day you know what you are doing from hour to hour.

I think the sewing and typing could be done a lot more of, for most people are interested in these.

You find you are more adjusted at home and away when you have a definite time to come and go, and know you have to be there.

This course has helped me a lot in many ways.
Student 1-3

I had some doubts when the course started as to what I would really accomplish during the next three months. For the first two weeks I felt nothing really happened. Then gradually things started to knit. I got to know the others around me and formed some close friendships.

When I first started this course I had no self confidence, for I had spent sixteen years of my life feeling insignificant and somewhat like a shadow.

As time went on I began to feel easier about getting into group discussions and speaking to individuals as well.

It has been rewarding and amazing for me to be told that I come across as a poised and confident person with leadership qualities. My family has always told me this but I felt they were prejudice. Hearing it from an outside source as it were has made the difference.

This course is a fantastic idea and has given me the most important things a person needs, self respect and self confidence. Without these I could not go on to take further training or look for a job.

Now I have a goal to work toward and I see a whole new world I can live in.

The course is one of the most important steps I've ever taken. Friends and family have seen the difference in me. I feel privileged to have been a part of it.

Student 1-5

I have learned to better understand other people and able to cope with situations.

I would have preferred a more scheduled programme: - eg. 60% regular schedule, and 40% choice of interest.

I appreciate the efforts of all those responsible for making the orientation course available to, not only myself but for others, as well as continuance of such a programme.

May I suggest that aptitude tests be given after three weeks in this course in order to re-direct those who do not require this particular course.
Student 1-6

I think the course has helped me in a lot of ways.

Speciality in meeting people my own kind. Getting help in views and standing up for your rights. Ways in dealing with children and learning to open you heart. Instead of shutting people out. Reviewing math, Eng. etc. Thing's I have forgotten. Dealing with different personalities. I feel I can face life better. Not feeling lower or not equal.

Student 1-7

I feel I have been very lucky to have had the opportunity to be part of this class. It has been a great experience to share the human emotions that have occurred.

The academic part of it have been a good start to give me confidence and hope that I can learn, and will further more. I'm very pleased with the mere learning of a typewriter keyboard. Our teacher has been a great inspiration with her patience and diplomacy in people like myself who were unaware of may knowledges. In the near future, If I can go to school and take a BTSD course, I will probably have a more firm schedule. However I think I am prepared. It has helped me to help my children accept a bit more responsibility at home, which it will benefit as the years go by.

I am also pleased to have made new friends and hope to make some lasting friendships.

Student 1-10

This course has given me self-confidence. I have made several friends and I'm really glad that I came. It might have been better if there had been more discipline but it was good this way to. If we wanted to learn shorthand or typing etc. all we had to do was to get the materials. I was glad that it was the way it was. It really suited me.

Student 1-11

I think that the Orientation Programme for Women has helped me a great deal. For many years I have been in a real rut and just the thought of getting up and out to school by 8:30 a.m. every morning scared me to death. But I soon got over that feeling. It has helped me with my children and housework and enabled all the children to become quite responsible. As the for course itself I have really enjoyed doing Math & English & Nutrition. Also to become familiar with the typewriter and Ditto machine. I am looking forward to going further with my education and taking the B.T.S.D. Level 3 programme as soon as possible and hopefully after that carry on with the General Commerce course. As of right now I am feeling sad that this course is coming to an end. It has been a very fast 12 weeks but also very enjoyable.
APPENDIX C

Observations on the Course by the
Individual Class Members of E.O.W. #2 Class

(Please note: The spelling and sentence structure is as presented by student.)

Student 2-1

The speakers we had were really good and gave good information.

I personally think the course was too long and that 10 wks. would have been sufficient.

Math & Eng. reviewed forgotten methods.

All in all the course is great, but again you get out of it what you want and take an effort to put into it.

Student 2-2

This Orientation course in many aspects has been great for me. I found math a little easier - thanks to Lee - and you Pam. English 2600 was very interesting and I enjoyed it.

Most of our speakers were very interesting and I learned about insurance, Income Tax and legal aid. I found these three particularly useful because most women are relatively dim in these areas - (especially yours truly!).

Even though the academic was needed by me, I found that I learned so much about myself and the other women in the room. If I had to chose one phrase to sum up, I think it would have to be that I learned how to listen.

Some of the speakers were rather long-winded and it was rather difficult at times to sit for such long periods.

The girls in the next course should be made to understand exactly what they are here for, as I know most of us in this class were somewhat vague.

I am disappointed that Mr. Cooper didn't come in more often, I found his talks very stimulating, and even though I (disagreed) disagreed with him most of the time, he was very much worth listening to.
Student 2-3

In the past 12 weeks I have discovered that my children can function without my constant attention, also that my housework and other duties can fall into place, under a new schedule, with no difficulties. I have met new people with similar problems as myself and felt a belonging. The course has opened my eyes and made me aware of what is available to me. It also expand my knowledge to various other groups aware of human problems and their willingness to help in their particular way. There hasn't been a speaker, lecture or field trip that I haven't enjoyed, as each of them gave me something, maybe I can't use all of the information, but at least now I have it to use when necessary. The course has given me confidence into entering other fields I don't believe I would have done before. One thing I feel though is that group constructive criticism should be discussed early at the beginning about any disturbing problems that are bothering anyone. Remembering this is to help the group or people, so its not left to long where the group becomes picky or finicky, nor to let the problem fester. As, in our class, slowly after hard feelings, the class became more respondent and though some have become real friends and others pals, the air seems clearer. (Maybe if 1 hour a day was set aside from the beginning just for constructive criticism, might help.)

The idea is great and I hope the classes continue because the actual feeling of accomplishment hits you when you talk to new recruits and you realize your class is ending.

Student 2-5

I am sorry that I did not get anything out of this class. It is not the curs felt it is me. I am lick a robot how has to be wound up and then it works. Exept for writing then I blow a fus.

Student 2-7

I think this course was very good in some ways. It made me aware of many facilities which I never knew existed. It also made me see just how small my world was, and that there was more for me to learn then I could ever imagine. It has opened my eyes to a whole new world.

The speakers were all good. I can't think of one that I didn't get something from. The Activators impressed me the most I wish they could have continued their sessions.

I don't think it has changed my attitude to, or impressions of other people very much. If anything it has made me feel more wery of them, because I've learned that certain people can't be trusted and that they (and I) are playing "games" all the time. These "games" are too much for me I don't like them. I realize now that a Welfare Aide is not for me. Too many people all in one room is more work to me then the job would be. I like people and want them to like me but I don't care for all the petty things that seem to go with crowds.
Student 2-8

Most of our speakers gave valuable information, not only for facts and figures but for reasons and motivations that helped change my whole outlook and my life-style. I can not honestly say that any of our visitors should be rejected as each day we'll find some use for everything said and done. Mr. Burge gave us trust, Mr. Cooper mind stimulation, Pam Byers - control and patience, Mrs. Ball - goals, and our group of women gave confidence, security, trust, freedom of expression and friendship. I would not wish to stop these classes of ours and if I could continue going, I couldn't even suggest some improvement for learning. The opportunities are endless for knowledge but it's knowing what there is available or needed.

The only thing I resent is the assessments we write.

Student 2-9

I found this course contained many things that have meaning for me although I didn't realize it until we were halfway through. At first I was a bit scared and bored and felt it was a waste of time but then I found I was using a lot of the different information in my day-to-day life. I find I can deal with my children much more sensibly and objectively than before and by buying a book I heard about through the class "Between Parent and Child" I realize the effect words have on children and am now weilding them a little more carefully before I speak.

The lessons in creative job research techniques were very useful as were the 2 sessions with the activators. I learned many things from our different speakers which would take too long to write down. Each day I remember different things they told us and find it very helpful.

The Academic portion of the course was very good and relaxed however I did think a little more silence could be demanded of us. Sometimes it was very hard to concentrate.

The field trips were interesting and I really enjoyed the debates although I think we should have had more. It made us want to research the subject and more people participated in this as a group thing. Perhaps if we had used subjects that were closer to home it would have given us a chance to see both sides of the issue.

All in all I'd say it was very worthwhile!

Student 2-10

This course has really been very good for me. I have learnt many things I would never probaly have heard about in detail for example: X-Kaly, Narcoutic foundation, Co-Op trust, Leslie Glossup, Legal Aid. The field trip to C.P. Air was really interesting and G.F. Strong.

I have meet some really nice women and we have all shared some great
experiences like the varied discussions on a multitude of topics, played games, read books and articles.

The Academic subjects were very good they showed me how much I had forgotten since high school. Golden's talks were valuable you only took what you wanted out of them. I really like the idea of not having to do anything unless you wanted to. And the way the days were all different not doing math, and Engl. etc at the same time every day.

For some of us this course has really be helpfull and some came into class shy and down in the dumps. But after we got to know everyone else and see they were in the same boat it helps. To hear that you are not the only one with your type of problems makes you feel good.

This course would be really great for anyone to take and it is to bad more women aren't interested in it.

Student 2-11

I feel the course was very helpful and interesting. I think I learned to be more tolerant and more patient. It was a great experience meeting and getting to know twelve new individuals. All of our guests and speakers have instilled in us interest and knowledge of things foreign to us before but beneficial to our everyday lives. I feel that the academic subjects we covered were stimulating - after many years of not having to remember certain things, it was surprising to find out what and how much was retained. It was also helpful in helping a number of us to overcome our shyness or reticence in getting up in a group to express our opinion. We have all learned of many ways and means of helping ourselves to get off welfare and/or be more content at home. I think we have all learned to share and co-operate with each other since starting this course, being concerned about individuals we do not know really intimately is an important part of getting along in society. The course offered many things to broaden our knowledge if we wanted to motivate ourselves enough to take advantage of them e.g. typewriters, microscopes, books. I enjoyed our discussions on just about every topic with so many different points of view. I am very glad and appreciative that I was able to have been a part of it.
APPENDIX D

Observations on the Course by the Individual Class Members of E.O.W. #3 Class

(Please note: The spelling and sentence structure is as presented by student.)

Student 3-1

The Employment Orientation Classes for Women have been a very great benefit to me.

The classes have forced me to come out daily, which I wouldn't have done. Through the class I have met people with a common problem and through the association will deal with mine problems with more thought and ability.

There have been many other things that have really interested me. The one that brought the most satisfaction was dabbing with oils. I have never been particularly interested in this and assumed it was completely beyond my scope.

The pillow which was our group project turned out surprising well.

The guests we've had in the past nine weeks have brought with them a wealth of information. Mrs. McBeth, of the Public Health Centre found out the answers I needed in canning salmon. The trip to J.F. Strong Rehabilitation was a pendulum swing for me. It was interesting too. The speaker from the Credit Union has answered many questions on how to save funds once we are employed. The Income Tax Department was very interesting and a good speaker. I think that he was enjoyed most as a person. The Co-operative Trust speaker informed us of a need for wills and estate settlement. This is even more important for us who are on our own. Mr. Hall of N.W. Investments, brought insurance down to terms we would all understand.

Student 3-2

I found this course enjoyable and also found it a nice experience meeting other women in similar situations as myself. It gave me some self confidence and more of an idea as to what goes on in the community.

My plans are to go home for the time being. I have no definite decisions as to my future yet. I also appreciated the help given at this course.

Thankyou.
Student 3-3

This has been nine weeks of many new & different things in my life.

I have been very aware, of things & people around me. I am glad I am me, and now I know it. With out the opportunaty here & without you Pam, the girls, & help of all the guest, I am sure I see the light now.

I do wish the course were longer as I was so meek & shy, it has taken me so long to get to know the girls or speak out,

Thank you.

I am sure I will get part time work soon.

Student 3-4

The last nine weeks have been most interesting and educational. It has helped me in several ways.

1. review of our Maths & English. I found I was rather rusty and it helps us to go on from here.

2. It has brought to our attention the people and associations who are around the help us and of course where to find them.

3. It has helped us find a direction and show us that things are possible and help is available.

4. I all knew that I was not the only one around in similar circumstances, but it helps to meet them and get to know them.

I found most all of the speakers were interesting and their information of value.

The income tax and insurances I knew very little about, also Mr. Pearson from Narcotic Addition I think we all worry about Drugs and our children and he has cleared up most questions.

Our discussion groups with Mr. Burge and Mr. Cooper were very interesting educational to your mental outlook on life.

I appreciate Mrs. Ball's time and interest which she took showed us.

Last but not least - Pam your smiling face and sense of humor which has helped tremendously to bring us through these 9 weeks.

I hope to take a bookkeeping & accounting course if I can get in in January - if not I will get a job of some kind until I can.
**Student 3-5**

I feel that the last nine weeks has been a good thing for me. Before this time I have spent most of my time at home. I thought from time to time of part time work, but never did anything about it. Now I am going to be registered at Canada Manpower for part time work. I think I have learnt something from every speaker we've had.

**Student 3-6**

Education - A chance to upgrade your education level, gave us information how to do this.

Communication - The discussion groups helped us to communicate with each other and exchange ideas, also the human behaviour discussion helped us to understand our emotions, I feel there should be more of this included.

Speakers - Good information on different subject which was of value to us, which wouldn't have been available to us outside this course.

Manpower - Made us aware of all the training opportunities that are available to us.

I feel that it is only now after nine weeks that we are really beginning to open up, and express our true opinions a few more weeks would make a difference, also I feel the C.M.C. test should have been done earlier as it would have given us more time to compose our resume and find our direction in which we aim to do. It is good program and very helpful to readjusting your life.

More field trips be included.

My aim is toward full time employment.

**Student 3-7**

Goldina will help my household very much - I found her most helpful.

Mister Cooper is very interesting but didn't visit often enough.

More field trips to places of work.

As the class progressed I became more nervous.

The painting was a fun idea.

The course in general was of help to me. I found out more about myself my feelings my interests and the community. This is what I expected when I came so have not come away let down.
Student 3-8

I enjoyed the course very much. As a matter of fact I am sorry that it has to come to an end. I found it made me more aware of what is going on around me. Being with people every day has given me more confidence and also has helped me to express my thoughts. I am more outgoing now and I don't feel as inferior anymore. The course works quite gradually and all of a sudden one day you realize how much you have changed. I found the speakers on a total basis very interesting. It was good to have Barry in every Wednesday to find out more about the system and also to realize that he is an individual just like you and me. The discussions bothered me at first but later I even started looking forward to them. I think pretty well everyone if they give it a fair chance can benefit from this course. I would like to thank you and everyone else who made this course possible.

Student 3-9

I have really enjoyed the last 9 weeks of school. The most valuable thing I gained from it I think was new friends, who have something in common with each other. I hope to continue these friendships for a long time after the course. I feel I have gained more self-confidence and overcome some shyness too. It has opened new doors for me in the way of a business course which will lead me to full time employment afterwards I hope. The group discussions were very interesting and also the lectures Mr. Cooper gave us. I wish he would write a book so I could read it again regularly, as he has some very good ideas. I really enjoyed the trip to the Rehabilitation Centre, it was very interesting and a lot of fun. Also Steve Torrence's visit was very interesting and Mr. Maczko gave me some tips about legal problems.

Student 3-10

These last nine weeks has been trying for me, both at home and here. It has also been very valuable, with all the information we got from the different speakers.

I like to thank you for your patience, it must have been very boring for you. I think you are a perfect teacher.

Student 3-11

1. The many speakers were as interesting as they were varied. I appreciated the information they gave, especially Mrs. Webster, Miss Waddell, Goldina Gideau and Mrs. Hobban.

2. I would have liked one or two more field trips.

3. Mr. Cooper's visits were too few, with a little more time I think I could have broken the barriers and debated one or two points. Nevertheless, I feel I have learned to be more aware of human behaviour, mine and others.
4. The group discussions were hard for me to adapt to, but it got easier as time passed.

5. On the whole I think the program has been a valuable experience for me. Thank you.

Student 3-13

I have enjoy the course very much. It was sure nice to get up and go out and see people again. I also think I look after myself better and feel like a person again. I enjoy listing to Mr. Coper talking to the group. I found him very interesting.

Student 3-14

This course has been very good for me. Before I came I was very shy and withdrawn. I have begun to speak out a little were nine weeks ago I would not have said a word. I have became interested in outside activities and have joined a group called Share. I think I even like myself a little and I don't feel quite so inferior any more. I am sure if the course had been a few weeks longer I would have even more confidence and self assurance.

Student 3-15

Well I can kind of say I am sad to see the corse end in a way. I have enjoyed the last nine weeks. One thing I will say I didn't know what I was getting into when we first started and I didn't think much of the program and not to many of the girls did I like. I never said what I really felt or thought I didn't like the maths we had to do and I still dont hurt now it is mostly because I don't understand well enough what I am doing. One thing I have gotten from coming every day, is more self confidence and I am not afraid to try something I am not real sure of. I am glad we had Mrs. Ball she has helped most of us very much. And all of the speakers and Mr. Cooper were very interesting, and our own little group talks.

Well Pam that is about all I have to say you have been very wonderful teacher.
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