

THE DYNAMICS OF ALBERTA NEWSTART  
AN ANALYSIS OF  
A COMPLEX SOCIAL ORGANIZATION

by Gordon J. Rancier

Thesis presented to the School of  
Graduate Studies, University of  
Ottawa as partial fulfillment of  
the requirements for the degree  
Doctor of Philosophy



Ottawa, Ontario, 1972

UMI Number: DC53524

### INFORMATION TO USERS

The quality of this reproduction is dependent upon the quality of the copy submitted. Broken or indistinct print, colored or poor quality illustrations and photographs, print bleed-through, substandard margins, and improper alignment can adversely affect reproduction.

In the unlikely event that the author did not send a complete manuscript and there are missing pages, these will be noted. Also, if unauthorized copyright material had to be removed, a note will indicate the deletion.

**UMI<sup>®</sup>**

---

UMI Microform DC53524  
Copyright 2011 by ProQuest LLC  
All rights reserved. This microform edition is protected against  
unauthorized copying under Title 17, United States Code.

---

ProQuest LLC  
789 East Eisenhower Parkway  
P.O. Box 1346  
Ann Arbor, MI 48106-1346

## ACKNOWLEDGEMENTS

This thesis was prepared under the supervision of Robert O'Reilly, Ph.D., of the Faculty of Education of the University of Ottawa. The writer appreciates his assistance, guidance and encouragement as well that of Sister Mary Mulcahy, Ph.D., and Harry Pullen, D.Ed. In addition he acknowledges constructive criticism from other professors and graduate students.

The writer is indebted to Alberta NewStart Inc. for permission to do the study, and to Mr. J. W. Shields and his staff for providing basic information and other assistance. He is also indebted to the Department of Regional Economic Expansion, Ottawa, particularly Dr. G. T. Page for his providing of information, and Mr. J. P. Mitchell of the Department of Education, Edmonton for similar assistance.

Finally, the writer wishes to acknowledge the contribution of his wife and family, whose interest and encouragement were a continuous source of inspiration.

## CURRICULUM STUDIORUM

Gordon J. Rancier was born May 23, 1928, in Killam, Alberta. He received his Bachelor of Education Degree in Industrial Arts from the University of Alberta in 1954. He received the Master of Education Degree from the same University in 1962. The title of his thesis was "Case Studies of High School Drop-outs in the Acadia School Division".

## TABLE OF CONTENTS

Chapter	Page
INTRODUCTION.....	viii
I THE CANADA NEWSTART PROGRAM.....	1
1. Historical Background	1
2. Rationale	2
3. Objectives	3
4. Organizational Structure	4
5. Implementation	8
6. Alberta NewStart	9
II ORGANIZATIONAL ANALYSIS.....	10
1. Models of Organizational Analysis	12
2. Bakke's Framework of Bonds of Organization	15
3. The Bonds of Organization	17
III DESIGN OF THE STUDY.....	20
1. Statement of the Problem	20
2. Research Procedure and Collection of Data	23
3. Assumptions	25
4. Delimitations	26
5. Limitations	26
IV LEGITIMATION.....	29
1. The Issue	29
2. Early Objectives of Alberta NewStart Inc.	33
3. The Nature of Legitimation	39
4. The Function Performed or Objective of Legitimation	42
5. Instruments Utilized in Legitimation	42
6. Helper Processes Utilized in Legitimation	71
7. Homeostatic Processes Utilized in Legitimation	106
8. Bonds of Organization	121
9. Conflict Between Activities	122
10. Implications for Further Research	124
11. Effectiveness, Ineffectiveness and Inefficiency	127
12. Summary	133
V EVALUATION OF PROJECTS.....	136
1. The Issue	137
2. The Nature of Evaluation of Projects	139
3. The Function Performed or Objective of Evaluation of Projects	140
4. Instruments Used in Evaluation of Projects	142
5. Helper Processes Utilized in Evaluation of Projects	143

Chapter		Page
V	6. Homeostatic Activities in Evaluation of Projects	149
	7. Bonds of Organization	152
	8. Conflict	153
	9. Implications for Further Research	154
	10. Effectiveness, Ineffectiveness and Inefficiency	158
	11. Summary	160
VI	SUMMARY AND CONCLUSIONS.....	162
	1. Summary Observations	175
	2. Conclusion	176
	ANNOTATED BIBLIOGRAPHY.....	178
	SUPPLEMENTARY BIBLIOGRAPHY.....	180
APPENDIX		
1.	The History of the Canada NewStart Program.....	185
2.	Bakke's Symptoms of Organizational Effectiveness/ Ineffectiveness and Inefficiency in Carrying out the Activity.....	201
3.	Bakke's Framework of Bonds of Organization.....	205
4.	The Lac La Biche Native Sit-In.....	207
5.	An Abstract of An Application of Community Typology to Social Science Research.....	222
6.	Alberta Vocational Centre, Ft. McMurray, and the Future -or- The Ft. McMurray Polytechnical Institute -or- The Tar Sands Community College in 2,000 A.D. A 25 Year Projection.....	225
7.	Evaluation of Staff Training Session.....	235
8.	Perceptions of the Impact of Alberta NewStart Inc. on the Kikino Metis Colony.....	260
9.	Samples of Symbols.....	289
10.	Correspondence - Page/Shields.....	292
11.	Performance Appraisal Report.....	303
12.	Alberta NewStart Evaluation.....	311

APPENDIX

Page

13.	Framework of Criteria for Evaluating the Operation of the Problem-Solving Process (E. Wight Bakke).....	332
14.	Abstracts of Reports.....	339
15.	Aumack - An Abstract of Proposals to Research Directors for Evaluation.....	367
16.	An Abstract of the Academic Program in Alberta NewStart Inc.....	370
17.	<u>ABSTRACT OF The Dynamics of Alberta NewStart Inc. - An Analysis of a Complex Social Organization</u>	374

## LIST OF TABLES

Table	Page
I	"Whites" and "Natives" Employed Full-Time on Randomly Selected Dates by Alberta NewStart 1968-71..... 58
II	Alberta NewStart - Inventory at Cost, December 31, 1970... 65
III	Alberta NewStart - 1970 Consolidated..... 66
IV	Real or Implied Content of the Organizational Charter of Alberta NewStart 1967-70..... 76
V	Item Analysis of Core Staff Meeting Minutes..... 82
VI	Item Analysis of Board of Directors Meeting Minutes..... 83
VII	Steps in Legitimation of Alberta NewStart..... 86
VIII	Integration of Activity Systems as Perceived in Analyzing the Issues "Legitimation" and "Evaluation of Projects" In Alberta NewStart and Symptoms of Effectiveness/In- effectiveness and Inefficiency as Perceived in Analyzing the Issues "Legitimation" and "Evaluation of Projects" in Alberta NewStart..... 165

## LIST OF FIGURES

Figure		Page
1.	Location of Alberta NewStart.....	41
2.	Organization Structure of Alberta NewStart - Lac La Biche Office.....	44
3.	Organization Structure of Alberta NewStart - Lac La Biche Training Centre.....	45
4a.	Organization Structure of Alberta NewStart - Fort McMurray Adult Vocational Centre.....	46
4b.	Organization Structure of Alberta NewStart - Fort McMurray Adult Vocational Centre.....	47
4c.	Organization Structure of Alberta NewStart - Fort McMurray Adult Vocational Centre.....	48
5.	Organization Structure of Alberta NewStart - Kikino Mobile Centre.....	49
6.	Organization Structure of Alberta NewStart - Janvier Mobile Centre.....	50
7.	Organization Structure of Alberta NewStart - Fort Chipewyan Mobile Centre.....	51
8.	Alberta NewStart Work Flow Chart.....	79

## INTRODUCTION

The purpose of this study was to analyze and describe the dynamics of Alberta NewStart as a complex formal social organization.

Using Bakke's concept of the social organization as the theoretical framework for the study, the writer selected the critical issues of 1) legitimation, and 2) evaluation of projects, to trace activities these issues present within the organizational behaviour of Alberta NewStart in order to determine the Bonds of Organization. A systematic study was made based on the variables suggested in Bakke's model.

Legitimation was chosen as important because NewStart Corporations have had to move into backward areas of provinces, establish themselves both physically and technically, become highly visible and recognized by potential clients, carry out an action research program and be prepared to dissolve after a short life span.

Evaluation of projects was chosen as an important issue because Alberta NewStart, in its action research program, had to justify its existence and perpetuation on findings from various projects and components.

The study of both of these issues brings into better focus not only the organizational behaviour of this unique quasi non-governmental organization but also some of the major findings with respect to an organization that, at first appearance, seems to have been able to bring about behavioural change in a sector of Canada's disadvantaged

population. Evaluation of projects brings out some of these findings.

The procedure used was an analysis of relevant documentary evidence from Alberta NewStart supplemented by interviews with selected officers, board members, client/trainees, and involved provincial/federal government officials.

Alberta NewStart is a complex social organization designed to carry on action research with disadvantaged people, most of whom are Indian and Metis residing in the rural northeast part of Alberta. Its operation budget has been approximately one million dollars per year. The headquarters is at Lac La Biche, Alberta and experimental training facilities are centred in Lac La Biche, Fort McMurray, Kikino, Janvier, and Fort Chipewyan.

This study examined this organization closely to describe it and determine which of the five activity bonds identified by Bakke are essential to the functioning of a complex organization such as Alberta NewStart. The five bonds are:

1. Identification Bonds
2. Perpetuation Bonds
3. Work-flow Bonds
4. Control Bonds
5. Homeostatic Bonds

By following the critical issues of legitimation and evaluation of projects through the Identification, Perpetuation, Work-flow, Control, and Homeostatic Activities it was possible to determine symptoms of organizational effectiveness/ineffectiveness and inefficiency according to the Bakke model.

The criteria or variables of Conflict Between Activities and Political Influence were added to Bakke's model to better describe the functions or dysfunctions of a complex organization dealing with human development of disadvantaged people.

This thesis is divided into six sections or chapters:

Chapter one outlines the background for the study. It provides a perspective for orienting readers who may not have heard of the Canada NewStart Program. It explains the Canada NewStart Program in which Alberta NewStart is a part.

Chapter two provides an analysis of organization behaviour. It reviews relevant literature and provides a rationale for using the Bakke model. It also describes the Bakke model.

Chapter three describes the design of the study. It provides a statement of the problem and a series of questions that, when answered in descriptive form in chapters four and five, provides an analysis of Alberta NewStart.

Chapter four traces the issue of legal and social legitimation of Alberta NewStart through the activity processes to describe the Corporation and to determine the Bonds of Organization. Symptoms of effectiveness/ineffectiveness and inefficiency are recorded according to the Bakke model.

Chapter five traces the issue of evaluating various projects through the activity processes to describe the Corporation and to determine the Bonds of Organization. Symptoms of effectiveness/in-effectiveness and inefficiency are recorded according to the Bakke model.

Chapter six provides a summary as well as conclusions. It brings together the two issues of legitimacy and evaluation of projects to describe the bonds of organization and to summarize the Integrated Activity Systems.

Using the Bakke Model to analyze the complexity of a social organization meant constant referral to the model. To read a chapter of this thesis out of context might not be easy or useful. The author has attempted to bring the findings together in descriptive form in the last chapter, chapter six.

It should also be pointed out that, as in many models or frameworks for studying organizations, there are limitations. The Bakke model appears to be more of a framework for focussing description on internal activities of an organization than in describing reactions to external influences. Although Bakke spends considerable time explaining and rationalizing his concepts in preparing a student for understanding his framework of bonds of organization, there was a constant grasping for expansion of the model to encompass areas such as political influence and co-optation when applying it in describing a complex social organization.

Another observation should be made at the outset. In order that all parts of the organization dynamics could be described and related in a descriptive manner certain conclusions had to be drawn that may have appeared to be based more on subjective than objective observations and data. This is a limitation of the study but in all cases every effort was made to get at the truth and relate it as objectively as possible.

## C H A P T E R 1

### THE CANADA NEWSTART PROGRAM

The Canada NewStart Program was proposed in 1965 to establish pilot projects of practical research to determine the best methods of meeting the training needs of unemployed or marginally employed adults in designated areas of Canada. Alberta NewStart Inc. is a private non-profit organization incorporated in Alberta in 1967 as part of the Canada NewStart Program. In order to understand a study of an organization such as Alberta NewStart it is necessary to understand the framework within which it was established, namely the Canada NewStart Program.

#### 1. Historical Background

The Canada NewStart Program is an experimental attempt in designated areas where there are disadvantaged populations to seek better methods for attacking the massive problems of poverty, unemployment, underemployment, and human resource development through increasing manpower training activities. It was felt these problems must be solved if Canada is to achieve its potential of economic and social equality of opportunity for its citizens. It emerged in response to the obvious need for more and better knowledge about how the 30% of Canadians who live below the so-called poverty line<sup>1</sup> can be most

---

<sup>1</sup> Economic Council of Canada, Fifth Annual Review, The Challenge of Growth and Change, Queen's Printer, Ottawa, 1968, p. 108-109.

effectively helped. Since a large portion of the target population was illiterate or functionally illiterate, adult education and training were considered to be major components of the program even though the program had economic orientation.

At a federal-provincial conference of premiers held in July 1965, Prime Minister L. B. Pearson proposed to the provinces the selection of a few designated areas for special pilot projects. In presenting the proposal he stated that this would be in effect an intensive effort in practical research designed to determine the best methods of meeting the training needs of adults in designated areas. Mr. Pearson further stated that the federal government believes this kind of experiment is essential to developing the improvements in manpower policies which the Economic Council of Canada had emphasized as being essential if we are to realize the potentialities of our economy.<sup>2</sup>

## 2. Rationale

This decision to establish "pilot training projects"<sup>3</sup> is an acknowledgement of significant gaps in existing economic development and manpower programs. It recognized that a large proportion of Canada's population were disadvantaged. For reasons which were poorly understood, the education, social and economic systems had failed to

---

<sup>2</sup> D. S. Conger, The History of the Canada NewStart Program, Unpublished Paper, Ottawa, Department of Manpower and Immigration, September, 1967, 17 p. (Appendix 1).

<sup>3</sup> Ibid. p. 2.

assimilate these people and carry them with the majority of Canadians into the affluence of the 1960's. It was apparent that the remedial prescriptions of rural development, occupational training, re-training and mobility support were having no significant impact on this large group of Canadian citizens.<sup>4</sup>

It was implicit in this decision that, before massive amounts of money and resources were committed to large scale economic and social development programs, a relatively small amount would be invested in practical research to determine which were the best ways to invest the larger sums of money.<sup>5</sup> Experience in the United States had shown clearly the need for systematic research and evaluation on many human and social problems before large scale operating programs were launched.<sup>6</sup> By systematically investigating the "gap areas" in human resource development, the Canadian government hoped to develop, test, and evaluate methods which could be used in large scale programs.

### 3. Objectives

From the outset the objectives of the Canada NewStart Program were experimental training and research objectives - the production of increased and improved knowledge about the problems of disadvantaged Canadians and about the effectiveness of alternative pilot projects

---

4 Ibid. p. 4-7.

5 Ibid. p. 9-15.

6 Economic Council of Canada, op. cit., p. 124-126.

solutions to these problems. This approach also recognized that the required research and development could not be carried out in Ottawa, in a provincial capital, or in the isolation of university laboratories. It had to be done in the relatively remote areas of Canada where significant numbers of the disadvantaged live with their complex and multiple problems and in the context of their socio-economic environment. It also recognized that no one discipline could solve the problems and that an inter-disciplinary approach would be needed. The NewStart concept represented a novel approach by the federal government to sponsor and support applied research in adult education and in the behavioural and social sciences on a significant scale.

#### 4. Organizational Structure

One of the unique features of the Canada NewStart Program was the organizational model which was endorsed by the federal and the provincial governments as a mechanism for implementing the program. The structure chosen was that of a private non-profit corporation established under the Societies Act of the province within which each such program was to operate.<sup>7</sup>

It was felt that to function effectively as field research units these agencies must be free from the bureaucratic constraints of federal and provincial governments. The ability to compete in the professional labour market, to establish and maintain competent

---

<sup>7</sup> D. S. Conger, in a letter to T. M. Jones, dated August 28th, 1970, Prince Albert, Saskatchewan NewStart, 3 p. A copy of this letter is on the files of Saskatchewan NewStart in Prince Albert.

inter-disciplinary research teams, and to attract to remote areas the type of imaginative, creative, and innovative staff required was essential to the success of the program. So also was the freedom to make decisions on priorities, commitments, and program changes without reference to higher authority. The autonomy of a private corporation was also expected to provide greater access to the policy and decision-making levels of the sponsoring provincial and federal departments, to private industrial and commercial enterprises, and to professional associations, and labour organizations.<sup>8</sup>

Each NewStart Corporation is owned jointly and equally by the federal government and the appropriate provincial government. Each Corporation has a five man Board of Directors, including a full time Executive Director, who are jointly appointed by the two governments and are fully responsible for the operation of the Corporation. The Executive Director is the chief executive officer of the Corporation responsible to the Board of Directors for day to day operation and management.

Under the federal-provincial agreements which cover the program, the federal government is responsible for financing up to 100% of the approved budget of each NewStart Corporation's operation. On incorporation, each Corporation is provided an initial planning grant and further operating grants are made annually on receipt and approval of a program plan and budget for the ensuing year. The Corporation is

---

8 Ibid.

accountable for its funds to the federal government and its records are subject to audit by the Auditor General of Canada. These provisions do not prevent the Corporations from entering into contractual agreements with provincial governments or other agencies which involve the provision of additional funds or resources. Each Corporation was assured of an operating life of three full years with additional periods of six months to a year for setting up and initial planning, and similar time for phase-out and completion of evaluation and reporting.

At the federal level a small administrative staff was established to negotiate the necessary agreements with the provinces, to recruit Executive Directors for each Corporation, and to provide administrative, legal, and financial support to the Corporations. The federal government also established a Technical Support Centre to provide professional and technical advice and support to the Corporations in the development of programs and in the application of research design and evaluation techniques. These two sections were established in 1966 as the Experimental Projects Branch in the Department of Manpower and Immigration. This Branch was later transferred, with the responsibility for the Canada NewStart Program, to the Department of Regional Economic Expansion and is now part of the Social and Human Analysis Branch of that Department.

This organizational model is a modified form of what Alan Pifer, President of the Carnegie Corporation, has called "quasi nongovernmental

organizations."<sup>9</sup> Pifer (1967) discusses the recent proliferation of such organizations in the United States and predicts a considerable growth of this type of institution in the future. He points out that in every instance where such an organization has been formed in the U. S. the basic reason was that an urgent national need had been identified that no other institution in the society was meeting, or seemingly, could meet. The example most familiar to educators is probably that of the regional educational laboratories in the U. S. A. The Canada NewStart model is perhaps more comparable to those of the Job Corps Program and the Community Action Program in that it was directed at specific areas and target populations. The emphasis on research and development objectives and the orientation toward rural areas were features of the NewStart Program which made it different from these American programs.

Thus the essential characteristics of the NewStart model are:

The Organizations are autonomous non-profit private corporations (Quasi non-governmental Organizations) established in areas selected because of manifest problems of economic stagnation and significant disadvantaged populations.

There is federal-provincial joint sponsorship as equal partners and co-owners of the Corporations.

Up to 100% financial support comes from the federal government. The remainder may come from a provincial government or other sources.

---

<sup>9</sup> Alan Pifer, "The Quasi Nongovernmental Organization," from the Annual Report of the Carnegie Corporation, of New York, 1967, p. 3-16.

The objectives are research and development objectives with a mandate to diagnose, define, and investigate the problems of disadvantaged people and to experiment, innovate, and evaluate in the search for solutions to these problems.

### 5. Implementation

Once the necessary agreements had been reached with the provinces, action was taken to set the Canada NewStart Program in motion as quickly as possible. On October 1, 1966 the Experimental Projects Branch was established in the Department of Manpower and Immigration and the Director and Assistant Director were appointed. In March of 1967 all ten provinces were invited to submit proposals on NewStart areas for discussion. In April and May of 1967 the first members of the professional consultant staff were appointed to the Technical Support Centre. These consultants were to give specialized objective advice (staff) and were not involved in hierarchical administrative roles or in decision making (line). Agreements were signed with four provinces (Nova Scotia, Alberta, Saskatchewan, and Prince Edward Island); the first four NewStart Corporations were formed and the Executive Directors were appointed during July and August. In September an orientation course for the Executive Directors was held in Ottawa and they were directed to produce plans and budgets for 1968 operations before the end of 1967.<sup>10</sup>

---

10 E. P. Sloan, "The Canada NewStart Program," from a paper presented by G. J. Rancier at the 8th Annual Canadian Conference on Education Research, Canadian Council for Research in Education, Ottawa, March, 1970.

Within the Canada NewStart Program, Alberta NewStart was born.

## 6. Alberta NewStart

Alberta NewStart Incorporated was established under the conditions and agreements of the Canada NewStart Program to,

develop, through research and experimentation methods and programs which could be implemented on a widespread basis to prepare unemployed and underemployed adults for stable and rewarding employment. This is based on the hypothesis that those who are not now being assimilated properly into the economy could be when new efforts were made to identify, select, motivate, counsel, train and place these individuals. While the program would incidentally train a number of people, its basic objective was the development of techniques which would be applicable throughout the country.<sup>11</sup>

Within this broad frame of reference Alberta NewStart was intended to be relatively independent<sup>12</sup> to set up an organization to meet its local needs and establish and attain its more specific objectives.<sup>13</sup>

---

11 The Canada NewStart Program, Pilot Projects Branch, Program Development Service, Department of Manpower and Immigration, Ottawa, September, 1967, p. 3.

12 Relatively independent as compared to other federal agencies within government bureaucracy.

13 D. S. Conger letter to T. M. Jones, op. cit.

## C H A P T E R    I I

### ORGANIZATIONAL ANALYSIS

The challenge to administrators and supervisors in modern complex social organizations appears to be to get the optimum utilization of and satisfaction for both individuals and groups of individuals that comprise the organization. If the organization is to be effective it must take on almost human qualities and sensitivity in order to prosper or flourish. If the organization does not reflect a liveness, it may become sick from internal forces and disequilibrium or from external pressures with which it is not able to cope.

The problem confronting a student of organizational analysis is to decide whether to describe or compare the many factors that make up a complex organization at a given time and thus attempt a comprehensive analysis, or, to consider a single factor such as leadership in some depth with an analysis of its variance with some other variable. In selecting single factors such as leadership for study, at any given time the type of leadership behaviour exhibited in an organization may be the result of or intended for other purposes that are not easily observed. Dealing with the one or two variables alone without considering the many other variables that are part and parcel of the total organization might be only looking at a symptom of more important factors that reflect the real functioning or dysfunctioning, effectiveness or ineffectiveness of the organization. In new organizational approaches such as the Canada NewStart Program it would seem that a comprehensive

study would be of greater value than studying smaller components. Other later studies might analyze components of the program in depth. Selznick supports comprehensive studies in his descriptions of a similar American program.<sup>1</sup>

Given the complexity of studying and describing complex social organizations, one must establish a framework for his study. This framework must be comprehensive in scope and go into some depth to determine real factors and interrelationships that lead to organizational effectiveness.

Three approaches to describing and analyzing an organization appear open: (1) to attempt to piece together the activities of an organization based on personal observations and good common-sense judgement, which may be described as a blank-page approach; (2) to develop a guide or model, again based on personal study, judgement and thinking about what makes up the important components of an organization; or (3) to select a model or a group of models already developed by organization theorists to be adapted to guide his investigation. This last approach is used in this study. Although it is a more closed-structure approach it can still remain flexible and adaptable, in fact it could improve by the introduction of components or factors that were unforeseen.

The approach used in this thesis is supported by Argyris when he writes:

---

<sup>1</sup> Phillip Selznick, TVA and the Grass Roots, New York, Harper and Row Inc., 1966.

It can be said ... that common-sense proponents are actually using a theoretical framework with which to understand the world. It is their own personal, private, prejudiced framework created to keep themselves in a relatively happy state with their environment. The difference between a common-sense theoretical framework and a scientific theoretical framework is that the latter attempts to be public, not private; it is systematic, not random; it does not permit prejudices to enter; and finally it is continuously tested not by one case but by many.<sup>2</sup>

It becomes more clear then that not only is a theoretical base required to guide analyses of complex social organizations but also that a systematic study requires a planned and preferably tried approach. Ideally a theoretically based structured framework provides the essential model for analyzing complex social organizations.

#### 1. Models of Organizational Analysis

Early models of organization such as the ideal bureaucratic type of Weber<sup>3</sup> have been found to have many shortcomings because they assume an ideal bureaucracy, underestimate the power of the informal organization, and do not consider the multitude of variables and dysfunctions of the various elements in complex organization. March and Simon<sup>4</sup> report on three more recent alternative forms of theoretical

---

2 Chris Argyris, Personality and Organization, New York, Harper and Brothers, 1957.

3 Max Weber, From Max Weber, Essays in Sociology, Gerth and Mills trans., New York, Oxford University Press, 1946, p. 196-245.

4 James G. March and Herbert E. Simon, Organizations, New York, John Wiley & Sons, Inc., 1958, p. 36-46.

system models developed by Merton,<sup>5</sup> Selznick,<sup>6</sup> and Gouldner<sup>7</sup> which reflect consideration of dysfunctions of the bureaucratic model. They attempt, through their models, to identify functions and dysfunctions within the bureaucratic system. However, if we assume that organizations cannot fully control the activities of organization members as if they were parts of a machine it would seem that these models are not the most appropriate.

Models which might be useful because they include consideration of interactions, rational and natural systems, and biologically related concepts are those of Whyte,<sup>8</sup> Gouldner<sup>9</sup> and Haire.<sup>10</sup> Whyte summarizes his concept in this way:

My system involves the interactions, activities and sentiments of the members in relation to the social, economic, and technological environment. I assume a state of mutual dependence among the elements of the social system, which means that a change introduced into activities will be accompanied by changes

---

5 Robert K. Merton, "Bureaucratic Structure and Personality", in Social Forces, Vol. 18, 1940, p. 560-568.

6 P. Selznick, op. cit.

7 A. W. Gouldner, Patterns of Industrial Bureaucracy, Glencoe, Ill., The Free Press of Glencoe, 1954.

8 William F. Whyte, "An Interaction Approach to the Theory of Organization," in Mason Haire, Modern Organization Theory, New York, John Wiley and Sons, Inc., 1959, p. 155-183.

9 Alvin W. Gouldner, "Organizational Analysis", in Robert K. Merton, Leonard Broom, and Leonard S. Cottrell Jr., Eds., Sociology Today, New York, Basic Books, Inc. Publishers, 1959.

10 Mason Haire, Modern Organization Theory, New York, John Wiley and Sons, Inc., 1959, p. 272-306.

in interactions and sentiments, and so on.<sup>11</sup>

Thompson<sup>12</sup> sets up a different approach that may be used for studying the behaviour of complex organizations. He conceptualizes a series of propositions that provide an inventory based on activities and relationships supposedly relevant to all organizations. These propositions might provide very good checks and balances in studying organizations or alternately in using sample organizations to determine whether the Thompson framework is comprehensive and his propositions true. An additional concept worthy of consideration from Thompson's thinking is the theory that organizations are more than lengthened shadows of one or a few men. He states that to interpret and study simply the personality variables of an organization would be deceptively simple, would make generalizations very difficult, and not get at the basic things that organizations do because they must.

Gouldner provided an important distinction that Thompson pursued.<sup>13</sup> He was able to discern two fundamental models underlying most literature on organizations. These were the rational and natural-system models, somewhat similar to formal and informal systems. Thompson added the notion that rational models result from a closed system

---

11 William F. Whyte, Men at Work, Homewood, Illinois, The Dorsey Press Inc., and Richard D. Irwin Inc., 1961 reported by C. S. McDowell in "The Dynamics of the Saskatchewan Teachers' Federation" unpublished Ph.D. thesis, University of Alberta, September, 1965.

12 James D. Thompson, Organizations in Action, Toronto McGraw-Hill Book Co., 1967.

13 Ibid., p. 4-13.

strategy and natural-system models flow from open-system strategy.

What is still needed is an eclectic model that incorporates the best of other models, is comprehensive, integrated and flexible, and allows for description of the many variables that are part of every organization.

The model proposed by Bakke exemplified what appeared to be the most useful guide for describing a complex social organization for this study.<sup>14</sup> Within its framework it is possible to enlarge and relate concepts and insights of modern theories to on-going operations in a descriptive and analytical manner.

## 2. Bakke's Framework of Bonds of Organization

Bakke sets forth the framework of the concept that he feels comes close to meeting the criteria of: (1) consistency with the concept of reality, (2) interaction and interdependence of parts, and (3) comprehensiveness and applicability of concept.

His definition of an organization meets the above criteria by defining it as a whole, and is supported operationally by definition of parts:

A social organization is a continuing system of differentiated and coordinated human activities utilizing, transforming, and welding together a specific set of human, material, capital, ideational, and natural resources into a unique problem-solving whole engaged in satisfying particular human needs in interaction with other systems of human activities and resources in its environment.<sup>15</sup>

---

<sup>14</sup> E. Wight Bakke, "Concept of Social Organization," in Mason Haire, (ed.), Modern Organization Theory, New York, John Wiley and Sons, Inc., p. 16-75.

<sup>15</sup> Ibid., p. 37.

He derives the following major features or parts essential to a more specific definition of a particular social organization.

1. The Organizational Charter or the image of organization's unique wholeness. The Organizational Charter identifies characteristics of the organization such as its name, function, goals, policies, symbols, internal and external relationships and obligations, value premises and its importance in such a way that it becomes somewhat unique and identifiable through its image.

2. The Basic Resources, human, material, capital, ideational, and natural, utilized in organizational activities. These resources, both actual and potential are important to an organization because they govern many of the kinds of activities the organization can undertake and may set limits on the actualization of the Charter.

3. The Activity Processes essential to the acquisition, maintenance and utilization of these basic resources for the performance of the organization's function. The Systems of Activity or Activity Processes reflect the dynamic character of the organization and its systems of activities or essential processes. Bakke states that the social organization lives by means of the activities which (a) develop and legitimize its organizational charter, (b) acquire, maintain, transform, and utilize its basic resources in achieving its objectives, and (c) preserve its unique wholeness in the face of internal and external problems and change.<sup>16</sup> The five necessary classes of major activity systems which he identifies as characterizing all specific purpose

---

16 Ibid., p. 43.

organizations are identification activities, perpetuation activities, work-flow activities, control activities, and homeostatic activities.

A social organization may exhibit effectiveness/ineffectiveness or inefficiency in carrying out certain of the activity processes. These are summarized, as Bakke has outlined them, in Appendix 2.

### 3. The Bonds of Organization

The elementary substance of a social organization has now been described as containing three major features or elements: (1) The Organization Charter, (2) The Resources, and (3) The Essential Processes. The homeostatic processes of fusion, problem-solving and leadership utilize, organize and focus the Organizational Charter, the Resources, and the other Processes upon the basic problem of internal adjustment and external adaptation of the organization in such a way that its unique wholeness and its integrity, is maintained in an evolving state of dynamic equilibrium.

This interdependence among all the elements can be shown in another way which Bakke calls the Bonds of Organization. As is the case with homeostatic activities, the bonds of organization add no new elementary parts to the definition. Rather, they integrate the three major features or elements into operating systems and indicate the interdependence among all three. To build upon the concept of a Bond of Organization one may begin with a single essential task, activity or process such as legitimation or evaluation which may be termed critical issues. He would then study the contribution made to the

carrying on of these activities or critical issues by the Organizational Charter, the Basic Resources, and the other Essential Processes. A description of the Bond would then be organized around the key elements of the Activity or Critical Issue, the Function to be performed or the Objective of this activity or critical issue, the Instruments utilized in the activity or critical issue, the Helper Processes, and Reinforcements which tend to stabilize and justify the activity or critical issue.

Starting with any particular critical issue then, it is proposed that in studying and describing it and the associated variables which impinge upon it, one will be able to touch upon phenomena associated with every one of the elements of an organization.

McDowell, in using this model to describe the Saskatchewan Teachers Federation, found the framework of the Bakke model useful but suggested adding one item to the outline, namely, conflict between or among the systems of activities.<sup>17</sup>

To summarize Bakke's framework or model for defining the nature and structure of a social organization is not easy because it is detailed and complex. However he makes this pointed justification of his approach:

In defining an adequate and usable concept of the social organization, I am not nearly so impressed by the impracticability involved in magnitude and complexity as by that inherent in oversimplification.<sup>18</sup>

---

17 C. S. McDowell, The Dynamics of the Saskatchewan Teachers Federation, Unpublished Ph.D. Thesis, University of Alberta, 1965.

18 E. W. Bakke, op. cit., p. 73.

The comprehensiveness of his definition and model ensure its adaptability. Undoubtedly some of the bonds and elements are more appropriate and significant in some types of organizations than in others. It is necessary for the investigator or observer to use his judgement in selecting or emphasizing the bonds or elements that suit his purpose, while still retaining the entire definition and framework as a guide. A framework for bonds of organization is shown in Appendix 3.

## C H A P T E R    I I I

### DESIGN OF THE STUDY

The purpose of this study was to analyze and describe the dynamics of Alberta NewStart Inc. as a formal complex social organization. As explained in Chapter I, the Canada NewStart Program is a unique experimental approach to upgrading disadvantaged people. It was deemed useful to analyze this corporation to determine what bonds of organization exist and to record its complexity and effectiveness in its three years of operation.

#### 1. Statement of the Problem

The problem was to analyze a complex social organization in a descriptive manner. The framework for analysis was Bakke's model<sup>1</sup> which is outlined in the form of specific questions on the following pages. Evaluation aspects of the study were to determine effectiveness, ineffectiveness and inefficiency in the organization's treatment of the issues under study. Also, a basic problem was to determine the dynamics of Alberta NewStart in carrying out its mandate.

The dynamics of Alberta NewStart are described in the behaviour of the organization as it attempted to cope with the selected critical

---

1 E. Wight Bakke, "Concept of Social Organization," in Mason Haire (ed.), Modern Organization Theory, New York, John Wiley and Sons, Inc., 1959, p. 37.

issues with which it has been faced.<sup>2</sup> It was considered by the writer that two major issues that would best reflect a cross-section of the organization's operations and aims and incorporate all major components in the organization's behaviour in dealing with these issues were:

1) legitimation and 2) evaluation of projects.

Chapter four defines and describes the issue of legitimation of Alberta NewStart as it is traced through the elements of Bakke's model.

Chapter five describes the issue of evaluation of projects in Alberta NewStart in a similar but much more concise manner.

The critical issues, then, studied and described within the framework of the Bakke framework were:

(1) Legitimation - the appropriateness of this type of organization for carrying out action-research and program development for upgrading disadvantaged Canadians, specifically native Indian and Metis people of the northern prairies and how it became appropriate;

(2) Evaluation - the assessment of major projects and components designed to meet the needs of the target population. Behavioural change and employability were considered as part of the need.

Questions were focused on the organizational behaviour and contribution of components of Alberta NewStart, namely, the Organizational Charter, the Basic Resources, and the Essential Processes (defined in Chapter II), in response to the above critical issues. An

---

<sup>2</sup> The term "issues" is used in this thesis to prevent confusion with terms such as "activities" or "processes" which are component terms of the Bakke model.

analysis of this behaviour, as guided by supplementary questions listed below, was conducted to identify, illustrate and describe the major bonds of organization in Alberta NewStart.

Basic Question. What are the major bonds of organization in Alberta NewStart?

Supplementary Question. With respect to each of the critical issues; Legitimation, and Evaluation:

1. What was the nature of each issue? (a description of each issue as applied to Alberta NewStart)
2. What was the function performed by each issue? (organizational behaviour of Alberta NewStart responding to each issue)
3. What instruments or items of basic resources were utilized in carrying on each issue? (specific items of basic resources needed in carrying on the various Alberta NewStart activities as related to each issue)
4. What helper processes were utilized in carrying on each issue? (contributory activities essential to carrying on each issue)
5. What reinforcements were utilized? (rituals and sentiments associated with satisfactory relations in carrying on activities relating to each issue)
6. What homeostatic activities were evident from the study of each issue?
7. What bonds of organization appeared to have developed either during or as a result of the organization's behaviour?

8. What were the common organization behaviour reactions to both issues?

Two additional questions were formulated as the study progressed and are answered in the chapters on each issue:

1. Have there been conflicts between or among any of these activities?

2. Were there symptoms of co-optation or political influence in organization activities?

Symptoms of effectiveness/ineffectiveness or inefficiency as outlined in the Bakke Model appeared in the carrying out of the activity processes. These are summarized in Chapter VI.

## 2. Research Procedure and Collection of Data

The research procedure proposed for this descriptive study was based primarily on analysis of relevant documentary evidence supplemented by direct observation, interviews and discussion. The writer spent over three months living at the site of Alberta NewStart working full-time in studying documents and analyzing information related to the study. In addition he accumulated information and data from officers and files of the Edmonton and Ottawa offices and received information from other NewStart Corporations. Blau and Scott have stressed the usefulness of documentary analysis as a method of study of organizations by stating:

A particular advantage enjoyed by the student of formal organizations is precisely the existence of such documents ...; to overlook their significance as an

inexpensive, valuable source of data on the policies of the organization and the conduct of its members is to fail to exploit the "natural resources" in this research field.<sup>3</sup>

The research procedure and collection of data in this study involved:

1. Location and analysis of documentary material in the files of the Department of Regional Economic Expansion. This was supplemented by discussions and unstructured interviews with personnel of the above department who were involved in Alberta NewStart activities since its inception.<sup>4</sup>
2. Collection of provincial documents, discussions and interviews with Department of Education officials in Alberta who have been involved in Alberta NewStart's inception and survival.<sup>5</sup>
3. Analysis of meeting minutes of Alberta NewStart's Board of Directors, as well as minutes of the meetings of core staff directors.<sup>6</sup>
4. Analysis of documentary evidence, and discussions and interviews with Alberta NewStart officials, staff and clients.<sup>7</sup>

---

3 Peter M. Blau and W. Richard Scott, Formal Organizations, San Francisco, Chandler Publishing Co., 1962, p. 18.

4 Dr. Garnet T. Page, Dr. R. C. Blain, E. P. Sloan were specific people interviewed.

5 Dr. T. C. Byrne, G. Carter and J. P. Mitchell were particularly helpful.

6 See Tables 5 and 6.

7 Evidence of this is demonstrated through the thesis - Appendix 8 is a specific example of involvement in Alberta NewStart studies.

One chapter of the study is devoted to each of the critical issues examined. This includes an explanation of the critical issue and an explanation of the events and activities that took place or are taking place in connection with it. An analysis of the organization and model is described. From these explanations a description of the dynamics of Alberta NewStart evolves.

In addition to the above explanations based on Bakke's model, an objective look was taken at Alberta NewStart to determine whether there are dimensions of the model that should be added. In a sense this was a reciprocal action and resulted in a look at the desirability of using the Bakke model for future descriptive studies. The major dimension of political influence that might add to the value of the model is described briefly.

A final chapter is devoted to summary and conclusions about the major bonds of organization within Alberta NewStart and the factors that have led to success or non-success in the survival and attainment of objectives in this unusual and complex organization. In addition, Table VIII evaluates the organization in briefly describing the symptoms of effectiveness/ineffectiveness and inefficiency as the issues of legitimation and evaluation of projects are traced through the Bakke model.

### 3. Assumptions

Bakke's model was the most comprehensive for descriptive studies of complex organizations that the writer could find. The theoretical

framework that modern complex organizations are systems of mutually dependent variables that are held together by certain bonds appeared to be appropriate for studying Alberta NewStart.

It was also assumed that accurate and adequate analysis of the dynamics of a formal social organization could be obtained with the method suggested in this study.

#### 4. Delimitations

The study did not attempt to investigate every issue that has faced Alberta NewStart but rather, was delimited to analysis of organizational behaviour with respect to the two issues selected, legitimation and evaluation.

The study was further delimited to considering those aspects of organizational behaviour that could be demonstrated by documentary evidence and interviews.

#### 5. Limitations

Major limitations of the study were with respect to sources of data. Although it is not intentional, there is always some danger of a degree of misinterpretation or error by the writer or the person interviewed or material studied.

Another limitation or unusual circumstance is the fact that this is a study of an organization with a predetermined terminal date.

## 6. Significance and Possible Outcomes of the Study

Alberta NewStart places considerable emphasis on education and training in bringing about behavioural change in its clients. Studying the issue of Evaluation of Projects in a million dollar per year action research organization was expected to bring out findings of significance to educators.

The unusual approach of supporting an action research program by establishing a quasi nongovernmental corporation has placed this organization in a highly independent and flexible position. The study of the Legitimation of Alberta NewStart was anticipated to be worthwhile. It is possible that this study might assist in future decisions to promote or replicate similar programs and studies.

If the Indian and Metis people continue in their quest for identification and control of their own destiny, this study could be of value to them. It demonstrates some of the strengths and weaknesses in a well-intentioned decentralized approach to meeting their needs.

The use of the Bakke model with its comprehensive approach to studying organizations was considered to make a worthwhile contribution. At the same time while the concept guides the analysis it was considered possible that feedback on the applicability of the model might contribute to further clarification and expansion of Bakke's model. For example, in discussion of Bakke's model, it was suggested by McDowell that "conflict" is a useful extension of the Bakke concept.<sup>8</sup>

---

<sup>8</sup> C. S. McDowell, The Dynamics of the Saskatchewan Teachers Federation, Unpublished Ph.D. Thesis, University of Alberta, 1965.

Although the NewStart Corporations are placing considerable emphasis on finding out what brings about behavioural change in the disadvantaged clients, to this writer's knowledge there is no other analysis or study of the dynamics of the total Alberta NewStart organization. It was considered that this unique organization should have its behaviour recorded before possible phase-out. With the pressure for more self-help programs and need for research into the type of organization that can best provide this type of service, it was felt that this organization's behaviour should be studied to learn of and record symptoms of effectiveness/ineffectiveness and inefficiency for the benefit of possible future replication.

## CHAPTER IV

### LEGITIMATION

Bakke has stated that, although it is no easy task, one can systematically trace an activity, issue or process such as Legitimation through his framework for Bonds of Organization and touch upon every major class of parts of the whole organization.<sup>1</sup> This chapter traces the issue of Legitimation of Alberta NewStart through the Bakke model to determine the bonds of organization as well as symptoms of effectiveness/ineffectiveness and inefficiency.

#### 1. The Issue

Legitimation may be defined as the act or process of being legitimated. This, according to Webster, means being justified or authorized.<sup>2</sup> Narrowly defined, it gives legal status to a person or to an organization. In this study however, legitimation will be interpreted more broadly.

---

1 E. Wight Bakke, "Concept of Social Organization," in Mason Haire (ed) Modern Organization Theory, New York, John Wiley and Sons, Inc., 1959, p. 71-72.

2 Webster's New World Dictionary, College Edition, Toronto, Nelson, Foster and Scott, Ltd., 1966.

Peabody writes on the Authority of Legitimacy<sup>3</sup> and refers to such writers as Weber,<sup>4</sup> Simon,<sup>5</sup> and Presthus<sup>6</sup> who use formal authority as part of the legal order of bureaucracies (hierarchical offices),<sup>7</sup> social approval in employer-employee relationships<sup>8</sup> and generalized deference toward authority.<sup>9</sup> Kimbrough writes of school superintendents operating within the context of a formal, legitimized power structure, or system of control as established by law, regulation, or customary standard procedure.<sup>10</sup>

McDowell writes that every social group tends to develop cultural preferences for ways that seem to it to be right; it develops a value system. If an entire group finds itself faced with the same circumstances, and if its members share similar beliefs as to what is good

---

3 Robert L. Peabody, "Perceptions of Organizational Authority: A Comparative Analysis," Administrative Science Quarterly, Vol. 6, March, 1962, p. 463-472.

4 Max Weber, The Theory of Social and Economic Organization, A. M. Henderson and Talcott Parsons, trans., Talcott Parsons, ed., New York, 1947, p. 328, 339.

5 Herbert A. Simon, "Authority," in Conrad M. Arensburg, et al, eds., Research in Industrial Human Relations, New York, 1937, p. 104-106, H. A. Simon, D. W. Smithburg, V. A. Thompson, Public Administration, New York, 1950, p. 189-201.

6 Robert V. Presthus, "Authority in Organizations," Public Administration Review, 20, 1960, p. 88-91.

7 Max Weber, op. cit.

8 Herbert A. Simon, op. cit.

9 Robert V. Presthus, op. cit.

10 Ralph B. Kimbrough, Political Power and Educational Decision-Making, Chicago, Rand McNally & Co., 1964, p. 219.

and right, a common value orientation emerges. This value orientation defines the exercise of specified social controls as being legitimate.<sup>11</sup> He quotes Schermerhorn as saying "Legitimate power is that type which is exercised as a function of values and norms acceptable in the society."<sup>12</sup>

Two forms of legitimation seem to emerge, legal legitimation and social legitimation. These terms might be better clarified by stating that whereas organizations such as the Saskatchewan Teachers Federation reflect a longer incubation and growth period based on the "grass roots"<sup>13</sup> needs of the people concerned, organizations such as Alberta NewStart Inc. were superimposed in an emergent manner in answer to governments' apparent sudden recognition of "grass roots" needs. In the former (e.g. Saskatchewan Teachers Federation), social legitimation moves in advance of legal legitimation; in the latter (e.g. Alberta NewStart Inc.), legal legitimation precedes social legitimation.

Alberta NewStart attained legal legitimacy as a result of three main actions. The first was the decision of the Government of Canada to sponsor the Canada NewStart Program and concurrence by the provinces with the concept of autonomous pilot projects at the Federal-Provincial

11 C. S. McDowell, The Dynamics of the Saskatchewan Teachers Federation, Unpublished Ph.D. Thesis, University of Alberta, 1965, p. 27.

12 Richard A. Schermerhorn, Society and Power, New York, Random House, 1961, p. 36.

13 Phillip Selznick, TVA and The Grass Roots, Berkeley, University of California Press, 1949, p. 4.

Conference in January, 1966.<sup>14</sup> The second was the decision of the Government of the Province of Alberta in 1967 to participate in the program.<sup>15</sup> The third was the actual incorporation of Alberta NewStart under the Societies Act of that province, August 9th, 1967.<sup>16</sup>

Social legitimacy in Alberta NewStart was a slower process. If we accept social legitimacy as social acceptance and thus having a social status, several months elapsed before Alberta NewStart was accepted by the people and communities. The most noticeable indicator of acceptance of Alberta NewStart in the communities in which it was working was shown in the "Lac La Biche Native Sit-In" January 17th - February 12th, 1970.<sup>17</sup> This was a highly visible indicator of acceptance of Alberta NewStart. The Indians and Metis people were resisting Ottawa in any attempt to reduce or remove activities associated with

---

14 D. S. Conger, "The History of the Canada NewStart Program," Unpublished Paper, Ottawa, Department of Manpower and Immigration, September, 1967, p. 11-12. (Appendix 1).

15 Agreement between the Government of Canada and the Province of Alberta dated March 10th, 1967, under authority of Order-in-Council No. P. C. 1966-16/2057, November 3rd, 1966. This may be found in the files of Alberta NewStart, The Department of Regional Economic Expansion, Ottawa, and the Department of Education, Edmonton.

16 The Societies Act Application and Registration of Alberta NewStart Inc., Edmonton, Office of the Registrar of Companies, Province of Alberta, 1967, signed by Hon. Jean Marchand, Minister of Manpower and Immigration of Canada, Hon. R. Reiersen, Minister of Education for Alberta, Mr. J. W. Shields, Administrator and Future Executive Director, Alberta NewStart Inc., Dr. Garnet T. Page, and Mr. D. S. Conger, Director and Assistant Director of the Pilot Projects Branch, Department of Manpower and Immigration, Ottawa.

17 W. B. Handley and Marilyn I. Assheton-Smith, Lac La Biche Native Sit-In, Lac La Biche, Alberta NewStart Inc. Report, October, 1970, p. 1-12. (Appendix 4)

this organization. Although they wanted some modification in the management and operational objectives, they indicated strong support for the continued full operation of the organization.

In order to trace the issue Legitimation of Alberta NewStart through the Bakke model it is necessary to understand the nature of early events and activities in this organization's development.

## 2. Early Objectives of Alberta NewStart Inc.

The history of the Canada NewStart Program has been reviewed in Chapter I and in more historical detail in Appendix 1. Within this broad program Alberta NewStart was established.

From the outset there appeared to have been lack of federal and provincial clarity on three items that caused later concern:

1. The objective of the program in terms of where emphasis should be placed. Should the emphasis within the Corporation be placed on research? on development programs? on education/training? on community development? or on industrial development?

2. The maximum federal funding for each provincial NewStart Corporation's operations. Could a provincial NewStart Corporation expect substantial funding if it proposed an elaborate program that was felt to be needed before the necessary impact was attained?

3. The length of time the corporation was to be in existence and anticipated phase-out or phase-over procedures. Was the corporation to be in operation three years or could it build and plan for continued operation if the experimental period was proving to be successful.

All three items may have been rationalized by the initiators of the Canada NewStart Program in informal or even formal discussions but evidence of what transpired was not to be found in initial correspondence or documentation to the Alberta NewStart Corporation. This lack of clarity may have been justified by the recognized difficulty of specifying precisely what type of program would best meet the needs of the various types and levels of the disadvantaged in Canada at the time of inception of the program.

The overall objective of the Canada NewStart Program was stated in early 1966:

The entire research project is to develop and adapt vocational training methods and programs which can be ultimately implemented on a widespread basis by training and educational authorities to motivate and qualify disadvantaged youths and adults for stable and rewarding employment.

The development of approaches, methods and techniques for training people in designated areas through pilot projects will train a number of people immediately although the major objective is the development of techniques for application to such areas generally throughout the country.

The pilot project will develop ways of mounting such a program through involving various types of individuals, agencies and other community resources in the phases of the training program ranging from recruitment to placement.<sup>18</sup>

---

18 "Pilot Training Projects for Development Areas," A paper prepared for consideration at the Federal-Provincial Conference, Ottawa, Technical and Vocational Training Branch, Department of Citizenship and Immigration, (Changed to Department of Manpower and Immigration), January 6, 1966, p. 1. This document is on file at the Social and Human Analysis Branch, Department of Regional Economic Expansion, Ottawa.

This statement was made prior to the formation of any provincial NewStart Corporation. The objectives were specified more precisely at an orientation meeting of Executive Directors at the approximate time of the inception of the Alberta, Saskatchewan, Prince Edward Island and Nova Scotia NewStart Corporations in 1967:

The objective of the Canada NewStart Program is to develop, through research and experimentation, methods and programs which can be implemented on a widespread basis to prepare unemployed and underemployed adults for stable and rewarding employment. This is based on the hypothesis that those who are not now being assimilated properly into the economy can be when new efforts are made to identify, select, motivate, counsel, train and place these individuals. While the program will incidentally train a number of people, its basic objective is the development of techniques which are applicable throughout the country.

This program will be conducted by pilot training projects called NewStart corporations. They will involve various individuals, agencies and other resources in all phases of the experimental program, through recruitment, selection, counselling and assessment, referral to training, occupational orientation, educational fundamentals, social orientation, occupational training, placement and follow-up.

A pilot training project is an operating experimental and demonstration activity which is undertaken to:

1. Develop sufficient acquaintance with a problem area to permit the formulation of hypotheses for testing by experimentation.
2. Pioneer program innovations.
3. Display and demonstrate the feasibility and desirability of new ideas, techniques and programs which may not yet be in general use, with the intent of stimulating and assisting in the widespread adoption of those that are considered successful.

4. Develop new knowledge or use existing knowledge in new applications to activities which are or may be organized to meet problems of motivating and training disadvantaged adults for stable and rewarding employment.

Pilot training projects are concerned with the study, in an operational context, of ways and means of alleviating manpower problems through systematic experimentation with new or adapted techniques and institutional arrangements. This kind of action research may utilize one or more of a number of approaches, such as experimental design, surveys, and cost benefit analysis to provide definitive information regarding the efficacy of program applications.<sup>19</sup>

It may be noted that there is a subtle change from education and training orientation to economic research emphasis. At this same meeting Mr. Conger presented a paper which related the training/research objectives to economic objectives.<sup>20</sup>

Still no specific time limit had been stated officially for the anticipated lifetime of the corporation. Although several Ottawa officials have stated that they advised executive directors verbally in 1967 that the anticipated lifetime of NewStart Corporations would be a maximum one year set-up, three years operation and maximum one year phase-out or phase-over to the province there was no documentation to

---

19 "The Canada NewStart Program," A paper by the Pilot Projects Branch, Ottawa, Program Development Service, Department of Manpower and Immigration, September, 1967, p. 3-4. Reference files, Social and Human Analysis Branch, Department of Regional Economic Expansion, Ottawa.

20 D. S. Conger, op. cit., p. 3 (Appendix 1).

this effect and it was not written in the original charter of Alberta NewStart.<sup>21</sup>

The Charter of Alberta NewStart Inc. is the Document of Registration of the Corporation (including by-laws) approved by the Registrar of Companies in the Province of Alberta on August 9th, 1967.

In this document the objectives of the corporation were stated:

The objects of the society are to develop methods of qualifying for rewarding and stable employment persons who are disadvantaged, and particularly those who are handicapped as to their educational level, on the basis of the employment and other prospects for persons with various levels and types of skills, to execute on an experimental basis solutions to employment problems by the recruitment of trainees, their motivation, counselling, training, placement, welfare and related matters; to carry on the activities of a research centre, train, pay and provide such other services and benefits as are deemed necessary, to or on behalf of trainees, to conduct liaison with schools and training establishments and with provincial and federal governments and agencies; to develop methods of evaluating the procedures and methods used, prepare reports and publish and disseminate information relating to research and related programs; to enter into any arrangements with any authorities, public, academic, private or otherwise that may seem conducive to the Corporation's objects or any of them, and to obtain from any such authority any rights, privileges and concessions which the Corporation may think it desirable to obtain, and to carry out, exercise and comply with any such arrangements, rights, privileges and concessions.<sup>22</sup>

It was noted that in later brief papers outlining Alberta NewStart activities or reports written within the Corporation, the

---

21 The writer is particularly familiar with this situation because he was interviewed to be an Executive Director of Alberta NewStart. Hickling-Johnston Consultants of Toronto, Dr. G. T. Page, formerly Director of the Pilot Projects Branch, and D. S. Conger, Executive Director of Saskatchewan NewStart could confirm this.

22 The Societies Act Application and Registration, op. cit.

objectives were stated:

The overall objective of Alberta NewStart Inc. is to conduct experimental training and related programs appropriate to the target area and directed towards employment of the disadvantaged population.<sup>23</sup>

and in another report:

The basic objective of Alberta NewStart Inc. is to develop, implement, and evaluate new intervention systems to improve the social and economic level of disadvantaged persons. More specifically, the purpose of the corporation is to conduct experimental programs designed to prepare unemployed and under-employed adults for stable and rewarding employment.<sup>24</sup>

From these various sources one can see slightly different emphasis resulting from lack of clarity of what the objectives of the Corporation were perceived to be. This resulted in a variation of thinking from the extreme of sophisticated research to very pragmatic program and community development. In looking back to earlier drafts of the Societies Act Application it is considered worth noting that on November 2nd, 1966, the opening line of the objects of the society were stated "The objects of the society are the conduct of research into the development of new methods of qualifying for rewarding and...."<sup>25</sup>

---

23 "The Alberta NewStart Story", Paper presented at the Canada NewStart Program Adult Basic Education Symposium No. 3, Prince Albert, Saskatchewan and Lac La Biche, Alberta, May 12-16, 1969. Copy available at Alberta NewStart Inc. offices, Lac La Biche, Alberta.

24 "Alberta NewStart Inc.", an information paper available from Alberta NewStart Inc. explaining the Objectives and Plan of Operations of the Corporation, undated.

25 "The Societies Act Application," Draft Paper, Ottawa, November 2nd, 1966.

The differences in wording in the various documents just described may have been considered unimportant at the time but appeared to be key factors later as to whether the corporation carried on a research oriented program or a training and development oriented program.

Bakke states:

But we have generalized from observation of organizations that there is an image of the whole and that this image, as legitimized and symbolized in the Organizational Charter, is a point of reference and orientation in all activities carried on by agents of the organizations. It changes over time, but an interest exists in the maintenance of the integrity of the organization as visualized in that image.<sup>26</sup>

In tracing the issue of legitimation through the framework of Bakke's model then the first problem comes in clearly identifying the objectives of the Corporation from the Charter.

### 3. The Nature of Legitimation

Legitimation is considered to be primarily an identification activity. Identification activities, if effectively carried out, result in the development of a commonly understood Organizational Charter, its legitimization, and symbolic representation.<sup>27</sup>

Examples of the behaviour involved in the legitimation of Alberta NewStart have been:

1. Naming the society Alberta NewStart Inc.
2. Defining the objectives as quoted earlier from the Societies Act Application and Registration (The Charter).

---

26 E. Wight Bakke, op. cit., p. 67.

27 Ibid., p. 51.

3. Registering by-laws which define membership, meetings, directors and officers, borrowing limitations, auditing procedures, and the seal of the corporation (The Charter).
4. Identifying the area in and around Lac La Biche as designated under the Department of Industry Act of Canada in which the operations of the society are to be chiefly carried on. The target area covers northeastern Alberta and comprises approximately 20% of the land area of the province. The specific communities involved are the Kikino Metis Colony, Lac La Biche, Janvier, Fort McMurray and Fort Chipewyan (see Figure 1).
5. Designing the plan (description of research and action to be undertaken) the way (explanatory chart of the course of action) and the means (staff and budget required).<sup>28</sup>
6. Formulating and obtaining approval for a budget for operation of the corporation.
7. Purchasing and establishing physical facilities, accommodation, equipment and material for total operations.
8. Justifying on an annual basis the operations of the corporation through annual reports and a plan of action and proposed budget for the next years actions.<sup>29</sup>
9. Developing internal and external public relations programs with trainees, staff and the public.
10. Evaluating projects and programs and changing approaches to meet new needs.

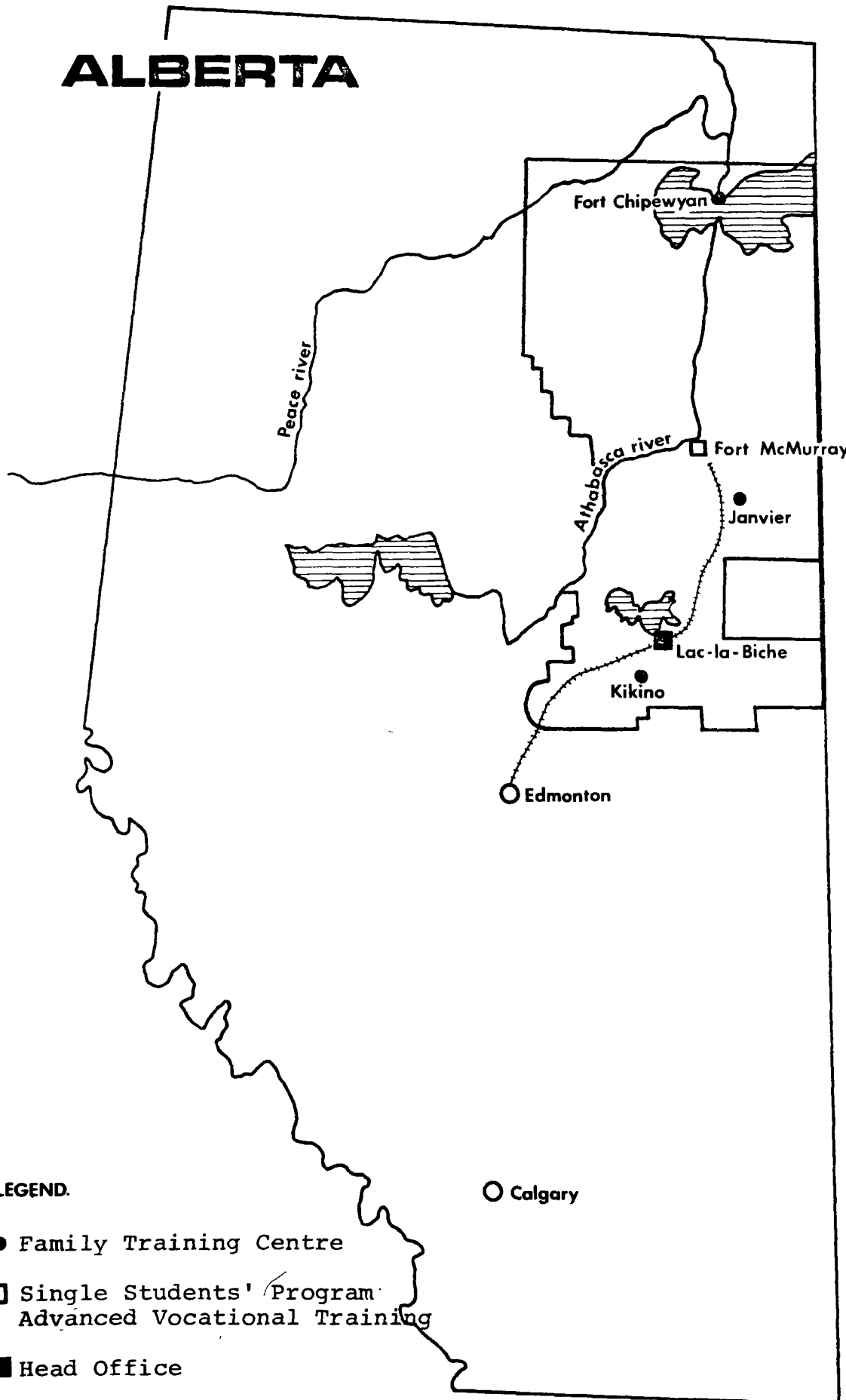
---

28 J. W. Shields, "A Proposal to the Minister of Manpower and Immigration and to the Department of Education for Alberta for an Experimental Pilot Training Project in the Lac La Biche Area in North-eastern Alberta," Lac La Biche, Alberta NewStart Inc., 1967.

29 Alberta NewStart Inc., "Annual Reports and Financial Statements," Lac La Biche, 1968-70.

FIGURE 1

LOCATION OF ALBERTA NEWSTART



**ALBERTA**

Fort Chipewyan

Peace river

Athabasca river

Fort McMurray

Janvier

Lac-la-Biche

Kikino

Edmonton

○ Calgary

**LEGEND.**

- Family Training Centre
- Single Students' Program  
Advanced Vocational Training
- Head Office

#### 4. The Function Performed or Objective of Legitimation

In a new and unique program such as that of Alberta NewStart legitimation appears to not only indicate ultimately the contributory relationship of this issue to the function of the organization as defined in the Organization Charter, but to relate considerably to the very survival of the organization. The ten examples of behaviour symptomizing legitimation outlined above have been or are being carried on by the Corporation. In addition, in terms of possible perpetuation or continuation of Alberta NewStart beyond the anticipated terminal date, issues of progress toward the legitimate objectives and legitimate projects have been items that have been used for justification and support for extension of time and/or making the corporation permanent and on-going.<sup>30</sup>

#### 5. Instruments Utilized in Legitimation

The instruments used in legitimation are the specific items of basic resources needed in carrying on this activity. The basic resources essential to the operation of an organization are those human, ideational, material, capital, and natural elements which are employed by the agents of the organization in its activities. In a sense these resources, their quality, quantity and specific attributes are important in determining the limits within which the Organizational Charter can be actualized. Bakke has stated that one of the most

---

<sup>30</sup> Alberta NewStart Inc., "Discussion Paper re Future of Alberta NewStart Inc.," Lac La Biche, 1971.

important factors leading to the "steady state" of organizational activities will be the persistency of the quantity and quality of the resources employed and, therefore, the need for adaptation to these contributing attributes.<sup>31</sup>

People or Agents - The people who are participants in the organization and their biological equipment, their abilities (thinking, doing, feeling), their predispositions (attitudes, habits, sentiments), and their self-conceptions are the most prominent of the organization's basic resources. The Executive Director and his core staff are directly engaged in the legitimation of the corporation. This includes centre supervisors who are most visible in small communities and must establish good rapport both internally within the centre and externally in the community.

Figures 2-7 indicate the organization structure of Alberta NewStart Inc. Lines of communication are open and a free permissive exchange of ideas and planning is apparent at all levels and between departments. It should be noted however, that in conversations with core staff there is a common recognition that the overall plan of Alberta NewStart is primarily that of the Executive Director and ideas must fit within this plan. It is recognized too that this plan is tempered by decisions and observations of the Board of Directors as well as governments in Ottawa and Edmonton.

---

31 E. Wight Bakke, op. cit., p. 39.

LAC LA BICHE OFFICE

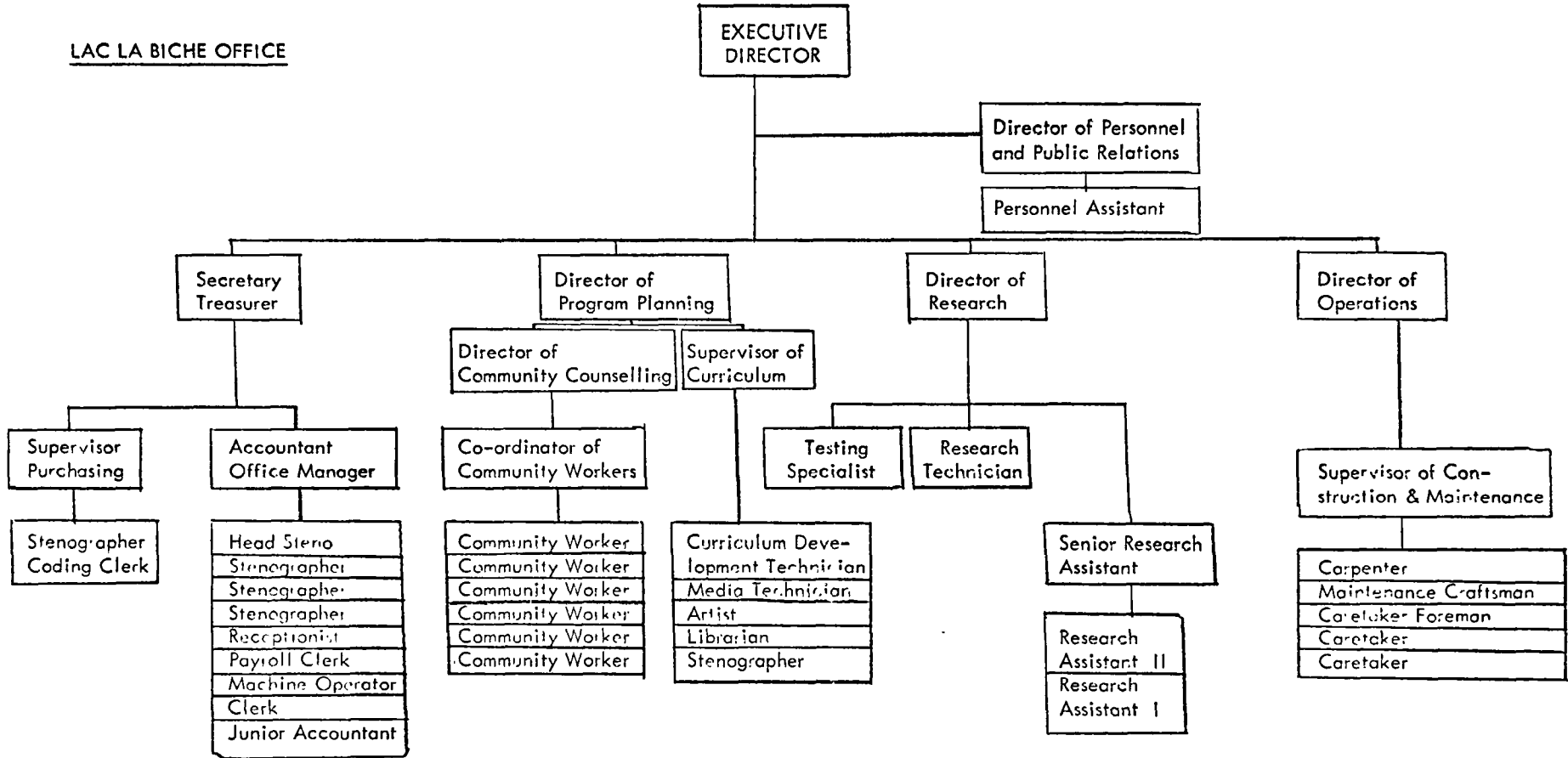


FIGURE 2

ORGANIZATION STRUCTURE OF ALBERTA NEWSTART  
LAC LA BICHE OFFICE

LAC LA BICHE  
TRAINING CENTRE

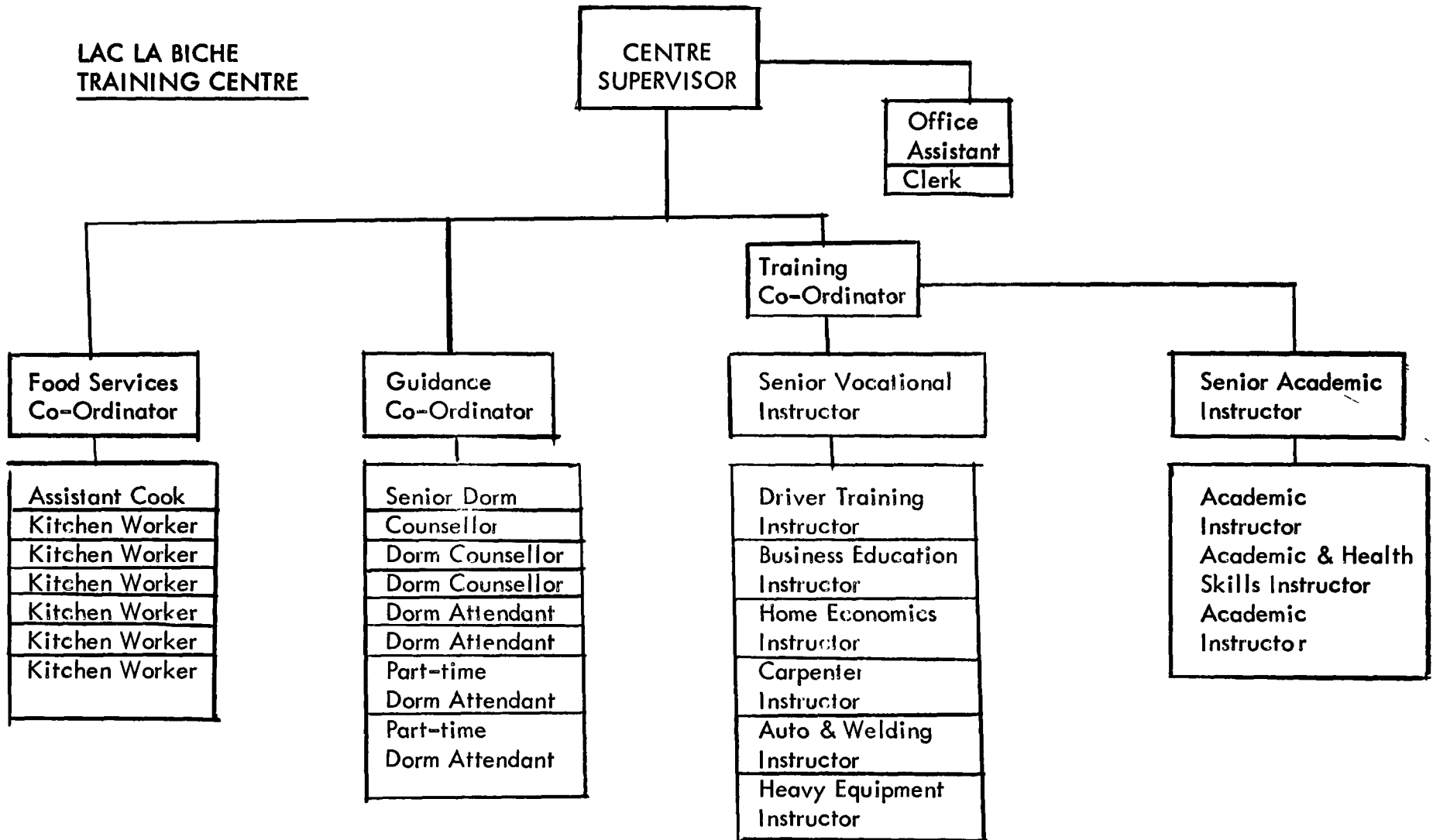
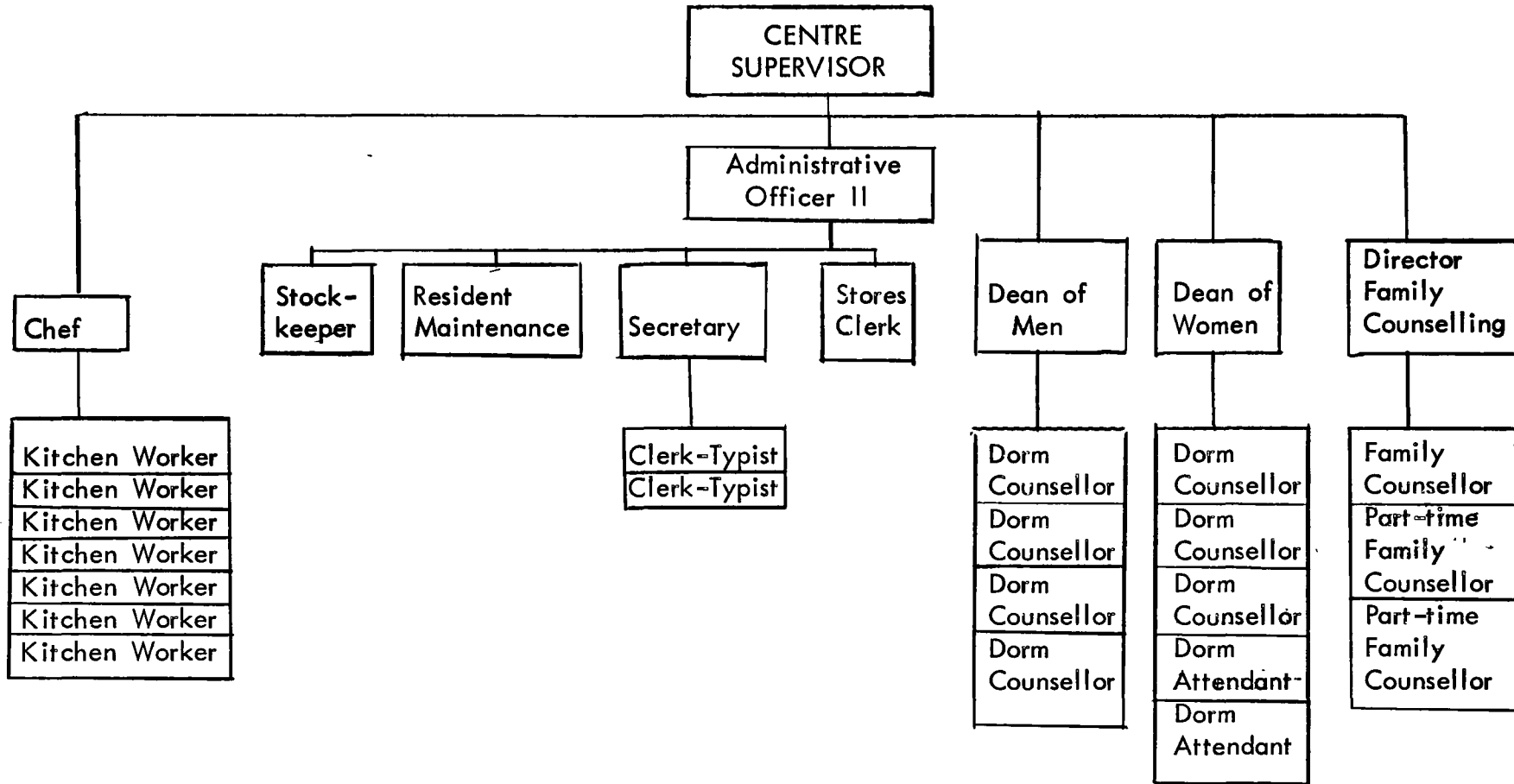


FIGURE 3

ORGANIZATION STRUCTURE OF ALBERTA NEWSTART  
LAC LA BICHE TRAINING CENTRE

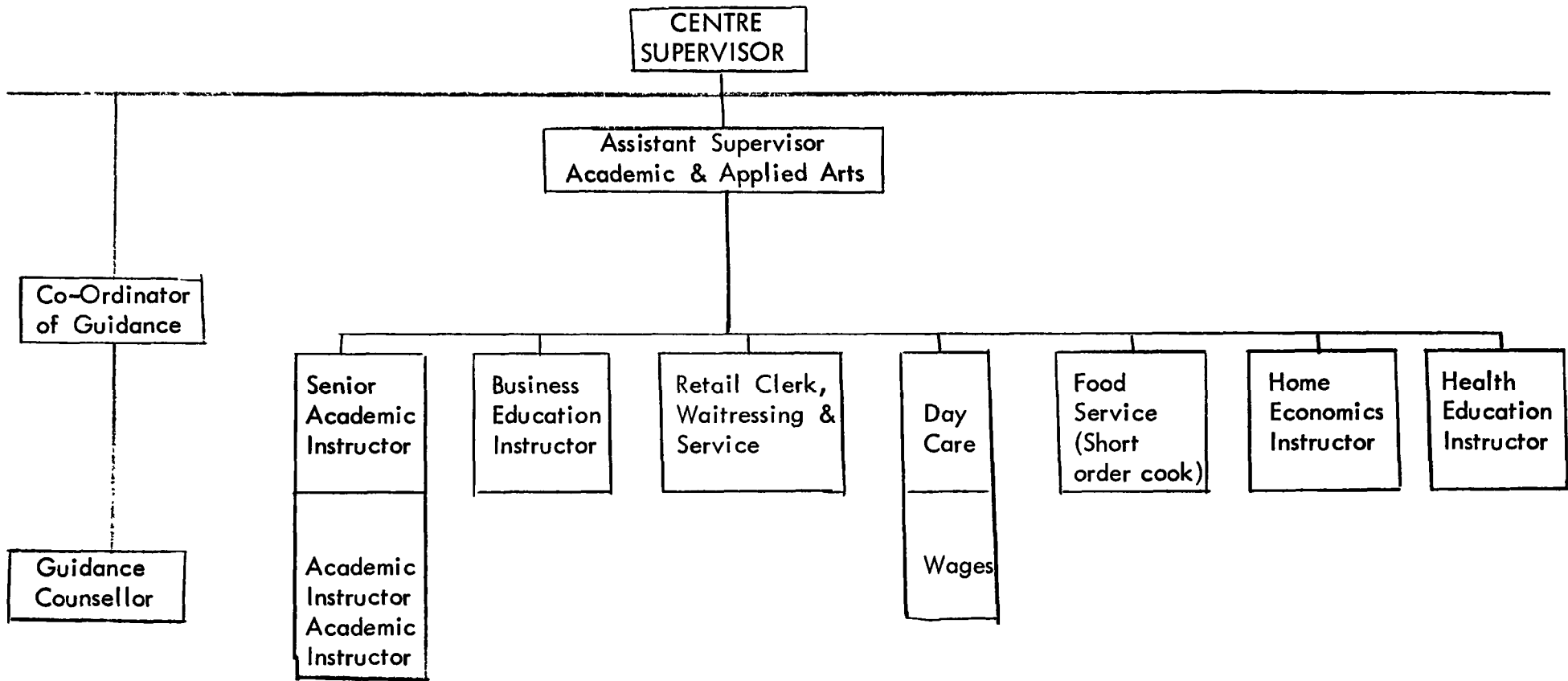
**FORT McMURRAY  
CENTRE**

(This chart is broken into three major components)



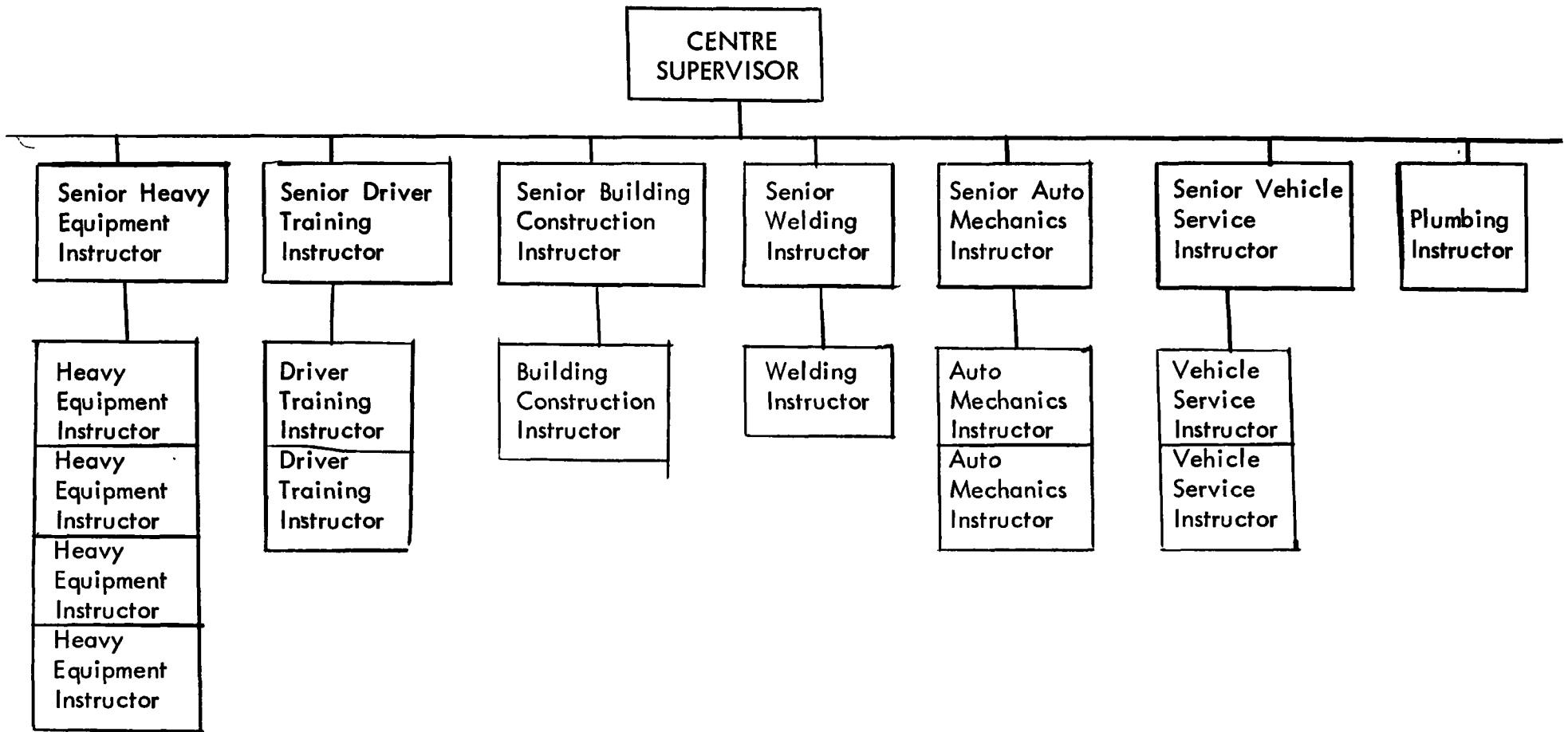
F I G U R E 4 a

ORGANIZATION STRUCTURE OF ALBERTA NEWSTART  
FORT McMURRAY ADULT VOCATIONAL CENTRE



F I G U R E 4 b

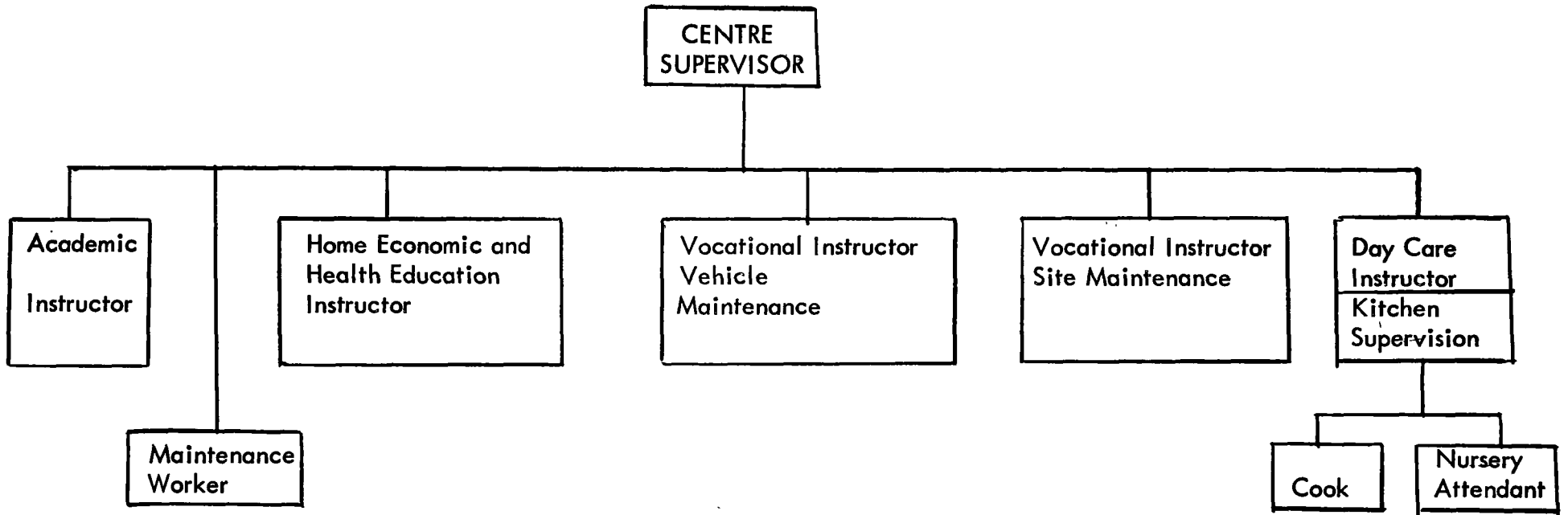
ORGANIZATION STRUCTURE OF ALBERTA NEWSTART  
FORT McMURRAY ADULT VOCATIONAL CENTRE



F I G U R E 4 c

ORGANIZATION STRUCTURE OF ALBERTA NEWSTART  
FORT McMURRAY ADULT VOCATIONAL CENTRE

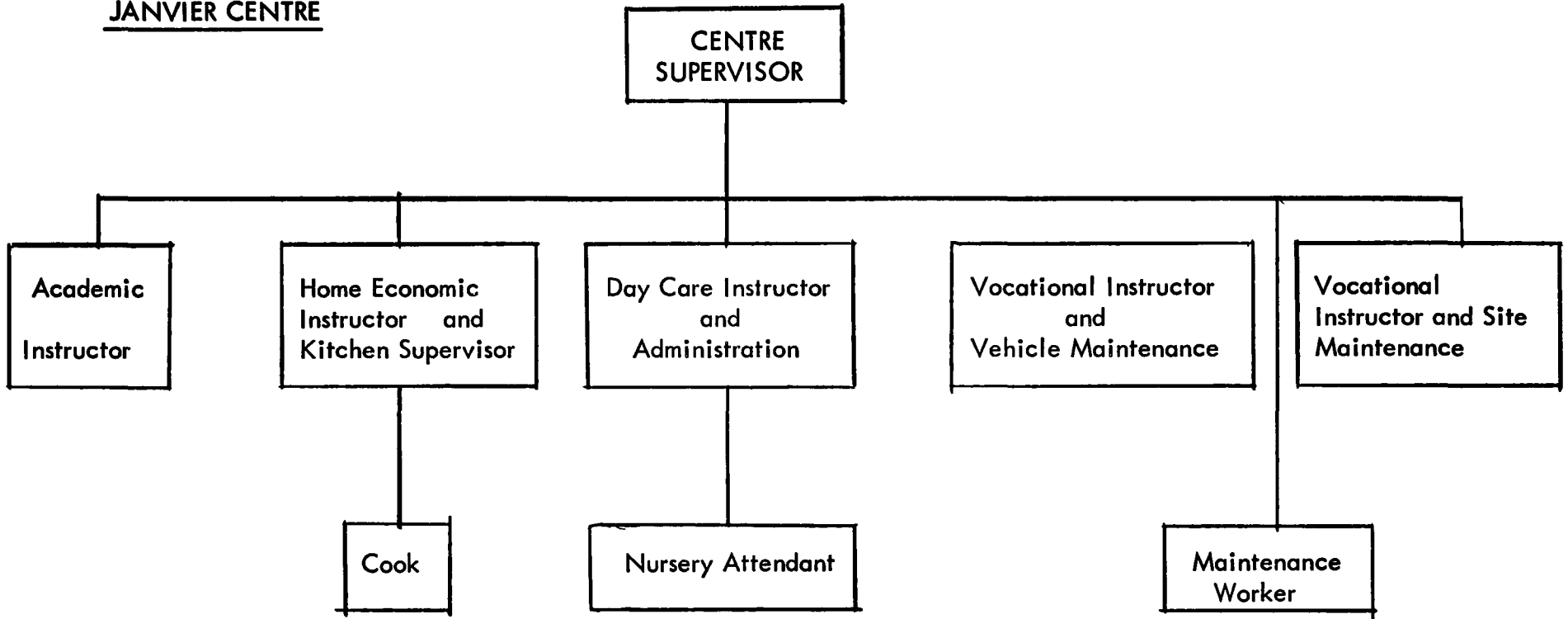
KIKINO CENTRE



F I G U R E 5

ORGANIZATION STRUCTURE OF ALBERTA NEWSTART  
KIKINO MOBILE CENTRE

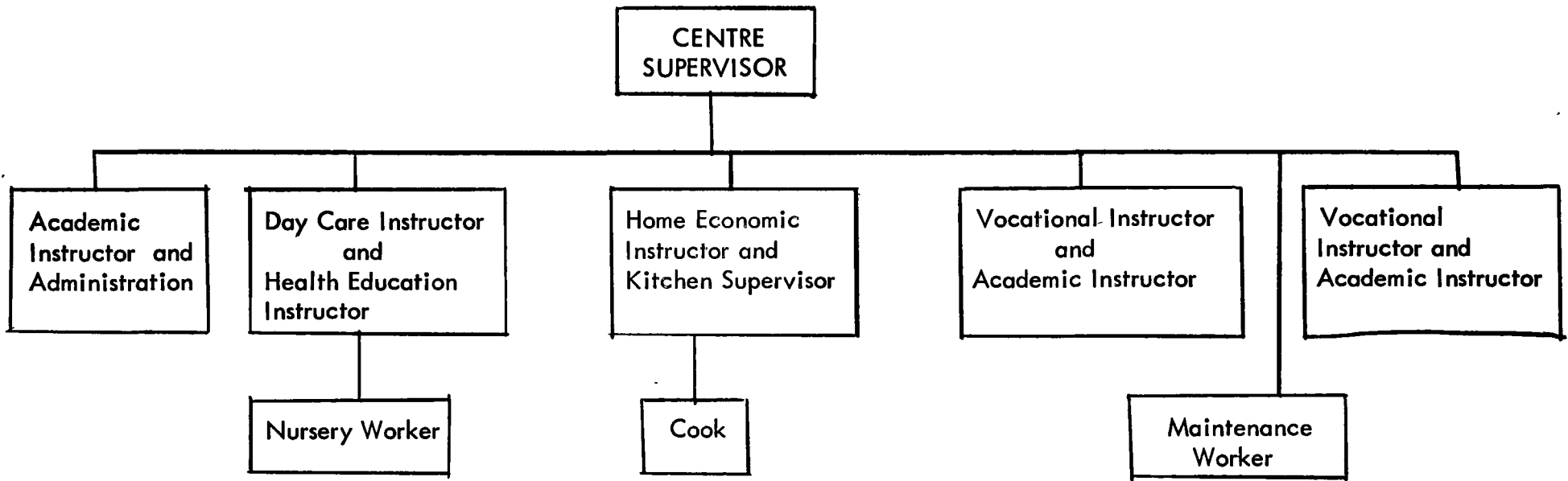
JANVIER CENTRE



F I G U R E 6

ORGANIZATION STRUCTURE OF ALBERTA NEWSTART  
JANVIER MOBILE CENTRE

FORT CHIPEWYAN CENTRE



F I G U R E 7

ORGANIZATION STRUCTURE OF ALBERTA NEWSTART  
FORT CHIPEWYAN MOBILE CENTRE

In relating the staffing sequence<sup>32</sup> to the objectives of the program one may hypothesize that Alberta NewStart Inc. is more program development oriented than research oriented.

September 1, 1967	Executive Director hired
October 1, 1967	Secretary-Treasurer hired
December 1, 1967	Program Director hired
January 15, 1968	Operations and Personnel Directors hired
June-September, 1968	Recruitment of staff for Mobile Centres, Lac La Biche Centre and Central Office
May, 1969	Director and Assistant Director of Research hired <sup>33</sup>

In studying the chronological sequence of events in the early history of the corporation program development preceded research design.<sup>34</sup>

December 31, 1967	First Plan and Proposal submitted to Ottawa
January 31, 1968	Revised Plan and Proposal submitted
February 8, 1968	First Meeting of Board of Directors

---

32 Alberta NewStart Inc., op. cit., (30).

33 It should be noted that although this staffing sequence shows May, 1969 hiring of a Director and Assistant Director of Research, there is evidence that these positions were filled earlier but the first director was later relieved of his duties. The approach to research in this corporation appeared to be of a post hoc or ex post facto design. It would appear that in the referred to paper (30) justification for perpetuation or extension of the life of the corporation was centring on the fact that Alberta NewStart had not had time to do proper research because it was busy with program development.

34 E. Wight Bakke, op. cit., p. 1-12.

March, 1968	Plan and Proposal tentatively approved
April 22, 1968	Tenders let for Mobile Training Centres and Lac La Biche
June, 1968	Contract awarded to Atco Industries
August, 1968	Agreement signed between Alberta New-Start and Department of Education re Alberta Vocational Centre, Fort McMurray
November 14, 1968	1968 Plan and Proposal approved
September 15-December, 1968	Staff involved in curriculum development, program planning, ordering of materials and supplies
January, 1969	Staff began to locate in each of the centres
March-September, 1969	Sixteen houses completed in Fort McMurray. Additions to Alberta Vocational Centre completed. Residence facilities for single girls acquired in Fort McMurray
March, 1969 to present	Implementation and evaluation of experimental programs
December, 1969 to present	Closing of Lac La Biche Centre, formation of Alberta Pe-Ta-Pun Development Inc. who now occupy this centre. This is an Indian-Metis organization attempting to run its own program

It was evident that the research design was to be of an ex post facto nature.<sup>35</sup> This was illustrated in data that showed a pre-conceived plan for a program was put into operation and research staff hired later to attempt to evaluate the program. Evaluation of Projects

35 G. Rancier, "Report on Canada NewStart Adult Basic Education Symposium No. 2," Ottawa, Experimental Projects Branch, Department of Forestry and Rural Development, July 22-24, 1968, p. 8. At this symposium the first Alberta NewStart Research Director indicated that because of the nature of the program ex post facto research would have to be used.

is discussed in Chapter V of this thesis.

Another unusual phenomenon that appeared when following the Bakke concept of instruments related to Ottawa's superimposing an outside agency for a human resource survey. In an action initiated in Ottawa it was proposed that a common format "community model" survey be undertaken in each NewStart area to collect data describing the current status in terms of:

- (a) Manpower Resources
- (b) Manpower Requirements
- (c) Economic and Industrial Development
- (d) Existing Services and Facilities

The aim of this proposed contracted survey was to establish a "standard set of descriptive and analytical tools" in order that a common "before" picture (demographic model) be available on each community.<sup>36</sup> It was intended that co-ordination, comparison and evaluation between NewStart Corporations would be better because of these surveys.

A human resource survey was conducted during the summer and fall of 1968. All available adults within the target area were interviewed and their answers coded on 100 or more survey items. Some of the results have been analyzed or are still being analyzed.<sup>37, 38</sup>

---

36 E. P. Soan, in a paper proposing "Area Survey and Analysis," Ottawa, Pilot Projects Branch, Department of Manpower and Immigration, July 11, 1967.

37 David Jackson, "Who are the Disadvantaged in Canada? A Report of Human Resource Survey," The Ontario Psychologist, 1:5, Toronto, Ontario Psychological Association, 1969, p. 243-255. Area B in this report is the Alberta NewStart area.

38 Lewis Aumack, "An Application of Community Typology to Social Science Research," Lac La Biche, Alberta NewStart Inc. Report, October, 1970, 32p. (Appendix 5).

From an organization analysis point of view the method of implementation of the survey is considered important.

1. The human resource survey was contracted to David Jackson and Associates (Toronto) from Ottawa.
2. In a sense the survey was superimposed by Ottawa on the target area.
3. There was little involvement of Alberta NewStart in designing the survey.

In a discussion with one of the local farmers about Alberta NewStart, he advised that he had been working on an ARDA committee for the past few years attempting to assess the potential of communities such as Kikino. He said that the committee had very little money to work with but had established good rapport and many local people had worked collectively over a winter to gather information and data similar to that of the human resource survey. Suddenly Alberta NewStart appeared on the scene with what appeared to be "loads of money" and according to him, "did not consider what was being done or had been done in the area."<sup>39</sup>

Actually in this case perceptions of Alberta NewStart activities were perceptions of activities generated in Ottawa. One might ask in hindsight whether more emphasis should have been placed on a community entrance program.

Both of the above situations i.e. the staffing/events sequence and the human resource survey action indicate two things:

---

39 J. Sykes, in conversation with the writer, May, 1971.

1. If the projects were to be specifically research oriented this was not clear in the Charter or not clearly understood by the Corporation. This is assuming qualified research workers are necessary to design an action research program.
2. In a community involvement program such as this there did not appear to be an adequate entrance plan or consideration of the value of community recognition.

The reason for these situations developing may have been:

1. In the early stages of a new type of organization it is better not to bind the activities of the organization by inflexible charter objectives, particularly when dealing with problems of disadvantaged people to which there are no known or obvious solutions.

2. In a community involvement program such as this, advance publicity may work to the detriment of the corporation activities by such actions as:

- a. local land and housing purchase and speculation,
- b. unqualified persons applying pressure for jobs,
- c. high expectations for quick results,
- d. direct and indirect involvement, positive and negative, for various levels of political gain.<sup>40</sup>

Bakke has stated that to be effective in its perpetuation activities an organization must have available adequate basic resources in quantity and quality for its operations. Personnel activities

---

<sup>40</sup> In 1967 the "Company of Young Canadians" was under question, and high public expectation for immediate results gave CYC poor publicity. Newspapers were indicating that broad publicity of CYC in its early life raised expectations for highly visible results. Dr. Page and his Technical Support Staff recognized a similar fate for the Canada NewStart Program if there was extensive publicity in an experimental program in which the participants might be viewed as guinea pigs and in which behavioural change is generally recognized by researchers as a slow process.

perpetuate people and their qualities.<sup>41</sup>

Alberta NewStart has had a permanent staff of approximately 100 people. This is illustrated in Table I, page 58.<sup>42</sup> This staff has been supplemented at various times by upward of thirty additional part-time staff.

Early problems were encountered in trying to attract highly qualified staff to this area of Alberta. This was at least partly compensated by Alberta NewStart in its policies of providing:

1. An attractive pay plan.
2. Company vehicles for business use and/or travel allowances.
3. Subsidized good living accommodation.
4. Efficient accounting and office procedures.
5. Good working environment.
6. Annual holidays.
7. Sick, compassionate and educational leave.
8. Relocation expenses.
9. Fringe benefits in various insurance and pension schemes.
10. Written policy manuals and job description manuals for the security of the employees.<sup>43</sup>

In considering the question of quality of staff there may be a tendency among many people to think of this in terms of higher education. Alberta NewStart had to consider this plus the additional factor of being recognized by the Indian and Metis communities. There was increasing participation by "native"<sup>44</sup> people on staff. The dynamics of this situation may be described as the pressure by the native people to

---

41 E. Wight Bakke, op. cit., p. 52.

42 The source of this information was pay sheets and staff roster, Alberta NewStart Inc., Lac La Biche, Alberta.

43 Alberta NewStart Inc., Policy Manual, Lac La Biche, 1967-71.

44 "native", a term used by Alberta NewStart meaning Indian or Metis.

T A B L E I

"WHITES" AND "NATIVES" EMPLOYED FULL-TIME ON RANDOMLY  
SELECTED DATES BY ALBERTA NEWSTART INC.

	WHITE		NATIVE		TOTAL		NOTES
	N	%	N	%	N	%	
January 1, 1968	5	100	0	0	5	100	Executive Director and Core Staff.
July 1, 1968	15	68	7	32	22	100	Basic support staff added. Native community counsellors hired.
January 1, 1969	55	85	10	15	65	100	Mobile centres opened.
June 2, 1969	77	81	18	19	95	100	Growth in native involvement on staff.
November 20, 1969	70	69	31	31	101	100	Reduction of white-growth in native involvement. In addition, 15 white and 16 native were employed on a part-time basis.
December 31, 1969							Lac La Biche Training Centre closed down.
February 2, 1970	49	56	38	44	87	100	Alberta Pe-Ta-Pun Development Inc. began operation taking senior native staff from Alberta NewStart.
October 9, 1970	57	54	48	46	105	100	Incomplete data.
February 12, 1971	47	52	43	48	90	100	Incomplete data.
June 1, 1971	49	64	28	36	77	100	In addition 8 whites and 10 natives were employed on a part-time basis. Phase-out or phase-over under way. Natives now being employed elsewhere. Findings being collated and programs/information being written up.

be employed in a program that affects them on the one hand, and on the other, the balance that has had to be maintained to achieve program development and research findings, both requiring highly qualified and competent staff. To make Alberta NewStart legitimate in the legal and social sense, a dynamic balance had to be developed and maintained between qualified "native" and "white" staff. Table I reflects efforts made to meet these needs.

#### Ideas and Language

Thoughtways activities perpetuate ideas. This involves for example: research and planning, development of alternative strategies; the development of policies, methods, rules, standards, etc.; the development and clarification of major premises and bodies of data essential for decisions and action; the development of an understanding of the nature and potential of the basic material, capital, human, and natural resources; the development and clarification of ideas of all kinds (values, concept of self, character of the organization, relationship of self to the organization i.e. position and standing, facilities, basic resources available and required, bodies of data, bodies of knowledge, nature of the environment and its power familiar strategies for solving problems).<sup>45</sup>

Although legal legitimation of Alberta NewStart Inc. has been outlined earlier in this paper<sup>46</sup> as actions by the federal and provincial governments and the actual establishment of the corporation, legitimation may also be considered to have taken place with the actual

---

45 E. Wight Bakke, op. cit., p. 52-53.

46 See p. 32.

idea that was to become the life of the organization.

This idea was the concept outlined by Alberta NewStart Inc. in its initial proposal to the Minister of Manpower and Immigration for a Research-Action Project.<sup>47</sup> This proposal outlined in considerable detail a two step family centred acculturation program which included projected costs and a planning chart and timetable.

This plan and proposal reflected the ideas of the Executive Director and the platform on which he was employed. When the plan was modified and approved March 13th, 1968,<sup>48</sup> the go-ahead for staffing, building, funding and other action within limitations of a letter dated May 15th, 1968 was committed.<sup>49</sup> In effect the idea had been bought and the Corporation went into action.

From that time on there was a strong commitment to pursue this plan. Newer members of staff have commented internally on the fact that they have had to accept the idea because of the feelings and commitment of the Executive Director even though, at times, they would

---

47 J. W. Shields, op. cit., (28).

48 Jean Marchand & Tom Kent, "Memorandum of Approval," Ottawa, Department of Manpower and Immigration, March 13th, 1968. Reference files, Department of Regional Economic Expansion, Ottawa, and Alberta NewStart Inc., Lac La Biche.

49 W. R. Dymond, "Memorandum to the Deputy Minister," Ottawa, Department of Manpower and Immigration, May 15th, 1968. Reference files, Department of Regional Economic Expansion, Ottawa, and Alberta NewStart Inc., Lac La Biche.

have veered from the present course.<sup>50, 51</sup> Part of this need for change in emphasis in the program was in recognition of findings as the program progressed. It raises the question of whether an action research program should be committed to completing all parts or components of the program even though newer ideas may arise that may appear to be better at the time or whether the original idea should be pursued to determine exactly where the weaknesses were. In a government sponsored program such as this there was obvious political danger in veering too far from the original course because the politician at a remote higher level may be caught defending a program in some detail that may not be, in fact, operating as originally approved.

Ideas and language contributed to legitimation in a number of other ways. In analyzing ideas and language the basic conflict between a research oriented program or a program development program appeared.

The basic principles of technical operations and appropriate procedures were set up in a business like manner to meet the requirements of auditing and accountability. Ideas of a business approach were incorporated in order to meet the possibility of benefit/cost measurement requirements and research requests. At the same time there had been an attempt to keep the technical language as simple as possible to meet the possible needs of explaining programs to the Metis and Indian participants.

---

50 Lew Aumack, Director of Research, Alberta NewStart Inc., in conversation with the writer.

51 Gordon Stangier, Director of Program Planning, Alberta NewStart Inc., in conversation with the writer.

Interrelationships and rapport with the native population had been established through the involvement of these people on staff and the writing of materials and programs in a language and at an interest level to meet their needs.<sup>52</sup>

The concept of organization had been to keep it as flat as possible, i.e. remove semblances of a pyramidal hierarchical structure in the actual operations. The purpose was to improve communication and relationships among the staff and program participants. The chief measurement of the success of this aspect of the program was that Indian and Metis people would now talk much more freely about their problems,<sup>53</sup> there was more free intervisitation between offices at all levels (doors were always open),<sup>54</sup> native people were now getting senior jobs in Edmonton,<sup>55</sup> and representatives of government departments spoke highly of observed changes in attitude to government sponsored programs since Alberta NewStart had entered into sample marginal

---

52 The Program Development Centre at Lac La Biche has a writing and production staff working full time producing instructional materials at an interest and comprehension level to meet the unique needs and appreciations of Indian and Metis people.

53 Indian and Metis frequently dropped in on the writer or requested and expected visits from him to see what they were doing.

54 Observed behaviour.

55 Examples were:

Joe Cardinal and Cyril Muskego were now working with the Indian Association of Alberta.

Mike Woodward became Executive Director of the Metis Association of Alberta and later was working in the Regional Education office in Athabasca.

communities.<sup>56</sup>

The idea of total family training and acculturation meant an inter-disciplinary approach which necessitated program planning and budgeting in departments of administration, community counselling, operations, research and program development. Legitimation grew through the establishment of these departments, budgeting and equipping each and establishing a plan of operations.

#### Materials

Service activities perpetuate materials, equipment and plant.<sup>57</sup>

Service activities, materials, equipment and plant contribute to legitimation of Alberta NewStart to a much greater extent than in other NewStart Corporations because of:

1. The nature of the problem being studied and the method of approach approved.
2. The lack of available physical facilities prior to NewStart entry.
3. The need to equip the facilities and bring in competent staff to carry out the program.
4. The need to supply transportation and communication facilities to remote areas.

---

<sup>56</sup> An example of this is reported in a Western Seminar of the Department of Regional Economic Expansion, Regina, December 17-18, 1969, when Mr. Stu Shields, of the Prairie Farmers Rehabilitation Act, Edmonton, spoke of the change in attitude in Kikino people since the mobile centre program started in that community.

<sup>57</sup> E. Wight Bakke, op. cit., p. 52.

In order to carry out the program as approved, Alberta NewStart inventory of costs indicated it had spent about 1.7 million dollars on land, buildings, vehicles and equipment to December 31st, 1970. (See Table II)

Considering the originally intended total expenditure for each NewStart Corporation was to be approximately 1 million dollars per year for the operating three years of the corporation,<sup>58</sup> (1968, 1969, 1970), the Alberta NewStart plan committed this corporation to an expenditure in excess of half of its total three year budget for capital expenditures alone. Annual operating expenditures of approximately 1.2 million dollars<sup>59</sup> pushed annual expenditures well beyond the rate acceptable to the funding authorities (Ottawa) and caused a chain reaction of problems. Table III illustrates a sample year consolidated budget.

Legitimation of the corporation was on trial in that:

1. The approved program to which the corporation had now been committed was considered too costly by Ottawa.<sup>60</sup>

---

58 Generally understood from verbal statements. The writer has not been able to find this stated specifically in early documents to Alberta NewStart Inc. There is a statement that up to \$100,000 was agreed to for initial surveys and planning in 1967 for the drafting of an overall plan for the ensuing years and a specific plan for 1968. Reference, "Memorandum to the Minister," File 2045-2011, Department of Regional Economic Expansion, Ottawa.

59 Budget maxima for 1968, 1969, and 1970 were set at 1.17 million dollars. Reference, Correspondence, G. T. Page to J. W. Shields, November 14 and December 20, 1968, file 2455-201/9, Department of Regional Economic Expansion, Ottawa.

60 Ottawa to Alberta NewStart Inc. - letters and telex of March 20, August 13, November 12, 14 and 28, December 12, 1968 from G. T. Page to J. W. Shields expressing increasing concern over the cost of Alberta NewStart Inc. Reference file 2455-201/9, Department of Regional Economic Expansion, Ottawa.

T A B L E I I  
ALBERTA NEWSTART INC.

INVENTORY AT COST  
December 31, 1970

	TOTAL COST	LAC LA BICHE OFFICE	LAC LA BICHE CENTRE	FORT McMURRAY	KIKINO	JANVIER	FORT CHIPEWYAN
Land	85,600.00	15,100.00	14,500.00	56,000.00			
Buildings	1,164,827.37	196,223.16	382,440.95	252,616.00	109,186.00	114,696.52	109,664.74
Leasehold Improvement	6,632.45	765.00		1,318.95	3,103.00	1,445.50	
Automobile & Trucks	100,929.22	20,877.86	30,351.66	3,640.40	16,857.77	16,138.42	13,063.11
Heavy Equipment	143,475.15		44,300.00	36,500.00	19,230.69	22,694.46	20,750.00
Machinery & Tools	39,685.75		12,437.25	1,130.79	4,570.66	14,945.93	6,601.12
Office Equipment & Furniture	65,576.42	45,025.78	14,437.72	486.23	1,233.13	3,116.48	1,277.08
Household & Dorm Equipment	52,366.84	3,491.60	15,572.46	17,372.72	5,059.89	5,480.26	5,389.91
Classroom Equipment & Furniture	30,889.79		6,391.81		11,916.07	11,867.16	714.75
Recreation Equipment	3,444.06		2,877.35		195.10	239.76	131.85
Day Care Equipment	54.95						54.95
Kitchen Furniture & Equipment	7,831.76		4,207.10	2,428.86	259.70	496.78	439.32
<b>SUB TOTAL</b>	<b>1,701,313.40</b>	<b>281,483.40</b>	<b>527,516.30</b>	<b>371,493.95</b>	<b>171,612.01</b>	<b>191,121.27</b>	<b>158,086.83</b>
<b>ADD:</b>							
Minor Equipment	64,597.31	1,771.16	18,233.89	16,344.82	9,294.17	9,376.07	9,577.20
	<u>1,765,911.07</u>	<u>283,254.56</u>	<u>545,750.19</u>	<u>387,838.77</u>	<u>180,906.18</u>	<u>200,497.34</u>	<u>167,664.03</u>

TABLE III  
ALBERTA NEWSTART INC.  
1970 CONSOLIDATED

	Total Company	Administration	Community Counselling	Operations	Research	Program Development	Fort McMurray	Kikino	Janvier	Fort Chipewyan
<b>CAPITAL EXPENDITURES</b>										
Additions to Fixed Assets										
Machinery and Tools	400						400			
Classroom Furniture & Equipment	2,500					2,500				
Day-Care Furniture & Equipment	1,000						1,000			
Recreation Equipment	100							100		
<b>TOTAL FIXED ASSETS</b>	<u>4,000</u>					<u>2,500</u>	<u>1,400</u>	<u>100</u>		
Appropriations	<u>4,700</u>						<u>1,000</u>	<u>1,700</u>	<u>1,700</u>	<u>1,000</u>
Total Capital Expenditures	<u>8,700</u>					<u>2,500</u>	<u>2,400</u>	<u>1,800</u>	<u>1,700</u>	<u>1,000</u>
<b>OPERATING EXPENDITURES (less Revenue)</b>										
Personnel Costs	851,504	247,283	86,671	63,758	41,231	119,000	87,826	69,965	65,983	69,787
Occupancy Costs	162,634	19,150		38,952		11,500	55,032	11,340	12,000	14,660
Transportation & Communication	144,900	58,500	10,800	22,200	4,800	7,500	4,140	6,500	14,085	16,375
Supplies and Minor Equipment	41,510	12,200			600	13,200	3,560	4,000	4,000	3,950
Food	74,400						28,800	15,200	15,200	15,200
Petroleum Products	11,310							3,410	3,800	4,100
Trainee Field Trips	7,200						4,000	1,000	1,000	1,200
Other Expenses	4,700	3,200	200		200	300	200	200	200	200
Training Allowances	20,058						20,058			
Special Projects	10,000	4,500		5,000					500	
Revenues	<u>(166,916)</u>	<u>(43,860)</u>		<u>(29,160)</u>			<u>(56,936)</u>	<u>(12,320)</u>	<u>(12,320)</u>	<u>(12,320)</u>
Total Net Operating Expenses	<u>1,161,300</u>	<u>300,973</u>	<u>97,671</u>	<u>100,750</u>	<u>46,831</u>	<u>151,500</u>	<u>146,680</u>	<u>99,295</u>	<u>104,448</u>	<u>113,152</u>
Total Company Expenditures less Revenues	<u>1,170,000</u>	<u>300,973</u>	<u>97,671</u>	<u>100,750</u>	<u>46,831</u>	<u>154,000</u>	<u>149,080</u>	<u>101,095</u>	<u>105,448</u>	<u>114,152</u>
O.T.A. Costs	<u>293,224</u>									
<b>TOTAL BUDGET</b>	<u>1,463,224</u>									

2. Progress in the establishment of facilities and equipment had advanced to a point of no return.<sup>61</sup>

3. If the program was to be effective it required qualified personnel to staff it and operating expenditures would be high.

Alberta NewStart Inc. went ahead with purchasing and setting up facilities and equipment. From a local viewpoint this was an organization that was legitimate from the very point of view of its high local visibility, even though at times unknown to the local populace, correspondence between Lac La Biche and Ottawa indicated many questions about its projected three year costs and related legitimacy.

In the early stages it was recognized by the Executive Director that capital expenditure, purchase of equipment and installation of facilities required a qualified and efficient staff. As a result a Director of Operations and his staff were hired to plan and supervise construction and maintenance. Most of the persons employed in this branch of Alberta NewStart were former military personnel and/or were men who had been trained in efficient planning and operating in emergency situations.

The Secretary-Treasurer had already been employed to supervise purchasing, accounting and office administration.

---

<sup>61</sup> Tom Kent to J. W. Shields letters of June 20 and October 31, 1968 approving purchase of buildings, transportation, installation and other work to March 31, 1971. Reference, DM files, Department of Regional Economic Expansion, Ottawa.

The Director of Program Planning, Director of Personnel and Public Relations and an interim Director of Research<sup>62</sup> were also hired early to formulate the plan and put the ideas of the Executive Director into writing.

In summary, in analyzing the effect of the instrument, materials, on the issue of legitimation it can now be stated that cost of materials, equipment and facilities in addition to operational costs had been sufficiently high to cause the first and main crisis of the corporation. At the same time it may be observed that the quality and quantity of these organizational instruments called materials may have been the main reason for survival and possible perpetuation of the organization.

#### Funds

Finance activities perpetuate capital.<sup>63</sup> The initial lack of clarity on exactly what the maximum funding would be in Alberta NewStart Inc. had led to misunderstanding and strain as outlined in the previous section. However, if this maximum amount had been established at a fixed figure in the Charter, perhaps considerably less than was finally needed to set up this corporation, it may be speculated that an action research plan adequate enough to explore the family centred program hypothesis may not have been established.<sup>64</sup>

---

62 J. Couture, hired June 1, 1968, relieved of duties September 7, 1968.

63 E. Wight Bakke, op. cit., p. 52.

64 J. W. Shields, op. cit., (28).

Alberta NewStart had to consider the negative aspects of the geography and weather in terms of their affect on set-up and operation. The idea and plan of the Executive Director led to a program calling for establishment of mobile centres in two particularly remote areas, Janvier and Fort Chipewyan. Winter roads had to be built, river barges utilized and expensive air transportation used. This led to not only high cost but seasonal activities. Cold weather meant high operating costs. Communities with lack of physical infrastructure such as sewer, water and electrical facilities required these services in order to attract and hold staff as well as teach people in these communities how to use and conserve these facilities.

In these communities there was an effort made to teach the local people how to make better use of the natural resources available to them. An example is exploiting the potential for agricultural development, ranching and fish marketing because a large percentage of the population would never be relocated and the challenge was to conserve and utilize to a maximum extent the natural resources available.

The idea of the Executive Director was to utilize a feeder system of local adjustment and training facilities which were to be articulated with the training facilities of a more sophisticated nature in the Alberta Vocational Centre in Fort McMurray and the potential job opportunities related to the largest known oil reserve area in the world in the McMurray Tar Sands. This natural resource was the reason for planning the whole experimental program around the growing McMurray area. Projections for the future of northeastern Alberta indicated

many job opportunities would be an outgrowth of the oil industry and associated subsidiary business activities in Fort McMurray as a growth centre.<sup>69</sup>

The natural resources affected the legitimation of Alberta New-Start by stimulating the design of the program to make maximum use of job opportunities arising out of the oil industry growth centre of McMurray.

In summary the instruments or basic resources needed in the carrying on of legitimation activities have been:

1. people or agents
2. ideas or thoughtways
3. materials and capital equipment
4. funds
5. natural resources

#### 6. Helper Processes Utilized in Legitimation

Helper processes are those activities that contribute to legitimation. They include the processes of identification, work-flow, perpetuation, control and reinforcements.

#### Identification Processes

Legitimation has already been described as reflected in a commonly understood organizational charter. Although there was some vagueness

---

69 J. P. Mitchell, "Alberta Vocational Centre, Fort McMurray, And The Future -or- The Ft. McMurray Polytechnical Institute -or- The Tar Sands Community College in 2000 A.D. - A 25 year Projection," Edmonton, Department of Education, Division of Vocational Education, May, 1971. (Appendix 6)

in the precise objectives of the corporation as described in the charter, there has been concerted effort to symbolize the unique image of the wholeness of the Corporation and to portray its function and features to distinguish it from other types of organizations. This has been done in a number of ways:

1. Considerable effort was expended in the early stages of growth to picture and sell the idea as originally submitted by the Executive Director.<sup>70</sup> Although each NewStart Corporation in Canada had the same general terms of reference, Alberta NewStart undertook a more macro inter-disciplinary approach to the problem of upgrading the disadvantaged people.<sup>71</sup> Rather than set up a small experimental institution with an open-door policy, the corporation went out into the remote communities and built unique facilities and adapted programs to meet the needs. Because of cost, this program required considerably more initial convincing of Ottawa than other NewStart programs.<sup>72</sup> It was debated later whether it was not, in fact, oversold.<sup>73</sup>

---

70 J. W. Shields, op. cit., (28).

71 Nova Scotia NewStart, Prince Edward Island NewStart and Saskatchewan NewStart were all staying well within the one million dollar annual budget and were concentrating on smaller scale projects. Reference NewStart files in the Department of Regional Economic Expansion which show all corporation Annual Program Plans and Budgets, Ottawa.

72 Reference, file 2455-201/9, Department of Regional Economic Expansion, Ottawa and other NewStart files, Ottawa.

73 Information compiled earlier in this thesis indicates complications that arose in starting a comprehensive program that was expensive to maintain. (See page 63-68)

2. Staffing procedures entailed advertising for and hiring people who were professionally qualified in a particular discipline, knowledgeable and appreciative of research and other disciplines, willing to work in a frontier atmosphere and, most important, empathetic to the native people.

3. Policies and procedures were outlined in manuals which provided generous considerations in housing, transportation, relocation, leave and working conditions in order to encourage the binding of the staff in a formal relationship.<sup>74</sup> It was anticipated that this would also lead to positive informal group NewStart identity.<sup>75</sup>

4. Training sessions were organized and held at various levels. Ottawa co-ordinated meetings not only between corporations at the Executive Director level but within specific discipline areas.<sup>76</sup> Alberta NewStart held core staff meetings, general staff meetings, and such sessions as sensitivity type week-ends which included staff from mobile centres.<sup>77</sup> In general a rapport and wholeness was being built in northeast Alberta within Alberta NewStart. This image was reflected by varying outside reactions but certainly this corporation was making

---

74 Alberta NewStart Inc., op. cit., (43).

75 J. W. Shields, Executive Director, in conversation with the writer.

76 Examples are: a series of Executive Directors meetings, and three Adult Basic Education Symposia, Ottawa, Department of Regional Economic Expansion, 1967-71.

77 "Evaluation of Staff Training Session", Fort McMurray, Lac La Biche, Alberta NewStart Inc., Research Department, 1968. (Appendix 7)

an impact on communities it was entering.<sup>78</sup>

5. The name and symbol of Alberta NewStart appeared on vehicles, equipment, and diagram letterheads and buildings identifying the corporation. In small communities where there is little or no industry, symbols stand out. People ask questions, identification takes place and the corporation became more recognized. Examples are shown in Appendix 9.

6. Informal organizational activities took place such as curling bonspiels sponsored by the corporation. In addition staff members became active in church and community organizations and their contributions effected an image of the corporation. It was an obligation and informal requirement that to belong to this organization involved a major commitment and certain confidentiality on the part of staff members. This placed them in a much different position from belonging to, say, the Saskatchewan Teachers Federation.<sup>79</sup>

The organization's legal legitimation has been documented in early parts of this chapter. It became more obvious as this study progressed that Alberta NewStart was establishing social legitimation as well, through the above activities associated with identification processes.

---

<sup>78</sup> Based on reactions of townspeople from the farmer to the barber to doctors to the R.C.M.P. to native people themselves in discussions with the writer. A more specific example was reflected in "Perceptions of the Impact of Alberta NewStart Inc. on the Kikino Metis Settlement." (Appendix 8)

<sup>79</sup> C. S. McDowell, op. cit.

In summary, the identification activity or process in an organization relates to the image and to the content of the Organizational Charter and the perception of people inside and outside the organization of the uniqueness and wholeness of the organization.

Bakke states, "The Organization Charter facilitates the relation of people and other organizations to a specific organization in the same way that the concept of Personality and Character facilitates the relation of individual people to each other."<sup>80</sup>

The identifying features of the Organizational Charter and related documents of Alberta NewStart Inc. are summarized in Table IV.

This first process discussed has been related to identification activities - those which function to produce, legitimize and symbolize the image of the unique wholeness of the organization. The next three processes - work flow, perpetuation and control - are those functioning in order to actualize that image.

#### Work Flow Processes

Activities to create or produce an output, i.e., the product or service satisfying the human need which it is the organization's function to supply, and to distribute the output advantageously to the continued operation of the organization are work-flow activities. If effectively carried out, these activities result in Work and Output of a quantity and quality adequate to sustain the continued contributions to, and support for, organizational operations by participants and recipients of

---

80 E. W. Bakke, op. cit., p. 37.

REAL OR IMPLIED CONTENT OF THE ORGANIZATIONAL CHARTER OF  
ALBERTA NEWSTART INC. 1967 - 1970

Identifying Feature	Evidence of the Feature
1. Name	Alberta NewStart Inc.
2. Function	In relation to its environment; to establish a pilot project in northeastern Alberta to determine ways and means of bringing about behavioural change of disadvantaged people.
3. Major Goals	To attain research and development objectives as specified in its Document of Registration as a Corporation, and The Canada NewStart Program.
4. Major Policies	To establish means of surveying and identifying all aspects of the problem, to become physically located and identified, to carry out a behavioural change program and to identify the interventions that have the most impact. To measure and evaluate all aspects of the program.
5. Internal reciprocal rights and obligations	The Corporation should provide monetary rewards, good working environment and transportation/communication and living facilities as well as an interdisciplinary professional and support staff to achieve the objectives; the staff should give professional and where necessary confidential service, devotion to the organizations objectives, in general, loyalty and support.
6. External reciprocal rights and obligations	The federal and provincial governments should give the Corporation freedom and flexibility to attain its goals within a maximum annual budget; a clear mandate for a given period of time and authority at the local level; the Corporation should give the funding and supervisory agencies ultimate responsibility and authority, and be accountable in all its activities as well as provide evidence of attaining its goals in the time mandate.

Identifying Feature	Evidence of the Feature
7. Significance of the organization for the self-realization of others	For the federal government; an opportunity to carry out human resource research and development in a problem area related to the unemployment and manpower problems of the country. For the provincial government: an opportunity for outside funding of adult education, training and other human resource research and development in a problem area of the province. For the NewStart staff: an opportunity to carry out action research and development programs in association with other professional people and contribute to the well-being of disadvantaged people. For the program participants or trainees: an opportunity to overcome their disadvantaged state and become upgraded and employed while receiving substantial allowances. For the local communities: influx of an outside funded agency that would make local people dependent on social assistance qualified to participate in potential and growing industries.
8. Value premises	The recognition of the federal and provincial government of the value of upgrading and making employable the marginally employed or unemployed people; the "ideas" of the Executive Director and his staff in achieving the goals.
9. Symbols	ANS the abbreviation and symbol, highly visible and available staff and facilities, and an open approach to organization.

the output.<sup>81</sup>

Work-flow activities, arranged in a sequence, constitute the central core of operations or flow of work without which all other activities are meaningless. All activities are interdependent and can be said to be helper processes for the others.

Bakke says the chart of the structure of the organization in which the steady state of the work-flow is the central feature is a far better representation of reality than a chart displaying boxes of departmental functions and functionaries and the lines of authority which tie them together.<sup>82</sup>

Figure 8 indicates in a general way the work-flow pattern of Alberta NewStart Inc. The major sub-classes of the work-flow processes are production activities and distribution activities. The chart has been conceptualized to show the flow of control and communication in the upper half and the internal trainee flow in the lower half.

Production activities create or make the output, i.e., the service or product. In the case of Alberta NewStart the raw product was marginally employed or unemployed family heads and the finished product was to be employable and willing workers. Alberta NewStart was to be the change agent with the objective of determining what factors or interventions contributed most to behavioural change.

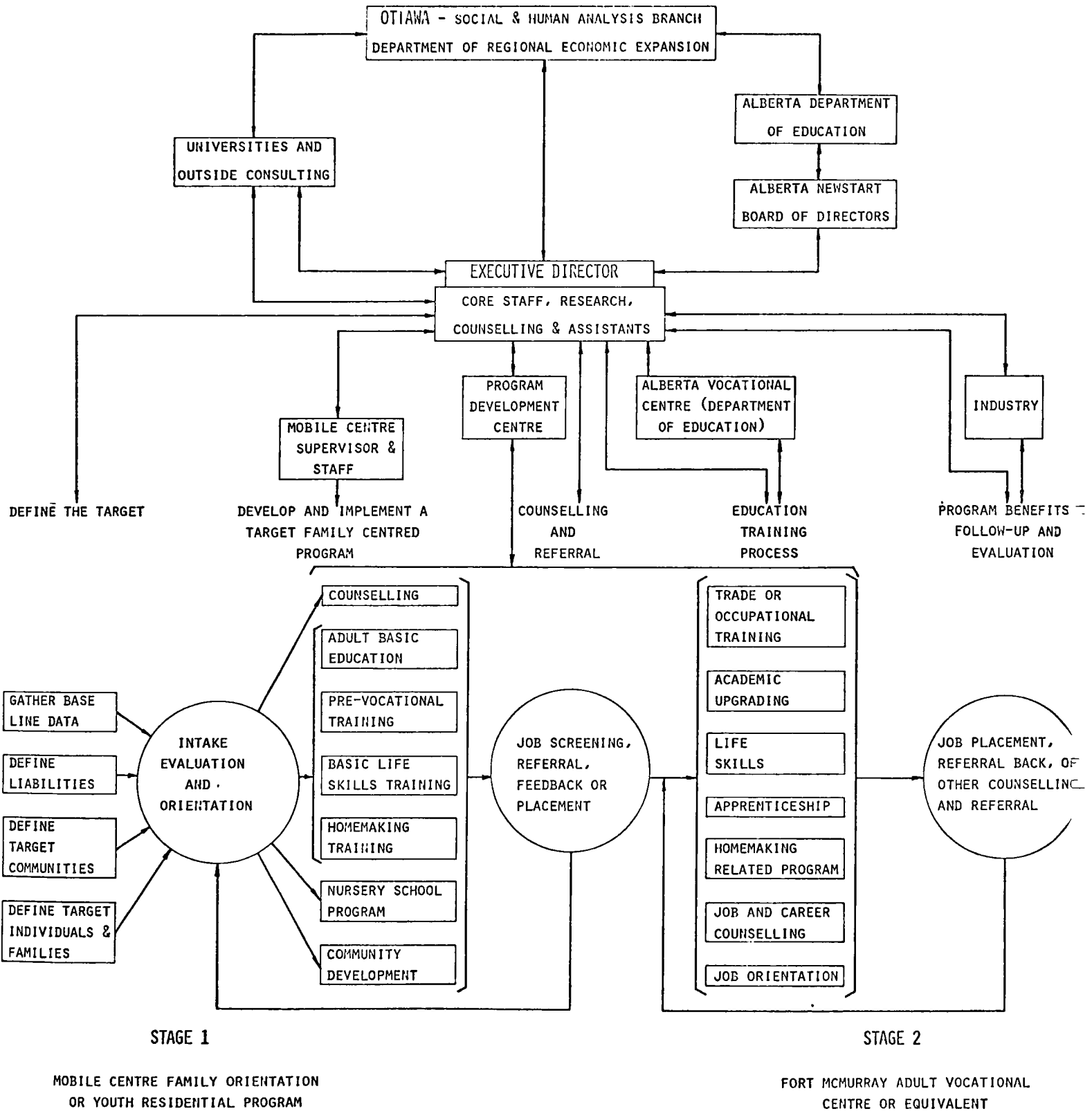
---

81 From E. W. Bakke, op. cit., p. 53-54.

82 E. Wight Bakke, op. cit., p. 54.

FIGURE 8

ALBERTA NEWSTART INC. WORK FLOW CHART



The creativity and management aspects of the production activities in this corporation have been centred primarily in the Executive Director.<sup>83</sup> The concept or idea was his. However, the creation of the operational aspects of this organization came through approval and advice of his core staff. Major ideas were carried for further approval to the Board of Directors, the Government of Alberta, and the Government of Canada by the Executive Director. In Alberta NewStart the Executive Director was the key figure. Production activities involved "ideas", decision making, measurement and research activities, program development, planning and budgeting.

Distribution activities distribute the product or services to its consumers, often in exchange for that which the organization can employ as an input. The distribution activities in this corporation involved setting up facilities, purchase and supply of facilities, equipment and material, financial management, staffing (other than core staff), selection, training and placement of the target population (sometimes within the corporation), keeping required records and distribution of the findings.

With the exception of routine ordering of supplies and equipment, generally all senior production activities and external (outside the boundaries of the corporation) distribution activities passed through the office of the Executive Director for approval. This is not to say that this was necessarily ineffective or inefficient. In an organization such as Alberta NewStart which must do much in a short period of time

---

83 See footnotes 50, 51.

and where people are constantly on the move and out of the office, there may well be greater benefit in senior decision-making authority being centred in one leader rather than using a group-decision approach. There is evidence in the minutes of the core staff meetings that, as responsibility and accountability developed in the various senior program directors, delegation of various forms of authority was granted to them.

Work-flow activities might also be analyzed through a study of the minutes of meetings. Table V shows an item analysis of discussion topics of the core staff meetings. Table VI shows an item analysis of Board of Directors Meetings. Obviously, throughout these meetings top and middle management was more concerned with administration, operations and finance than with research.

From the evidence gathered it would be correct to say that effective and efficient work-flow activities were crucial to Alberta NewStart being able to meet its extensive demands in a short period of time. It is considered natural that frustrations occurred with external demands from Ottawa for accountability procedures and internal demands to get the program in operation as soon as possible. Good work-flow processes were necessary to the legitimation of this organization.

#### Perpetuation Processes

The basic resources essential in quantity and quality for effective perpetuation have been described as the instruments; thoughtways,

TABLE V  
ITEM ANALYSIS OF CORE STAFF MEETING MINUTES

Item Discussed	Jan. - June '68		July - Dec. '68		Jan. - June '69		July - Dec. '69		Jan. - June '70		July - Dec. '70		Jan. - July '71		Total	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Research	3	6	18	8	4	6	4	11	8	18	16	16	14	12	67	11
Program Planning	7	15	39	18	15	22	6	16	8	18	18	19	28	25	121	19
Operations	13	27	47	22	4	6	7	18	2	4	9	9	13	11	95	15
Finance & Personnel	19	40	82	38	25	37	11	29	15	33	34	35	39	34	225	36
General	6	12	29	14	20	29	10	26	12	27	20	21	20	18	117	19
<b>TOTAL</b>	<u>48</u>	<u>100</u>	<u>215</u>	<u>100</u>	<u>68</u>	<u>100</u>	<u>38</u>	<u>100</u>	<u>45</u>	<u>100</u>	<u>97</u>	<u>100</u>	<u>114</u>	<u>100</u>	<u>625</u>	<u>100</u>

TABLE V I

ITEM ANALYSIS OF BOARD OF DIRECTOR S MEETING MINUTES

Item Discussed	Aug.'67-June'68		July - Dec. '68		Jan. - June '69		July - Dec. '69		Jan. - June '70		July - Dec. '70		Jan. - July '71		Total	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Research	0	0	0	0	1	4	2	3	4	4	3	6	4	4	14	3
Program Planning	1	2	1	3	1	4	6	10	19	17	9	17	27	28	64	14
Administration & Personnel	24	36	15	39	15	53	7	11	23	20	11	20	26	27	121	26
Finance	23	34	8	21	7	25	32	51	29	25	14	26	21	22	134	29
Operations	19	28	14	37	4	14	16	25	39	34	17	31	19	19	128	28
TOTAL	<u>67</u>	<u>100</u>	<u>38</u>	<u>100</u>	<u>28</u>	<u>100</u>	<u>63</u>	<u>100</u>	<u>114</u>	<u>100</u>	<u>54</u>	<u>100</u>	<u>97</u>	<u>100</u>	<u>461</u>	<u>100</u>

personnel, services, finance and conservation.<sup>84</sup> Activities and processes associated with acquiring, maintaining, transforming, developing and renewing these basic resources in respect of legitimation of Alberta NewStart may be summarized as follows:

(1) Thoughtways - The idea of the total concept of how to bring about behavioural change of the disadvantaged target population of the Alberta NewStart area came from the Executive Director of the corporation. Supplemental ideas of how to set up the machine to carry out this idea came from core staff, and their assistants, including native people. It is impossible to record the totality of ideas influencing individual persons or groups of persons in an organization such as Alberta NewStart but the mental constructs which reflect the perceptions and interpretations people have of themselves individually, of themselves in relation to others, in relation to the environment and the interrelationship among all of these relationships were considered in employment, staff training and values held and shared.<sup>85</sup> It was considered that each person's staff behaviour would be influenced by his perception of himself and by his perception of the objectives of the organization and its Charter.

In addition to internal thoughtways within the Corporation there were needs, ideas and actions even prior to the formation of

---

84 See p. 42-70.

85 An example of this is the two week staff sensitivity type seminar held in Fort McMurray, September 15th to 30th, 1968. (Reported in Appendix 7)

Alberta NewStart. These are summarized as the steps in legitimation of Alberta NewStart Inc. in Table 7.

(2) Personnel - Activities associated with employing the necessary quantity and quality of staff have been essential to the very survival of this short-term corporation. In a sense this survival was the very perpetuation of Alberta NewStart. This has not been an easy task. Highly qualified staff were not easy to obtain, not so much because of salaries and facilities that could be provided but because of the short-term nature of the project and the comparatively unsophisticated area of the country to bring families. At the time of this writing, when phase out or phase-over of the program was being considered, statements were being made about the high cost top-heavy staff.<sup>86</sup> In terms of keeping the operation going beyond the three year period this high cost per trainee was partially justified by the existing research and development nature of the project as compared to an operational project. In analyzing the total staff it must also be recognized that, because existing government administrative facilities could not be used in this quasi-independent organization, a complete administrative machine had to be established and staffed.

It has been pointed out that the native people have been employed wherever possible as part of the staff.<sup>87</sup> In both a direct and

---

86 J. P. Mitchell, Director of Vocational Education, Government of Alberta, in conversation with the writer about possible phase-over of Alberta NewStart to an operational provincial training agency.

87 See Table 1, p. 58.

STEPS IN THE LEGITIMATION OF  
ALBERTA NEWSTART INC.

THE NEED	THE IDEA	THE ACTION
<p>A. Canada</p> <p>Manpower and other federally funded programs had not been successful in reaching the disadvantaged hard core unemployed.</p>	<p>To develop pilot projects to determine ways and means of making the unemployed employable.</p>	<p>Obtain legislative approval for the Canada NewStart Program.</p>
<p>Disadvantaged people were an economic drain on this country in various social assistance programs.</p>	<p>By upgrading disadvantaged people to a level of employability it was possible to foresee contributions rather than drain on the economy.</p>	<p>If solutions to the problem could be found, to provide the means for extending the program on a more massive scale.</p>
<p>B. Alberta</p> <p>The problem of educating Indian and Metis was related to general attitude of parents and the environment.</p>	<p>By opening the doors for the establishment of Alberta NewStart Inc. there was an opportunity for outside financing of a program that could ultimately benefit the province and the people.</p>	<p>Alberta NewStart was incorporated.</p>
<p>C. The Executive Director Working with the family head alone had not proved satisfactory in bringing about real behavioural change.</p>	<p>A comprehensive two step family centred acculturation, education and training program.</p>	<p>Establishment of the facilities and program to measure effects of the "idea".</p>
<p>D. The Disadvantaged Indian and Metis people of northeast Alberta, like many other disadvantaged in Canada, had not been reached by existing manpower or other education and training programs.</p>	<p>To accept any "idea" that had potential for success.</p>	<p>Accepting Alberta NewStart Inc. into the communities to try anything that would get them out of their less advantaged state and give them the same opportunities as others.</p>

indirect sense, formal and informal manner, this tended to make the corporation viable in the eyes of the target population and encouraged perpetuation of the corporation. There was evidence of this in the formation of Alberta Pe-Ta-Pun Development Inc.,<sup>88</sup> the "sit-in" at the Lac La Biche Training Centre,<sup>89</sup> and the reluctance of governments to discontinue corporation operations for fear of backlash from the people.<sup>90</sup> This is not to say involvement of native people is without problems. The "knock-down system" of native people amongst themselves creates its own problems.<sup>91</sup>

In general there was a pattern of hiring competent and effective senior staff who appreciate the problems of the environment, have empathic characteristics and are willing to work in limited tenure positions. Emphasis on operational aspects of the program at the sacrifice of research was reflected in a number of ways which have already been described and which come more into focus in the next chapter on Evaluation of Projects. However, this was partly justified in the

---

88 W. Bruce Handley and Marilyn I. Assheton-Smith, op. cit., (Appendix 4).

89 Ibid.

90 J. P. Mitchell, op. cit., (86) With an addendum "particularly in the year of a provincial election."

91 G. Stangier, Director of Program Planning, Alberta NewStart, explained to the writer that a major problem in encouraging leadership and participation amongst native people is that, although they want to be independent and self-sufficient in organizational activities, they tend to "knock down" or destroy their own native leaders.

fact that unless operational aspects were highly effective within the three-year period there would be nothing to carry out research on. From the research personnel point of view it would appear unfortunate that competent research personnel could not have been hired early in the program to design the data gathering and research component in such a way as to form a core for each of all other activities. With the number of variables to be considered this would have been extremely difficult but should have provided better data than from the more ex post facto research approach.

In analyzing an organization such as Alberta NewStart it is considered worth noting that, as in many organizations, there has been a tendency for each directorate to build its empire to become the most dominant and recognized of the program components. This may have reflected the interests and concern of the Executive Director, or the power of the head of the directorate, or a combination of the two. Tables V and VI indicated predominant interest and concern with administration, operations and finance.<sup>92</sup> However, there was also some evidence in these meeting minutes that the Executive Director had attempted to maintain a dynamic balance between the directorates and

---

92 See p. 79-80.

mold the divisions into a dynamic whole.<sup>93</sup>

(3) Services - Activities associated with service perpetuate materials, equipment and plant. The quantity and quality of the service instruments was very high for a short-lived corporation. This was necessitated by lack of facilities available for rent in the area. An inventory of 1.7 million dollars (Table II) did, however, contribute strongly to the perpetuation of Alberta NewStart because there would be considerable reluctance to remove or relocate the highly visible and appreciated structures.

(4) Finance - Finance activities perpetuate capital and staff. Alberta NewStart could not operate without its 1.2 million dollar annual operating budget because of the macro-approach it took to setting up a pilot project. Once its idea and plan had been committed and approved the corporation was caught between an upper financing limit or alternatively, cutting back on the plan which, it was felt, required the total impact approach. Rather than cut back on the plan, continuous pressure was placed on Ottawa for more money, an act which could have

---

<sup>93</sup> Core Staff Meeting Minutes, April 2-3, 1969 stated, "The purpose of this meeting was three-fold: (a) restate total objectives, (b) tie in various centre operations to Fort McMurray, (c) establish priorities." Discussions at this meeting reiterated the total objective to be Research with first priorities being "1. to become operational, 2. to obtain students, 3. to develop programs. Priorities 1 and 2 had been emphasized to this date but emphasis is to be placed now on 3 and on the "whole ", research."

Core Staff Meetings Minutes over the total period of operations reflect interdisciplinary problem considerations but the urgency of operational and finance problems necessitated considerably more time being spent discussing these issues.

been debated would stop funding immediately and cause the corporation to fold up, or would establish it so permanently as to prevent phase-out as the funding government had originally planned. This problem led to considerable conflict and will be discussed in greater detail in the homeostatic activities associated with problem-solving.

Annual perpetuation of the organization depended on presenting an annual plan and budget to Ottawa for advance approval.<sup>94</sup> Beginning in 1968, Annual Reports and audited accounting were requested by Ottawa from the Corporation before money would be approved or released. These plans and budgets were studied and critiqued by the Experimental Projects Branch in Ottawa.<sup>95</sup> In some years such as 1969 communication was still going on, sometimes with carefully tempered statements, sometimes not, on approval of the 1969 budget well past the middle of that year, the same year for which the money was required to operate.<sup>96</sup>

Although finance activities perpetuate capital, unless clearly defined limits are established early, finance activities can be very time consuming and distract the directors time and attention away from the objectives of the program. The Executive Director of Alberta

---

94 Alberta NewStart Inc. Annual Plans and Budgets, 1968-71, Lac La Biche.

95 Each year Alberta NewStart Inc. requested more money than Ottawa was prepared to approve. Ways and means of reducing expenditures were proposed by Ottawa with counter-justification and substantiation coming from Alberta NewStart in Lac La Biche.

96 Garnet T. Page and J. W. Shields, "Correspondence and Communication re 1969 Budget and Plan of Activities for Alberta NewStart Inc.", Ottawa and Lac La Biche files. (An example is attached as Appendix 10)

NewStart advised that 50% to 60% of his time was spent on this or closely related activities, thus establishing finance activities as the most significant specific managerial concern of the leader of this corporation.

(5) Conservation - The natural resources and access to them affected activities and legitimation of Alberta NewStart. On the one hand the geographic and climatic hindrance caused hardship and strain in setting up the corporation to become operational. On the other hand, they contributed to the problem of this area of the province thus justifying NewStart's existence. Also the oil rich tar sands were providing a potential growth centre to which local disadvantaged people could move if properly qualified. In fact, the dynamic relationship between the conservation controls and utilization of natural resources and the very existence of Alberta NewStart may be a major contributor to the eventual perpetuation or development of a similar operational program to meet the needs of the people of this part of the country.

To summarize perpetuation processes it has been shown that thoughtways, personnel, services, finance, and conservation have all been necessary for survival and perpetuation of Alberta NewStart.

#### Control Processes

Control activities are helper processes which, if effectively carried out, result in an administration which unifies and co-ordinates all differentiated activities toward the performance of the organization function with a minimum of leakages, i.e., irrelevant or negative

activities. They are those activities that assure and control the performance, co-ordination, and the focusing on the organizational function of all activities carried out by agents and equipment of the organization.<sup>97</sup>

The characteristics and predispositions of the basic resources (especially the People) involved in Alberta NewStart were manifold and multidirectional. They came to this organization not necessarily oriented toward performing in the organization's function but had to be co-ordinated and directed. Agents of Alberta NewStart had to perform differentiated tasks which, through co-ordination into a smoothly functioning and achieving machine, were aimed at achieving a common goal. This co-ordination required a systematic and timely flow of information in an area of the country where communication was not easy. Judgements had to be made in employing appropriate people and other resources, rating their performances and actions, and establishing criteria relating to the objectives of the organization's charter.

Sub-activities of control processes are directive, motivation and evaluation activities.

(1) Directive Activities - These activities are those which initiate action and the type and direction of action for people and machines. The most important are those which:

1. Determine the target for performance.
2. Make known to those from whom performance is desired the details of that performance and the

---

97 E. Wight Bakke, op. cit., p. 55.

results expected.

3. Order (or request) and sanction the performance.
4. Obtain acceptance for, or compliance with the order or request.

Directive activities are normally considered to be initiated by those in the managerial hierarchy at a stage above the person expected to carry out the directed activity. Such activities may be considered to proceed downward or upward in the managerial hierarchy.<sup>98</sup>

Downward directed activities in Alberta NewStart are those which are generated by the Executive Director, Division Directors or at a higher level federal government direction.<sup>99</sup>

This latter direction probably created the greatest cause for concern in this quasi non-governmental organization. Selznick in his book TVA and The Grass Roots speaks of co-optation by the United States government in its approach to getting co-operation from local people and agencies in attaining their (U.S. government) objectives.<sup>100</sup> NewStart Corporations could claim the same against the federal government because, although they were theoretically decentralized from central government, they were very much controlled through funding and approval of plans. They were dependent on federal funding and this meant they could be co-opted to do what the funding agency wanted.

---

98 E. Wight. Bakke, op. cit., p. 55-56.

99 See Figure 8, page 78.

100 Philip Selznick, TVA and The Grass Roots, New York, Harper and Row Inc., 1966, p. 259-261.

At the Corporation level, if one did not understand the requirements of accountability that accompanies authority and responsibility in federal government decentralization activities, he would be quickly misled into assuming much greater local authority than really existed. In a sense this happened in all NewStart Corporations but particularly in Alberta NewStart. Managerial responsibility was delegated to the Executive Director and the Board of Directors. The Executive Director, having general approval for the type of program he would initiate, committed himself and the Corporation and began setting up the operations. When it became obvious his ongoing budget was going to be too large, the maximum of which had not been clearly established at the time of initial approval, the controls tightened. The real control agent, namely federal government became obvious.

On the other hand, it is recognized that the federal government was experimenting with a unique way of decentralizing activities and allowing maximum freedom for local operational arrangements. In a sense, if successful, this could provide a model for future ways of attaining objectives. It soon became obvious that effectiveness and efficiency were not being attained at the level desired. Hours of work were being spent by senior civil servants trying to establish a degree of accountability and control in NewStart operations, much of the work being of a type that was originally expected to reduce through the decentralized approach. There was concern that Executive Directors, not fully realizing the need for accountability and normal controls in using public funds, would overstep their authority and responsibility and not only

embarrass themselves and their program but the responsible government department.<sup>101</sup> This could destroy the very decentralization concept that was being tried.

Another concern of the Ottawa office was that there were no built-in controls or checks and balances on large scale ordering of buildings, supplies and equipment. Federal government has in its normal operations, an elaborate and complex system of dividing responsibility for writing specifications, tendering, opening tenders, ordering and disposing of facilities, material and equipment. This prevents "kick-backs" or suspicions of this type of activity and in reality protects the management. This protection through control was not available to the Executive Director and senior staff.

Similar controls normally protect senior staff against accusations of patriotism and nepotism in staff hiring.

The dynamics of the situation in Alberta NewStart Inc. were basically that Ottawa and this Corporation had so much to do in such a short period of time that it had to take the risk of decentralizing a greater degree of control or prolong its setting-up procedures through the normal red-tape of government. In a sense, there was both downward and upward control; downward in that Ottawa and Alberta had ultimate control in approval of annual plans and budget; upward in that Alberta NewStart requested alternate suggestions if plans did not appear to fit the total concept.

---

101 Garnet T. Page, Ottawa, in conversations with the writer.

Conger, in a letter to the writer, stated the following regarding autonomous organizations and legitimacy:

In respect of Pifer's prediction, you might like to look at Daniel P. Moyhinhan's Maximum Feasible Misunderstanding, Collier-McMillan Canada Ltd., Galt, Ontario, in which he predicts that never again will a U.S. Government sponsor such autonomous organizations in the area of social development. And I would predict that no provincial government will again agree to the autonomy that has been given to NewStart Corporations. In the very early negotiations with the provinces, they were apprehensive that a point in time would come when they would be required to assume the federal government's role of supporting these things. As this has sadly come true in Alberta, and because of other reasons, I doubt that the particular corporate form has won legitimacy.<sup>102</sup>

From his statements and from statements made by Mitchell and others in the Alberta Department of Education it may be stated that governments responsible for public funds are reluctant to decentralize control to organizations which are free to set up top-heavy expensive programs, particularly in a responsible type government where the government rather than the corporation has to ultimately answer for corporation actions.<sup>103</sup>

Control in Alberta NewStart was essentially centred in the Executive Director, supplemented by his core staff of directors and monitored by the Board of Directors. Major upward control was through

---

<sup>102</sup> D. Stuart Conger, in a letter to G. J. Rancier, April 7, 1971. Mr. Conger was Assistant Director of the Pilot Projects Branch, Department of Manpower and Immigration, at the time of negotiations for NewStart Corporations with the provinces in 1966 and 1967.

<sup>103</sup> J. P. Mitchell, Director of Technical and Vocational Education, Alberta, in conversation with the writer. Similar statements were made by Dr. G. T. Page, Department of Regional Economic Expansion, Ottawa.

the Executive Director's office (monitoring, advice and internal major approvals through the Board of Directors and Government of Alberta) to the Government of Canada. Internal control and authority on routine matters was through the division directors, major decisions being discussed and approved by the Executive Director.

(2) Motivation Activities - These activities reward and penalize, or promise rewards or penalties, for behaviour in the interest of making it conform to the type desired by the person or persons administering the rewards and penalties.<sup>104</sup>

Policies and practices were established by Alberta NewStart and written up in various policy and procedure manuals:

Job Description Manuals - explain individual position titles, immediate supervisors, core functions and key job duties.

Official Pay Plan Manuals - define financial policies and procedures for all employees, salaries and wages, supplementary benefits, corporate regulations with respect to use of vehicles and general standards of conduct for employees of the corporation.

Annual Reports and Budgets - Outline what has been done in the past year and what is anticipated for the next year.

These and other manuals and bulletins motivated personnel in helping them to be informed about what was going on and to understand the framework of responsibilities and rewards within which they fit. Competent performance was rewarded by annual review and possible increments. Penalties for failure to follow instructions or objecting to legitimate assignments were similar to any large organization.

---

104 E. Wight Bakke, op. cit., p. 56.

Management in Alberta NewStart had more control in one sense in that workers unions were not established in this organization. In another sense, employees had certain power by the very fact that they were hard to replace. The writer found no evidence of manipulation pressure from either management or staff; a balance appeared to have been established.

An observation was made, however, that at the time of this study, there were indicators that Alberta NewStart might phase-out rather than phase-over to a provincial funding agency. Morale and motivation of staff seemed to raise and lower related to these negotiations.

Motivation of staff as reflected in observed enthusiasm and devotion to work appeared effective, particularly when the movement of official decisions was toward perpetuation of this organization.

(3) Evaluation Activities - Important among these activities are the following:

1. Supervise performance.
2. Review, appraise, and rate performance, performers, and results according to standards established.
3. Assign people (as well as other resources) to positions on scales pertaining to a number of dimensions (such as prestige, importance, power, ability, acceptability, etc.).
4. Assess the significance of other people, groups, and organizations, and events for the self-realization of the people, groups, or organizations doing the rating.
5. Compare the relative advantages and costs of alternative courses of action.
6. Predict probable consequences of alternative courses of action.
7. Assess the impact of changes in one part of the organization on other parts and the whole.

8. Assess periodically the state of the whole organization, internally and in relation to its environment.<sup>105</sup>

Directly related to the above activities in Alberta NewStart were the following examples of related activities:

1. The detailed techniques of supervision of performance were related to who does this supervising. The responsible supervisor for each position was named in the various statements of duties.

2. Reviewing, rating and appraising staff was done similar to the civil service. Written rating and appraisal was discussed with the staff member before recommendations were made regarding upgrading, holding, or other action. Ratings were not made according to outside standards but related to the job descriptions and general expectations of the job. A Performance Appraisal Report was used and employees had an opportunity to react and comment. (See Appendix 11)

3. Staff were assigned to positions according to their previous experience and abilities, and the requirements of this new job. As abilities were demonstrated, responsibilities and position levels rose or fell or the incumbent was dismissed because of ineffectiveness or inefficiency.

4. The behavioural change of the target population (disadvantaged adults and families) was ultimately important. The relationship and direct responsibility of staff members related to this change varied but this was the important factor in some rating. At the same time the Executive Director had to make judgements of effectiveness of

---

105 Ibid., p. 57.

various directorates to determine their strengths, weaknesses and needs. A problem was the involvement of the native people in the program and rating techniques that would consider the mores, attitudes and values of these people.

5. Each year alternate programs and methods were considered for achieving objectives particularly when approving authorities cut back the budget by, say 10%.

6. Related to #5 the corporation continually justified the original program but, if changes had to be made, predictions of the effects of this change, were explained.

7. Various directorates met on approximately a once-a-week core staff meeting basis to explain their activities and to co-ordinate activities. Assessment of the impact of changes in one part of the organization on other parts was done only on a discussion basis. The research department was attempting to assess the degree of impact of various component programs and projects on the behavioural change of the target population at the time of this writing.<sup>106</sup>

8. The Department of Manpower and Immigration and later the Department of Regional Economic Expansion have periodically sent individual staff or teams of staff members to assess the program in a very general way. In 1970 a NewStart evaluation was carried out by a team

---

<sup>106</sup> Discussed in greater detail in Chapter 5 and Appendices of this thesis.

from the Alberta Human Resource Development Authority. (See Appendix 12) In another case, opening the corporation doors and files to this thesis study has indicated the Executive Director's interest and concern in having this type of study done.

The above evaluation activities all relate to legitimation of Alberta NewStart in that the organization displayed recognized operational conditions. Also, in studying these activities according to the Bakke model, symptoms of effectiveness, ineffectiveness and inefficiency became evident.

Continuous evaluation was carried on in the various directorates to maintain operational efficiency and effectiveness. By outside standards it may have been observed that there were too many officials for the number of workers but this appeared necessary for efficient and effective operation. The high cost of senior officers was justified in the experimental nature of the program. If the objectives were to become more operational at some time in the future either the program could be expanded at the "grass roots" level or top management would have to be reduced.

(4) Communication Activities - These activities supply participants with the premises and data they need in order to perform other activities. Bakke states;

Obvious among such premises which need to be supplied are statements of objective or objectives; limits on authority; the position and standing of the actor with respect to others with whom he will be associated and on whom he is dependent for co-operation; expectancies embodied in applicable policies, plans, rules, standards, time requirements, specifications, orders, and requests; nature and

potential of the resources (human, material, capital, ideational, and natural) to be utilized. Obvious among such data are costs, availability of facilities and resources, alternative strategies and methods, reports and appraisals of past results, forecasts and predictions of probable reactions of others affected by the activity.<sup>107</sup>

The above activity must result in information which flows in a timely manner and in adequate amount both up and down, laterally, and diagonally, respecting the position of the suppliers and recipients of information in the organizational hierarchy.

Considering the elements of weather, geography, isolation, and normal communication facilities and services (original lack of steady mail, telephone, radio and transportation), Alberta NewStart had to expend considerable time, effort and money to provide or upgrade these services. Short-wave radio service was established between head office, Janvier and the Fort McMurray Vocational Centre. Other centres had telephone communication. In Janvier a road had to be built by Alberta NewStart to the rail head and in Fort Chipewyan all facilities had to be shipped in by barge on the Athabasca River. In general physical communication and transportation problems had to be overcome to make the program effective. This was done at considerable expense,<sup>108</sup> however, certain efficiency was maintained by utilizing NewStart trainees and equipment, wherever possible in an on-the-job training situation.

---

107 E. Wight Bakke, op. cit., p. 57-58.

108 As compared with other NewStart Corporations which operated in larger and less frontier centres and did not reach out to the same extent to the disadvantaged.

The act of communication itself was also complex. It has already been stated earlier in this thesis that communication was not clear in the original Organization Charter as to the objectives of the Corporation.<sup>109</sup> In addition research directors had to communicate with Universities and other NewStart offices in terms of rather sophisticated language, which, in turn, had to be communicated internally in practical language. Indian and Metis participants spoke in their own simple straight forward way, often with hidden meaning, but had to communicate their wants and desires to the Corporation. Computer operators and financial people communicated in their languages and codes. Alberta NewStart seemed to have components that ran the whole gamut of communication needs. Based on the above and future explanations it was judged by the writer that symptoms of effectiveness appeared greater than symptoms of ineffectiveness with the exceptions:

1. Lack of clear original objectives.
2. Internal critical statements about other sections of the operation which reflected lack of appreciation of other communication language language or media (most of this was directed at high level research and tabulated reports),
3. Difficulty communicating to the funding and approving agency (Ottawa) the nature of the problem and associated costs, and the difficulty of conveying from Ottawa to the Corporation the maximum funding and time limits and reasons for these limits.

#### Reinforcements

Positive reinforcements to the helper processes relating to legitimation of Alberta NewStart may be classified as:

1. Attitudes of many local people toward Alberta NewStart changed from negative to positive over a three year period.
2. Occupation Training Allowances from Canada Manpower supported trainees on the programs.
3. Changing attitudes of organizations such as the Alberta Metis Association, were from negative to positive.
4. Attitudes of NewStart staff and participants, supporting the underlying philosophy and purpose of Alberta NewStart was generally good.<sup>110</sup> (See Appendix 8 for participants' reaction)

It was recognized too that there were a few negative reinforcement statements but these appeared to be related to a deep-rooted bias or prejudice against the Indian or his work-habits. Statements such as the following were made:

1. No matter how much tax-payers money is poured into these programs, you won't learn them (Indian, Metis) anything. They are lazy and shiftless.
2. I really feel the answer is what the Nazis did to the Jews in the last war (genocide). Every time they get money they have to be hauled drunk out of the hotel.
3. They (Indians, Metis) worked for me but every time they get paid I don't expect them back until they sober up - I give them a week or ten days.

---

<sup>110</sup> These statements are not quantified but are based on observations and statements made by staff members, townspeople, and Indian/Metis in conversations with the writer.

4. In a way NewStart might do more harm than good - if expectations are raised in Indian/Metis communities and there is no follow-through, or good jobs, they will chalk it up as another of white man's promises. <sup>111</sup>

However positive reinforcement in terms of inside and outside statements appeared to heavily outweigh negative reinforcement. (See Appendix 8)

Bakke states that reinforcements "tend to stabilize and justify the activity usually by means of ritual or sentiments associated with satisfactory relations in connection with, and performance of, the particular activity."<sup>112</sup> This corporation extended a feeling of acceptance of Indian and Metis people. Dress was not extremely formal and Indian symbols and craft products were worn by many employees. There was considerable time spent in informal discussion with Indians on staff to make them feel part of the organization. In measuring efficiency of this type of intercultural relationship or activity it is difficult to determine where efficiency stops and inefficiency sets in. Certainly an efficiency expert would question the amount of time spent in meetings and general discussions in which work-flow might be questioned - without realizing the significant importance of different cultures understanding and appreciating each other's way of life.

In summary the helper processes identified by Bakke were very much evident in Alberta NewStart.

---

<sup>111</sup> Statements are from conversations and are not precise because they were not recorded.

<sup>112</sup> E. Wight Bakke, op. cit., p. 69.

### 7. Homeostatic Processes Utilized in Legitimation

Homeostatic activities stabilize and vitalize the organization as a whole in an evolving state of dynamic equilibrium.<sup>113</sup> They differ from the specific-purpose activities of identification, perpetuation, work-flow and control in that they combine these activities in a synergic manner.

It has been noted that identification activities function to produce, legitimize, and symbolize the image and that perpetuation, work-flow, and control activities actualize that image. The final class of activities - homeostatic activities - combines all the other activities in a co-operative system to preserve the integrity of the organization in an evolving state of dynamic equilibrium.

Three synergic processes that can be observed to function in an organization in such a way as to keep it in a steady state of competence to perform its functions are:

1. The Fusion Process
2. The Problem Solving Process
3. The Leadership Process

#### The Fusion Process

Internally an organization is faced with the simultaneous attempt at self-realization and maintenance of the organization, groups of its participants, and individual participants. These attempts are premised on interests and lead to activities which are not always immediately compatible with one another. Attempts at self-realization lead to any unit of

---

113 Ibid., p. 55.

behaviour being a response to expectancies generated by all of these sources. For example, the organization attempts to make an agent of the individual and the groups by shaping him and them in its own image for the realization of that image. The group tries to make an agent of the individual and an agency of the organization by shaping him and it in its own image for the realization of that image. The individual tries to make agents of other individuals and agencies of groups and the organization by shaping them in his own image for the realization of that image. This situation presents the organization with a constant threat to its integrity, the more so because the organization finds it necessary from time to time to change its expectancies of groups and individuals, the groups find it necessary to change their expectancies of the organization and individuals, and individuals change their expectancies of both. Moreover, the population of participants changes from time to time and thereby new, unintegrated persons are brought into the organization.

The Fusion Process attempts first of all to reconcile or fuse these expectancies and bring them into closer harmony with each other, and in the process the organization, the groups, and the individuals are changed, and their behaviour is changed.

The second need for the Fusion Process arises from the fact that the organization as such is related to more comprehensive organizations, and to other autonomous organizations, integration with some of which is essential to its existence. The same dual or multiple directional-process of mutual attempts of one organization to make an agency out of other organizations results in the need for a fusion process as between an organization and others external to or comprehending it.

In other words, the function of the Fusion Process is to maintain the integrity of the organization in the face of divergent interests of individuals, groups, other organizations, and the organization itself, which each hopes to realize through its contact with the other. Its aim is to establish and maintain for the organization an internal and external integration which will at least leave its capacity to perform its function unimpaired, and at best will improve that capacity.<sup>114</sup>

---

114 Ibid., p. 60-61.

Alberta NewStart, by the very nature of objectives that were to be attained in a short period of time had to have an effective and efficient fusion process to reconcile expectancies of the program with various perceptions and aspirations of participants in the program. The fact that an interdisciplinary team had to work together demanded fusion. Even within program directorates, the nature of the emergent situation kept everyone busy and thus prevented much time for indicators of ineffectiveness i.e. persistence (not necessarily the occurrence) of tensions, friction, and factionalism in the organization, rebellious acts of individuals and groups against activity or standards of activity required of them by the organization, indifference and apathy of participants toward the needs of the organization, and lack of interest of participants in defending the organization.

There were examples, however, of staff conflict which resulted from clash of personalities of husband-wife teams in the isolated mobile centres of Janvier and Fort Chipewyan. In a sense this would reflect ineffective fusion. On the other hand, too much fusion in this close-contact-over-a-long-period-of-time could create even more problems.

One particular situation did arise related to insufficient downward staff communication. It was felt that first-line staff (core staff-directors) were not passing decision information down to their senior assistants or requesting information prior to decision-making. This second-line staff were close enough to the operations or involved in the operations to the extent that they were buffeted by secondary problems without knowing how to react. The solution was arrived at only after

the second-line staff called a meeting and requested greater involvement or at least communication re first-line decisions. A series of other benefits did result; more general meetings, more communication in the form of memoranda or letters to the staff in all locations, in fact a greater appreciation by senior management of need for staff involvement.

#### The Problem-Solving Process

The need for the Problem-Solving Process is so obvious as to need little elaboration. Whether the problem is in the form of a disturbance to, or difficulty in, operations and achievement of results, or in the form of an opportunity for activity which, if adequately exploited, promises advantageous and desirable results, and whether the threat or promise is directed at one or more resources, or at one or more systems of activity, or at the organization as a whole, it calls for the marshaling of the organization's resources and activities and their co-ordinated combination in a more or less systematic problem-solving process.

Fully recognizing that there are a great variety of ways of problem-solving in an organization, it can be stated, as a generalization from the observation of attempts at the solving of non-routine problems in a number of organizations, that the following steps are normally taken, or a probable result of such a step is "taken for granted" as a foundation for successive steps. (See Appendix 13 for Bakke's Framework of Criteria for Evaluating the Operation of the Problem-Solving Process)

Certain questions are set forth relative to each step which indicate the kind of activity involved. At the same time they furnish a framework of criteria for evaluating the operation of the problem-solving process in any particular case. A negative answer to any of the major questions may indicate the reason for ineffective or inefficient problem-solving.

The steps and the questions pertaining to them are generalizations based on observations of problem-solving of ten going organizations, including those functioning in the business, industrial, public utility, research, governmental,

and educational fields.<sup>115</sup>

Assuming a stimulus situation has occurred which has a potential impact on the operations and structure and structure involved. A series of steps as suggested in Appendix 13 follow:

1. Awareness
2. Exploration
3. Structuring
4. Simplification
5. Search and Cue
6. Appraisal of Alternatives
7. Choice and Decision
8. Mobilization
9. Response and Action
10. Experience and Judgement
11. Closure or Renewal<sup>116</sup>

Following the problem-solving process suggested by Bakke in terms of an Alberta NewStart legitimation problem, it is suggested one can evaluate the problem-solving process. One example should suffice:

The Problem: Alberta NewStart has undertaken a macro or comprehensive approach to determining how to upgrade disadvantaged people in northeastern Alberta to a level of employability. Funding by the federal government was generally understood to be about one million dollars per year (but this was not written into the Charter). In order to carry out the planned and approved program, (as approved by Alberta and Ottawa) Alberta NewStart found that the proposed program was going to cost considerably more than one million dollars per year. The problem was to arrive at an approved budget that matched the approved

---

115 E. Wight Bakke, op. cit., p. 61-62.

116 E. Wight Bakke, op. cit., p. 62-68 (See Appendix 11).

plan.<sup>117</sup>

Analysis of the Situation by the Bakke Model for Problem-Solving:

1. Awareness. It is difficult to determine whether the agents responsible for taking action became aware of the situation in time to act effectively. When the Corporation submitted its first plan of operations for ensuing years it anticipated a more than million dollar per year expenditure - how much more was not accurately set forth. Ottawa approved the plan on the basis of the desired principle of the program but gave initial warnings of too much cost. There was an awareness of the problem but a difference of perception of what the other agency was thinking, possibly due to the attempt to encourage flexibility and independence in the quasi non-governmental organization.

2. Exploration. Adequate and relevant information was gathered as the problem progressed but not sufficiently early for the two responsible agencies, Alberta NewStart and Ottawa, to prevent the problem from becoming critical.

(a) The Cause - The cause could be traced back to the lack of a clear-cut definition of maximum funding costs on the part of Ottawa and later to a lack of a clear-cut statement at the outset by the Corporation of the minimum funding it would require on a continuing basis to meet its objectives. Both maximum and minimum costs should have been decided and agreed upon before the program started.

(b) The Character - The situation presented a threat to the

---

<sup>117</sup> Complete correspondence at all levels has been obtained and documented on this problem by the writer. It is confidential, therefore not attached as an appendix. The correspondence is on file 2455-201/9 or the Deputy Ministers files in the Department of Regional Economic Expansion.

survival of the Corporation from the beginning. Unless funding at a high level could be maintained, only part of the operation would continue and, since the experimental program depended on a series of stages or steps, removing one part of the operation would seriously jeopardize any authenticity of findings of the remaining parts.

(c) The Impact - The impact of the situation was so great that, at a later stage, it could have caused a shut-down of a major portion of the program, local reaction, political reaction and the ultimate downfall of this type of action-research approach through quasi non-governmental agencies. However, if sufficient funding could be negotiated and the visionary program carried to a point where findings could be authenticated it might have made a major contribution for long-range planning and effect opportunities for native people in stable and rewarding employment.

(d) The Involvements - Interests of federal officials, provincial officials, the NewStart Executive director and Board of Directors, Corporation staff, politicians at all levels and the Native people (both the program participants and others) would be affected by the solution to the problem. Contributions in the form of support could come from any level, but the prime negotiators were the Executive Director and his Board of Directors on one side, and the holders of the purse-strings, the federal government Department of Regional Economic Expansion represented by the Assistant Deputy Minister (Planning) and Director of the Social and Human Analysis Branch on the other. It appeared that the federal government could be embarrassed if the

Corporation was not more heavily financed; alternatively, the Corporation would be embarrassed if it did not receive the necessary funding to carry out its proposals and commitments.

(e) Placement. In considering in which of the essential Bakke processes action was required to meet the problem situation, one must consider the magnitude of the problem. The very nature of the funding situation meant it affected all the essential processes and in turn the essential processes affected the funding problem. The essential processes of (1) developing and legitimizing the organization's Charter, (2) acquiring, maintaining, transforming and utilizing basic resources in achieving objectives, and (3) preserving the unique wholeness of the organization in the face of internal and external problems and change, all were activities where this problem could be related. The problem of funding itself, however, was an external problem and, although it affected the internal program, in the early stages of growth it was difficult for internal action to help solve the problem.

3. Structuring - In analyzing the correspondence, one might state that accurate judgements were not made in the following sense:

(a) The cause was not analyzed carefully in late 1967 or early 1968 and an absolute upper budget limit established before program commitments were made. Both parties might be considered to be at fault.

(b) There was not a clear recognition of the Character of the situation. The Experimental Projects Branch in Ottawa did recognize in mid 1968 the possible threat of this program requiring too much money on a long-range basis. However, although the budget was stalled,

the general program was approved. Rightly or wrongly, the Corporation either assumed it could go ahead and would be supported financially to the full extent of its proposed program or else it shrewdly calculated that if it could get started, and because of the short-term nature of the program had to begin staffing and obtaining physical facilities, equipment and supplies, it would thus commit the government and thus would be guaranteed support. Accurate judgements by the Corporation about the controlling power of Ottawa had not been made; on the other hand, lack of approval from Ottawa (or inability of the Corporation to draw up a program to meet its objectives and stay within a proposed maximum budget limit) was causing NewStart officials embarrassment because they knew they had to get a program going early.

(c) The impact of the situation was that in considering what failure to begin setting up would cost them, the Corporation assumed long-term support, and went ahead setting up facilities and hiring staff on the basis of the general program approval. This naturally aggravated the situation in that it soon appeared that the program in Alberta was going to cost well over 10% or even 20% of the generally understood (but not written) one million dollar per year budget. Suspicions arose on both sides: What would be the cost of failure to meet considered obligations? Was there opportunity for personal or private gain? Could the organizational charter not prevent this sort of thing happening? Was the integrity of the Corporation - and Ottawa - at stake? Again accurate judgements of impact of early decisions had not been made by Alberta NewStart or Ottawa.

(d) The involvement of senior people at the Corporation and Ottawa level naturally started to raise questions about whether accurate judgements had been made in the selection of these people.

(e) Organizational action was at the executive level. In the early stage of development of the Corporation it was the only place it could be. Judgements had to be made by the Executive Director and a very small core staff.

4. Simplification - The problem did not appear to have been reduced to, and defined in terms amenable to practical and effective action. It would appear that Ottawa should have set at an early stage, a maximum annual budget allotment for Alberta NewStart. Alberta NewStart would have had to work within say 10% of this budget. Since Ottawa did not do this the next logical step was for Alberta NewStart to propose a "reasonable" plan and budget for operations not only in the first year but for ensuing years. From this the Corporation and Ottawa could negotiate their budget with an understanding that in no way could this budget be surpassed.

5. Search and Cue - Alternative strategies, or means-end combinations of activities were not clearly suggested by the Corporation in its early proposals. When the total plan was not accepted quickly by Ottawa there was more effort to continue trying to confirm its value rather than modify or reduce the plan of action. The Experimental Projects Branch did suggest alternatives internally but there was reluctance to pass all suggestions to the Corporation for fear the Corporation would lose its feeling of quasi-independence. In mid-1969

the Corporation did identify and submit two alternatives that would help it in its financial crisis; one to have Ottawa pay off its outstanding capital debt (approximately 1.76 million dollars), the other that a portion of the program (The Lac La Biche Adult Training Centre) be phased out.

6. Appraisal of Alternatives - The alternatives were carefully appraised as to their probable effectiveness and efficiency. There was not much doubt the Corporation was in a severe financial squeeze. It could not operate even on 1.7 million dollars per year and unless something was done the crisis would get worse.

7. Choice and Decision - Both of the alternatives proposed by Alberta NewStart had to be accepted in order for even the continuing cut-back program to operate within a new set 1.17 million dollar annual budget. Both Ottawa and Alberta NewStart were unhappy with this necessary action but knew it had to be done.

8. Mobilization - The urgency of the situation prevented a careful analysis of all possible results. Ottawa paid off the Alberta NewStart capital debt and Alberta NewStart closed the doors of its Lac La Biche Training Centre. Repercussions of this latter action were not carefully considered.

9. Response and Action - A new crisis developed. The local native people around Lac La Biche were incensed, as were many of the merchants and even people who had originally opposed the Corporation. Was this another of Ottawa's promises that was being broken? Obviously the local people had been perceiving this as a continuing operational

program rather than an experimental approach to find out what would work.

Reaction was immediate and well-organized. A "sit-in" of native people took place.<sup>118</sup> The press, radio and television got into the act and produced full coverage across Canada. Much of the coverage was biased because the reasons behind the "sit-in" were very complex. Politicians at all levels became involved and pressure was brought to bear on the Hon. Mr. Marchand, Minister of Regional Economic Expansion to re-open the Centre. The ultimate result was the re-opening of the Centre under management of the native people themselves. Alberta Pe-Ta-Pun (Cree - The New Dawn) Development was incorporated on April 8th, 1970. This was a major break-through for the native people. The financial crisis of Alberta NewStart, plus what they had been learning in the program, had forced the native people to pull together. The result was to their benefit although they may not have realized, at the time, the tremendous challenge they were accepting.

10. Experience and Judgement - Pressure of continuing work prevented either Ottawa or Alberta NewStart sitting down together and analyzing whether the action taken in response to the problem was correct. However, Dr. Page, former Director of the Experimental Projects Branch, now Director General, Implementation Services Division, has been before several parliamentary committees since the action, re-counting and justifying what was done. At the same time Mr. Shields, Executive Director, Alberta NewStart, has had to provide continuing consulting service to Pe-Ta-Pun Development Inc.

---

<sup>118</sup> For a more complete report of the "sit-in" see Appendix 4.

11. Closure and Renewal - Experience and judgement would indicate the problem was solved. It was impossible to restructure the problem and renew efforts for new decisions. The experience gained may have been most beneficial in that the local reaction of withdrawal of the Lac La Biche Training Centre may have been only a microcosm of what could happen when the total NewStart program phases out.<sup>119</sup>

(The analysis of this problem using the Bakke model has not gone into the depth suggested by the model. It is evident from this application that this would be a good model for the study of many organizational problems).

#### Leadership Activities

In defining homeostasis we used the phrase "an evolving state of dynamic equilibrium." Such a concept of the organization's steady state is not the product of a value judgement that an organization should grow or evolve as a dynamic whole, but the product of the observation that it does grow or evolve.<sup>120</sup>

Such a growth, according to Bakke, is in response to the organization's ability to respond to adapt and respond internally and externally to its environment. Such adaptation is not automatic. The image and integrity of the organization is brought about by a planned self-conscious process.

---

119 It is considered worth noting that at the time of this writing, "Alberta is quite concerned about federal government phase-out and what might happen in the Alberta NewStart area." J. P. Mitchell, op. cit.

120 E. Wight Bakke, op. cit., p. 66-67.

It is this set of circumstances which creates the need in the case of a social organization for some synergic process that provides:

- (a) the vision or imagination as to developments in the organization or its environment, and as to their significance for parts of the organization, and the organization as a whole;
- (b) the vision or conception of what this implies as to the characteristics of an evolving whole organization if it is to maintain its integrity and functional effectiveness;
- (c) the initiative for launching activity which is concerned with developing the organization toward this concept while maintaining its integrity:
- (d) a spur and guidance to cooperation of participants in this development.

It will be observed that this process incorporates a number of classes of activities we have already discussed, and focuses them on achieving a homeostasis in the face of the opportunity and necessity for development and growth.

Whether one is justified or not in appropriating the word "Leadership" for this process is questionable. The word has been used to label many of the activities we have discussed. Its use will call to the mind of the reader whatever of such content he customarily fills it with. Yet these functions of vision, initiative, encouragement, and guidance with respect to the preservation of the organization as a whole in an evolving state of dynamic equilibrium seem to me to be covered as adequately by no other term.<sup>121</sup>

In accepting the above explanation of leadership it is necessary to look at the Corporation to determine where or if the synergic processes emanate to provide the homeostasis that is necessary for development and growth. First, although it is recognized that direct leadership comes from within the organization, there must also be

---

121 Ibid., p. 67-68.

recognition in analyzing the Alberta NewStart Corporation that it operates an experimental program within a strong influence of an outside encompassing and controlling force, namely the funding federal government.

Analysis of earlier parts of this chapter indicate the synergic processes of fusion, problem-solving and leadership that provide legitimation of the Corporation are focused in one person, the Executive Director.

1. The vision of the plan and program was his.
2. He has been the leading force in putting the organization together in terms of both physical and staff requirements.
3. He has provided the overall co-ordinating function of the total operation while delegating internal functional operations to his core directors.
4. He has been the representative agent of the Corporation in major problem-solving activities related but external to the internal operation of the organization.

There is no question that the Executive Director has provided vision, initiative, encouragement and guidance to achieve the dynamic balance necessary to build and make the Corporation survive to its present state.<sup>122</sup> In the early rather hectic life of the organization he was able to gather around himself a group of core directors who appreciated his particular charisma, understood his vision and worked very hard to make it become a reality. This is not to infer all actions

---

122 Based on conversations with core directors.

and activities were effective and efficient. However, there was a unique and dynamic organization wholeness developed in the legitimation of Alberta NewStart.

#### 8. Bonds of Organization

This study has now made the full circle in a descriptive analysis and classification of the essential activities for Alberta NewStart's survival and its capacity for performance of its functions:

- (a) from the Identification Activities which developed, legitimized and symbolized the image of the organization,
- (b) through the Perpetuation, Work-flow and Control Activities which brought that image to life;
- (c) to those Homeostatic Activities which preserved the integrity of Alberta NewStart as an operating organization (i.e. actualized the image) and maintained a steady state of dynamic equilibrium.

The elementary substance of Alberta NewStart has been described as:

1. The Organizational Charter
2. The Basic Resources (People, Ideas, Capital, Materials, Nature)
3. The Essential Processes (Identification, Perpetuation, Work-flow, Control, Homeostatic).

It has been shown that these elements are related to each other in a state of interdependence, primarily through the functioning of the homeostatic processes of fusion, problem-solving and leadership. In Alberta NewStart these homeostatic processes utilized, organized and focused the Organizational Charter, the Resources, and other Processes

upon the internal adjustment and development, and the external adaption of the organization in such a way that its unique wholeness, its integrity has been maintained in an evolving state of dynamic equilibrium. It is recognized that at times this equilibrium was severely upset by external forces such as funding.

The Bonds of Organization is another way of describing the nature of interdependence among all the elements. To build the concept of the Bonds of Organization the writer has taken the essential process or activity of Legitimation and considered the contributions made to this process by the Organizational Charter, the Basic Resources, and the other Essential Processes. Identification Bonds, Perpetuation Bonds, Work-flow Bonds, Control Bonds, and Homeostatic Bonds, were all found to be essential to the legitimation of Alberta NewStart. The description of this Corporation utilized the Bonds of Organization as a framework and focused attention on activity as "the basic stuff of the organization."<sup>123</sup>

#### 9. Conflict Between Activities

McDowell in his study of the Saskatchewan Teachers Federation using the Bakke model added the concept of "conflict between activities" occurring despite efforts of the homeostatic activities to prevent it.<sup>124</sup>

There was evidence of conflict in Alberta NewStart activities as well. The first conflict appeared in the clear identification of

---

123 E. Wight Bakke, op. cit., p. 71-73.(summarized in Appendix 3)

124 C. S. McDowell, op. cit.

objectives in the Organizational Charter. If the primary objective were research it would seem that the first core staff employed should have been senior research people who could design the total program for pre, mid and post measurement of behavioural change of the target population rather than expecting a research staff to come in late with ex post facto type studies and try to pull some findings of value out of the multitude of activities. If the objectives were program development greater stress should have been placed on staffing and equipping for these objectives early in the program. What appeared to really happen though, was considerable emphasis on the development of an operational program which could be perpetuated almost on the assumption that the answer to the problem had been pre-discovered and it was just a matter of showing this to government and the public. In analyzing the rationale for various Alberta NewStart activities it must be recognized that an overall conflict between identification and perpetuation activities existed. If the Corporation were identified too much as a research organization there would be a tendency for participants to be looked at as guinea pigs and/or because of the terminal nature of research projects the potential trainees would not want to participate. At the same time emphasis on the operational nature would build up anticipation for perpetuation and thus cause similar frustration at the time of phase-out.

Another conflict was related to the above. Limited funding meant that budget money had to be divided between the various directorates of the Corporation. It might appear to directorates like

program planning, community counselling and research that an exorbitant amount of the budget was going into buildings, transportation and elaborate office and other equipment as if the Corporation was directed primarily toward perpetuation. The lesser conflict was to buy or rent less good equipment that would give better service for at least five years or to purchase a larger amount of cheaper equipment, that could be spread between more directorates, and the major conflict was which directorate should be emphasized. Wherever this major funding was to go naturally affected the work-flow, control and homeostatic activities and bonds because the directorates where the money was spent received the most attention. In an analysis of the activities of Alberta NewStart it would appear that Operations, Personnel and Finance received more attention by management than program planning and research.<sup>125</sup>

#### 10. Implications for Further Research

Co-optation and political influence are being introduced in this study not as part of the Bakke model but because both were found to affect organization activities in this organizational study. It was felt by the writer that there was evidence of both activities in his analysis of the dynamics of Alberta NewStart.

Co-optation was defined by Selznick in his study of the Tennessee Valley Authority as: "the process of absorbing new elements into

---

<sup>125</sup> This observation is supported by the Item Analysis of Staff Meetings reported earlier (See p. 81-82).

the leadership or policy - determining structure of an organization as a means of averting threats to its stability or existence."<sup>126</sup>

There may be considered to be various levels of co-optation in the Canada NewStart program that would have implications for further research. Three questions are asked to bring the concept of co-optation into better focus:

1. At the federal and provincial level, was there any consideration of side-effect or long-range effects of the NewStart programs, or were Corporation staff and participants being co-opted into programs that were to be terminated when certain information was found, information that perhaps rightly should be under provincial jurisdiction?

2. Was there a form of co-optation by the Executive Director and senior staff in promoting the funding and growth of an expanding empire outside the basic purpose of the Corporation in which their own political and other aspirations could flourish?

3. Was there co-optation by certain community members to use mobile centre programs as a means of gaining popularity and possible leadership?

It was not the specific purpose of this study to investigate co-optation but simply raise these questions to promote further inquiry into this as a possible component of future organizational analyses.

Another related question is whether there were symptoms of political influence in the activities of Alberta NewStart. There is

---

126 Phillip Selznick, op. cit., p. 13.

not much question that any federally funded program at some stage or other will be subject to political scrutiny particularly if a problem such as a "sit-in" becomes a front-page story in the media. This was so in the activities of Alberta NewStart. Federal government was severely criticized for withdrawing funding when, in fact, it simply demanded living within a given budget. Naturally, politicians at all levels used this as an opportunity to take sides or, at least, to get public visibility through their questioning.<sup>127</sup> Another example of provincial political influence in the phase-out activities of Alberta NewStart was in a statement made by a senior provincial civil servant.

"We have to determine some method of keeping Alberta NewStart going at the end of 1971 without another major "sit-in", particularly when continuation of the project seems to be up to the province. I have been advised by political heads to work out some scheme, particularly in this year of an expected provincial election. My big concern is that to keep the operation going it costs approximately \$100 per day per trainee which is far too high by comparison to our other programs."<sup>128</sup>

His point was made that political influence meant it was necessary that the program be perpetuated by some means for at least another year. The question is immediately raised as to whether the continued program would be another example of co-optation and the people deceived into building much greater hopes and aspirations out of the on-going program than they should.

---

<sup>127</sup> See Globe and Mail newspaper reports, January 20, 21, 22, Toronto, 1970. Also Edmonton Journal reports of the same time.

<sup>128</sup> Confidential discussion with the writer.

From the above simple examples it is possible to question whether there were symptoms of co-optation and political influence in the legitimation of Alberta NewStart.

#### 11. Effectiveness, Ineffectiveness and Inefficiency

An activity system or bond that fails to make a positive contribution to the operations and objectives of the organization as a whole is said to be ineffective. An activity system that fails to make a positive contribution to the goal realization of the participants in the organization is said to be inefficient.<sup>129</sup> In general, based on observations, and supporting evidence described heretofore in this chapter the activities and bonds have been effective and efficient. However, there have been symptoms of ineffectiveness and inefficiency within the component activities or bonds of identification, perpetuation, work-flow, control and homeostasis.

##### (a) Identification

If effectively carried out, identification activities result in the development of a commonly understood Organizational Charter, its legitimation, and symbolic representation. A major symptom of ineffectiveness in the carrying out of these activities would be evidences of wide variations, particularly among participants, in perceptions of the central function and distinguishing

---

129 Bakke defines the effectiveness of a system or bond as the "degree of positive contribution to the operations and objectives of the organization as a whole, and to the strength of the other bonds"; and the efficiency of a system or bond as the "degree of positive contribution to the goal realization of the participants in the organization."

features of the organization or of revolution against such central elements in its structure.<sup>130</sup>

This chapter on legitimation of Alberta NewStart has brought into focus the lack of a clear identification of objectives in the Organizational Charter. Even with this rather vague definition the organization has been successful in bringing the people and funds together into a supporting whole, has established symbolic and other visible representation, and has developed a common perception of the central function of the organization as a combination of adult education and training operations, research and development.

(b) Perpetuation

If effectively carried out, perpetuation activities result in the availability of all basic resources adequate in quantity and quality for organizational operations . . . A major symptom of ineffectiveness in the carrying out of these activities would be reports of quantitative shortages and qualitative inadequacies in people, materials, capital, ideas, or natural resources.

A major symptom of inefficiency in the carrying out of these activities is the failure to realize advantageous results in more adequate resources equivalent to the costs involved in the attempt to do so.<sup>131</sup>

Conflict between identification activities and perpetuation activities has been pointed out.<sup>132</sup> This conflict affects the effectiveness and efficiency of this organization in that if the organization stressed identification of research and development and the

---

130 E. Wight Bakke, op. cit., p. 51.

131 Ibid., p. 52-53.

132 See p. 122 in this study.

terminal nature of the program it would be hindering chances of perpetuation as a possible operational program. It would appear from observations and comments<sup>133</sup> that top quality and elaborate equipment was supplied, partly because of lack of good service and repair agencies in the area and partly because time was of the essence in producing specially designed instructional programs and aides<sup>134</sup>, but it was also noted that inefficiencies in this area of cost of capital equipment and supplies might have been a factor in causing the financial crisis that developed in Alberta NewStart. The question of homeostasis enters here in that a dynamic balance had to be maintained between providing adequate quantity and quality of staff and equipment and still not create an over-spending in these areas. Changing emphasis in the Corporation (Lac La Biche Training Centre closing down - Program Development being emphasized more) also caused unforeseeable strain on the budget and effected certain inefficiency.

(c) Work-flow

If effectively carried out work-flow activities result in Work and an Output of a quantity and quality adequate to sustain the continued contributions to, and support for, organizational operations by participants, and by recipients of the output. . .

---

133 In conversation with Mr. E. Collett, Purchasing Agent for Alberta NewStart Inc.

134 The writer studied excellent samples of the special instructional material developed to meet the cultural and adult needs of program participants. Breakdown of equipment would have prevented or slowed this production.

A major symptom of ineffectiveness in the carrying on of these activities is an inconsistency between the quantity or quality of the output and the quantity and quality acceptable to the consumers. Other obvious symptoms are interruptions in the flow of work.

A major sign of inefficiency in the carrying out of these activities is the less-than-optimal use of acquired basic resources. Particularly where exchange is involved, another sign of inefficiency is the incurring of total costs for the output which cannot be recovered from the return in inputs stimulated and made possible by its distribution.<sup>135</sup>

In studying work-flow as related to the legitimation of Alberta NewStart there was an observed funnelling of all policy matters through the Executive Director as well as delegation of authority, responsibility and accountability to the core directors. This appeared effective in terms of work and output although one could still question the actual identification of objectives of the corporation.

At the production levels of office operations it was observed that there were considerable variations in effectiveness and efficiency. Work-flow in Lac La Biche appeared to be of a "peak-and-valleys" nature and at the time of observations the pending phase-out of Alberta NewStart affected the morale. However, it was observed that when managers were away, some of the office staff appeared to have considerable free time. Also, the research section staff and program development staff work seemed to be of panic nature one week and a non-productive nature another week. In summary, although the quantity may be questioned the quality was very good thus reflecting certain effectiveness.

---

135 E. Wight Bakke, op. cit., p. 54-55.

It is difficult to measure efficiency or inefficiency in an organization such as this in Bakke's terms. It has been noted that per diem training costs are approximately \$100. However, this cost includes all administrative overhead, research and program development costs, building and equipment depreciation over a short period, trainee allowances and staff costs and other unlisted expenditures. Also, it must be understood that production in this experimental program must be considered to be the research findings, program and materials development, education, training and placement of a sample of disadvantaged people in jobs or at least evidence of employability, and the development of a staff much more capable of perpetuating this type of program or replicating it in another area; obviously a much more costly and challenging objective than the training programs it was being compared with. In this case the Bakke definition of work-flow efficiency appears to lend itself more to an industrial or business type organization.

(d) Control

If effectively carried out, activities result in an Administration which unifies and coordinates all differentiated activities toward the performance of the organizational function with a minimum of leakages, i.e., irrelevant or negative activities . . .

A major and general symptom of ineffectiveness in the carrying out of these activities is the occurrence of results disadvantageous, irrelevant, or negative, to the performance of the organizational function.

A major symptom of inefficiency in the carrying out of these activities is the allocation of resources to carrying them out whose value imposes a burden of overhead costs upon the output, making it difficult to distribute

that output on terms advantageous to the organization.<sup>136</sup>

In analyzing the general control activities and the related sub-activities of direction, motivation, evaluation and communication it is considered that this organization was effective. The control was tight enough and yet free enough to encourage a dynamic "whole".

One major symptom of ineffectiveness was the financial crisis that led to the "sit-in". It is questionable whether the related control processes that effected this were related more to Corporation activities or Ottawa activities. The result did influence the effectiveness of Alberta NewStart.

The financial crisis and change of direction in the Lac La Biche Centre also led to inefficiency. Some of the human and other resources originally planned to operate this centre had to be lost or re-directed for other purposes.

In summary, the control processes that led to the greatest symptoms of ineffectiveness or inefficiency were related to determining where the real control of the Corporation was, in Ottawa or Lac La Biche. If the control remained in Ottawa the Corporation considered the program would be quite ineffective. If the control went to the Corporation Ottawa considered the program would be quite inefficient.

(e) Homeostasis

Disintegration in an organization or a decline of homeostasis can result from a failure of any one of the

---

136 E. Wight Bakke, op. cit., p. 55.

processes of fusion, problem-solving, or leadership.<sup>137</sup>

The problem-solving process in relation to the financial crisis has been explained in some detail in this study. At the time of this writing Alberta NewStart was being phased out and a new Corporation, North East Alberta Development Company, was being considered.<sup>138</sup> The impact of the financial crisis led to real problems in all activities or processes of this Corporation. The publicity was not good from the political view<sup>139</sup> and disintegration of the organization and a decline of homeostasis started at that point. Leadership and fusion were difficult within the organization because there seemed to be a feeling that Ottawa wanted to phase out the Canada NewStart Program completely.<sup>140</sup>

## 12. Summary

It would be helpful at this point to recall Bakke's general definition of an organization:

---

137 Ibid., p. 59.

138 A change of provincial government could bring about further changes.

139 Newspaper Reports, op. cit., (127).

140 It must also be recognized that in the formation of the new Department of Regional Economic Expansion there was a movement to phase-out or change the name and phase-over a number of named programs that this Department inherited.

A social organization is a continuing system of differentiated and co-ordinated human activities utilizing, transforming, and welding together a specific set of human, material, capital, ideational, and natural resources into a unique problem-solving whole whose function is to satisfy particular human needs in interaction with other systems of human activities and resources in its particular environment.<sup>141</sup>

Bakke indicates further that a description of any organization in accordance with his definition and model for analysis is no easy task but is systematic and thorough.<sup>142</sup> This writer would agree.

In the analysis of the dynamics of Alberta NewStart using the issue of Legitimation, it was found that all activities or bonds (identification, perpetuation, work-flow, control, homeostatic) were evident.

Major emphasis was placed on identification activities, in the attempt to develop, legitimize and symbolize the Organizational Charter, and perpetuation activities in acquiring, maintaining, transforming and developing the basic resources. All activities made contributions to the creation of an image of the unique wholeness of the organization.

There were symptoms of conflict between activities, co-optation and political influence, ineffectiveness and inefficiency but these were not as great as the general overall effectiveness of the Corporation in terms of impact on the local communities.<sup>143</sup>

---

141 E. Wight Bakke, op. cit., p. 37.

142 Ibid., p. 72.

143 G. Rancier, "Perceptions of the Impact of Alberta NewStart Inc. on the Kikino Community," (Appendix 8).

Chapter IV has given a detailed analysis of the dynamics of Alberta NewStart by tracing the issue Legitimation through all parts of the Bakke model. Although this has been a long and involved process it has described the dynamics of this corporation relative to the issue under discussion. Chapter V will use the same framework for description but will not go into the same detail in describing a new issue, Evaluation of Projects.

## C H A P T E R     V

### EVALUATION OF PROJECTS

Chapter IV gave a rather detailed analysis of the operational dynamics of Alberta NewStart by tracing the issue of legitimation through the activities of the Bakke model. It is the intent of this chapter to look at the issue, evaluation of projects to further describe the corporation and determine what was measured at a later stage in the operational life of the corporation. This should help to answer questions as to whether the organization has been effective in the broad sense of reaching research and development objectives; objectives which have already been defined as being rather vague. The legitimation issue was related more to early stages of corporation development; evaluation of projects was related to later stages of operation.

This chapter will not go into the same detail to show organizational dynamics, rather it explains the issue evaluation of projects and outlines some of the pertinent development and evaluation that has gone or is going on. This should help to fill in the thesis for the benefit of readers who ask "Just what did you find out about the success of this program or components of the program?"

Obviously, with the corporation in its final stages of operation at the time of this writing, findings were being hastily gathered and collated. Appendix 14 is an Abstract of Reports listing the type of reports planned. It should be noted that several of the reports will

not be completed at the time of writing of this thesis. However this compilation of reports does indicate that even in the "ex post facto" sense, Alberta NewStart has not completely sacrificed its research objectives to become primarily an operational program.

#### 1. The Issue

It has been stated in Chapter IV that there was confusion as to where priorities should be placed in defining the objectives of Alberta NewStart Inc. Research staff in Ottawa and at Lac La Biche have expressed views that the intent of NewStart Corporations was to be oriented towards experimentation and research; Program Development staff tended to look at the Corporation as a ways and means of developing new programs in basic education, and vocational training; Practical operational type staff (mostly in Lac La Biche) tended to look at the Corporation as a means of putting to work a system that they were certain was the answer to most of the relocation and training problems of the disadvantaged. What appeared to develop was a complex dual organizational system; one, an Ottawa centred staff vs. a NewStart Corporation staff, i.e. head office vs. field; and two, a discipline centred staff in which the various component disciplines of administration, research, education, training, counselling and community development tended to communicate between Ottawa and Lac La Biche and form an informal cross structure within the formal structure. Loyalties tended to become confused in this organizational arrangement. An example of this was the effort of the Technical Support Centre staff in Ottawa to co-ordinate

meetings, conferences and symposia for the benefit of specialists in the various NewStart Corporations across Canada. It was almost impossible to assemble all the specialists in one place at one time because there was little power in Ottawa to call them together;<sup>1</sup> on the other hand the Executive Director was faced with attempting to get his "show on the road" while having his senior officers being enticed to go to conferences and meetings.<sup>2</sup>

However, meetings were held. There is evidence in the correspondence and reports on these meetings that considerable benefit accrued. In the research meetings there was a tendency to compare notes and procedures in the various pioneering research activities. The Research Consultant from the Technical Support Centre in Ottawa viewed this as a possible opportunity to suggest research procedures that would be similar enough to do comparative research. The Basic Education Consultant viewed his co-ordination of symposia as an opportunity to demonstrate to Corporation Program Development Directors various new methods and techniques for possible modifications and adaptation to their local needs. In addition similar pre- and post-testing procedures between Corporations would enable comparisons and inter-corporation research and development to be carried out. However, although meetings

---

1 The Technical Support Centre in Ottawa was a small staff of research, education, training, counselling and community development specialist consultants employed on a full time basis to advise and consult both in Ottawa and various NewStart locations in their specialties.

2 Correspondence between Ottawa and Alberta NewStart Inc., and Saskatchewan NewStart Inc. in particular pointed this out.

did achieve part of this co-ordination, the quasi-independence of the Corporations meant each went its own way to such an extent that inter-corporation research findings were almost impossible to achieve.

Each NewStart Corporation tended to put its own emphasis on selected objectives. The priorities of each depended on the perceived need of the target population, the resources either already available or which could be made available, and the limitations of time.

In the analysis of legitimation in the previous chapter, the writer found major objectives of Alberta NewStart shifting from an operational nature in its early stages, to program development in mid stages, to research at the time of writing this thesis. This is perhaps natural in that there was pressure that a program had to be made operational quickly. It was then found, as expected, that existing basic literacy and other life-skill programs were not suitable for the target disadvantaged native population; special programs had to be developed. Then, in the last year of operation, the Corporation had to concentrate on an analysis of research findings and report writing.

## 2. The Nature of Evaluation of Projects

Alberta NewStart, to attain its objectives, had to study and analyze the target population, set up a physical infrastructure to carry out its experimental programs, investigate the various ways and means of educating, training, counselling and relocating samples of the target population and assess effectiveness and efficiency of the Corporation in achieving its objectives. Appendix 12 indicates the

types of reports expected to be completed by December 31st, 1971, the terminal date of Alberta NewStart activities. In addition, Aumack, in "Proposals and Materials", submitted to a Canada NewStart Research Director's Meeting, has outlined suggestions regarding the assessing of NewStart Organizations.<sup>3</sup> (Appendix 15)

In the early stages of growth the staff of Alberta NewStart, knowing that measurement was to be an integral part of the program, kept diaries and attempted to pre-measure incoming participants (trainees) in order that some base line data might be established.<sup>4</sup> Other base line information is outlined in Aumack's "Application of Community Typology to Social Science Research", (Appendix 5). The research and reports related to the projects and the corporation itself as mentioned above outline the nature of evaluation of projects.

### 3. The Function Performed or Objective of Evaluation of Projects

The Organization Charter indicated that research and development are major objectives of Alberta NewStart. In order to make the

---

3 Lewis Aumack, "Suggestions Regarding the Assessing of NewStart Organizations," A paper presented to the Research Director's Meeting, St. John's, Newfoundland, June 5-7, 1971. (Appendix 15)

4 Bruce Handley "A Study of the Academic Program in Alberta NewStart," Lac La Biche, Alberta NewStart Inc. Report 70-3, November, 1970. This report demonstrates one type of pre-testing that was done using the Adult Basic Learning Examination (ABLE) and the Raven Standard Progressive Matrices (Raven). (Appendix 16)

research and development valid in the various component experimental programs it was necessary to have objective assessment and reporting on the projects. The Research department of this Corporation was deemed an integral and important part of the organization particularly in the final operational year because their function was to carry out the assessment. In theory, the organization and outside interested agencies could learn of the value of the methods tried and implement these methods in their own programs or, in the case of government agencies, determine whether the quasi-independent concept of Alberta NewStart should be perpetuated and, if so, in the present or another form. In practice, however, a decision had been made by federal and provincial government authorities that Alberta NewStart would phase out well before they studied the findings.<sup>5</sup> Discussions with government authorities in both Edmonton and Ottawa pointed out the problems inherent in an organization that was publicly funded but which had few checks and balances.<sup>6</sup> Also, opponents of the Alberta NewStart concept believed in the philosophy of direct assistance to native people and felt that they should be more involved in and be responsible for the programs that would or could affect their destiny.<sup>7</sup> This was supported by the native people

---

5 Whereas most of the research findings would not be completed until late 1971, the decision to phase out Alberta NewStart was made before July 1st, 1971.

6 J. P. Mitchell, Department of Education, Edmonton; Dr. G. T. Page and J. P. Francis, Department of Regional Economic Expansion, Ottawa in separate conversations with the writer.

7 Dr. Dan Bouvier, M.D., M.L.A. for the constituency in which Alberta NewStart was located, in conversation with the writer.

after they had been exposed to the program.<sup>8</sup> In summary, the function performed by evaluation of projects was to be of value to the program itself in terms of the organizational objectives.

#### 4. Instruments Used in Evaluation of Projects

The primary instruments used were people, ideas and materials. The unusual aspects of this organization were that:

1. A small research staff was involved in trying to analyze and assess the component aspects of the Alberta NewStart program. Only two qualified professional researchers were involved in designing, measuring and reporting research in this corporation.<sup>9</sup> They had up to six research assistants at peak periods but this staff was involved primarily in gathering and tabulating data with the planning, design and analysis the responsibility of the two senior research staff.

2. Ideas were involved in the need for developing special measuring instruments and techniques to determine behavioural change in disadvantaged persons and the general assessment of effects of the corporation on the communities.

3. Sophisticated material instruments were available in the form of printing and reproduction machines for local production of reports, staff to handle this equipment and outside use of elaborate

---

8 G. J. Rancier, "Perceptions of the Impact of Alberta NewStart Inc. on the Kikino Metis Settlement", Lac La Biche, 1971. (Appendix 8)

9 Lew Aumack, Ph.D., Director of Research is experienced in social and clinical psychology.

W. B. Handley, M. Ed., Director of Data Analysis, is knowledgeable in statistics and in using computers for data analysis.

data storage and computer analysis equipment at the University of Alberta.

Alberta NewStart did make provision for measuring and analyzing the various techniques and methods used in bringing about behavioural change in the target population. However, with the emphasis on post hoc research procedures there was a recognized difficulty in assessing true impact of various projects or components of projects. Appendices 4, 5, 7, 8, 14, 15 and 16 indicate the type of research carried out. Appendix 7 is an example of micro-research carried on as part of the on-going program.<sup>10</sup>

## 5. Helper Processes Utilized in Evaluation of Projects

### Identification Processes

The research department had a difficult time being recognized in the early stages of Alberta NewStart growth. Emphasis on hiring staff, purchasing and setting up buildings and equipment, community entrance and emphasis on a program that had all the markings of, an operation, rather than, an experiment, pushed research into the background. This was clearly identified in Chapter IV.<sup>11</sup>

As time went on it became more obvious that research and development reports were expected in 1971 before Alberta NewStart phased

---

<sup>10</sup> "Evaluation of Staff Training Session," Research Department Report - Project 1, Lac La Biche, Alberta NewStart Inc., October, 1968. (Appendix 7)

<sup>11</sup> See page 52.

out. With this new emphasis there was a noted change in recognition of research and development findings.<sup>12</sup> The Corporation was now being identified as a research and development corporation. Although it had this identification in the original sense, particularly in Ottawa, this had never been clearly conveyed to the people in small communities. It may be hypothesized that this would have been impossible with disadvantaged people in backward communities; their perceptions relate much more to Maslow's lower levels of the hierarchy,<sup>13</sup> self-actualization would not be considered to be participation in action research programs as "guinea-pigs."<sup>14</sup> They were expected to want training and jobs in a short period of time. It was considered that identification of the corporation as one of solely research and development could have hindered it at this stage. In later stages however it became more evident that to do research and be part of a research program in the small communities meant retention of facilities and survival of the program. In a sense this may have given a halo effect to the research department.

---

12 Core Staff meeting minutes of April 2-3, 1969, bring this emphasis into focus, Alberta NewStart Inc., Lac La Biche, 1969.

13 A. H. Maslow, Motivation and Personality, New York, Harper and Row, Publishers, 1951.

14 An expressed fear of all NewStart Directors in early stages of operation was that if research, experimentation and documentation was overemphasized in early stages of operation, the potential program participants would be frightened off.

### Work-Flow Processes

Evaluation of projects in early stages of projects appeared to be comparatively insignificant to the extent that it did not interfere with the work-flow process. In later stages however this component suddenly dominated the work-flow process.

A problem prevailed in work-flow activities in that it was difficult to analyze data and prepare and write reports fully acceptable to both the research community and the Corporation itself. Native people and many of the Corporation staff tended to be turned-off by the sophisticated language and reporting procedures. At the same time reporting of "soft" data in a language acceptable to less educated people tended to limit the expression of findings.

### Perpetuation Processes

Thoughtways, personnel, services, and finance were all made available for purposes of evaluation of projects particularly as applied to perpetuation of the Corporation. The Executive Director and his senior core staff wanted to keep Alberta NewStart in operation beyond the 1971 termination date. In an internal paper prepared in mid 1970,<sup>16</sup> Alberta NewStart stated that in July, 1970 the corporation was just coming to a point where it could provide initial evidence of the effectiveness of programs and that more conclusive evidence would be available only after continuing refinement and validation.

---

<sup>16</sup> "Discussion Paper Re Future of Alberta NewStart Inc." Alberta NewStart Inc., Lac La Biche, 1970, p. 3-10.

This would appear to have been a plea to perpetuate Alberta NewStart on the basis of its research and development objectives.

#### Control Processes

Direction for evaluating projects was developed by the Director of Research. Up to 1971 he had very little direction from above. It would appear that he was to parallel the operational program with evaluation and measurement techniques. This was a difficult assignment in that, although research was accepted as part of the total program, it was not an integral part particularly in early stages.

Motivation of staff to accept the research component appeared less than adequate. Although there was full instrumentation or at least the components for all instruments, there did not appear to be motivation on the part of the staff and participants to make the objective of evaluation a major part of each component. Although there was verbal acceptance there did not appear to be enthusiastic response to this component. One may speculate that it was lack of security and confidence on the part of the staff when this subject was under discussion, perhaps because print-outs from computers, analyses of variance, and high level reports were meaningless to most staff members. In analyzing motivation, this writer found good rapport had developed between the Director of Research and the general staff. Although highly qualified in a sophisticated way he was able to mix and break down any barriers between his department and other directorates of the Corporation. The problem in motivation seemed to be more of, lack of early

awareness, of how research could have helped control and build the organization.

Evaluation as a control process has been described as it applies to the staff and program in general. Project evaluation should show where greater emphasis should have been placed or would be placed if this type of organization were to be continued or replicated. The assessment of major components of Canada NewStart Projects should bring this out into better focus in late 1971 reports.

Communication was an administrative problem in the evaluation of projects. Core staff meetings involved native counsellors as well as high level directors. The intent was to have these people understand what was going on and being said on both sides (native program recipients and NewStart staff). However, it was observed that it would have been as difficult for the native representatives to understand research language as it would have been for the research representatives to understand Cree. This, naturally, aggravated the communication process.

In summary, evaluation of projects has brought out the essential control activities of direction, motivation, evaluation and communication as helper processes in discussing organization effectiveness.

#### Reinforcements

Evaluation of projects could justify and reinforce by objective measurement the value of each project in bringing about behavioural change in disadvantaged native people. Examples of this in Alberta

NewStart mobile centres were:

1. Program participants (adult trainees) who remain in the academic programs longest tend to learn more. (Appendix 16)
2. Older persons with lower academic standing tend to remain in the program longest. Single females tend to remain longer than single males. (Appendix 16)
3. ABLE and Raven tests indicated more rapid gain in mathematics than in English. (Appendix 16)
4. Higher intellectual and academic level participants do not gain as much as lower level participants, possibly because academic programs used were more oriented to lower level trainees. (Appendix 16)
5. No particular academic program appears to be better or worse than another. (Appendix 16)
6. Age doesn't appear to make much difference in terms of rate of academic learning. (Appendix 16)
7. Distinct types of communities exist within the Alberta NewStart area, differing not only in terms of demographic characteristics but also in terms of cultural norms and values regarding basic social behaviours (e.g. working, fighting, sexual promiscuity and wife-beating). Evidence was also accumulating to indicate that the standard Alberta NewStart model of vocational training is more appropriate within one type of community context than another. (Appendix 5)

Those and other expected findings from studies outlined in Appendix 14 tended to reinforce, stabilize and justify the activity, evaluation of projects, through satisfactory relations and responses

generated by these activities.

## 6. Homeostatic Activities in Evaluation of Projects

### Fusion Process

It appeared very difficult for the Corporation to completely fuse the Research component into the other processes and human groups of the organization. There were several reasons for this:

1. Operational aspects of the program were developed independently of the research department evaluation which was to be of a post hoc nature.

2. To be unbiased and not be emotionally involved it was necessary for research workers to build objective measurement into other departments work.

3. Late recruitment of a competent research staff and late recognition of the importance of this aspect of the program made attempts at fusion overtly obvious.

4. The very nature of evaluation of projects and, in fact, the evaluation of the Corporation itself made the fusion process difficult.

However, there appeared to be an honest concerted attempt in the last year of operations to fuse evaluation and research into the program. The dynamics of this situation were that tensions could easily rise and the research department would be perceived with either extremes of suspicion or apathy. Also, at late stages of operation,

particularly considering the Corporation was phasing out when many of the staff wanted it to continue operation, bitterness and emotional reactions could skew objective study findings far out of proportion to true measurement or meaning.

#### The Problem-Solving Process

It would be difficult to delimit the problem-solving process to any one problem. Several problems were evident:

1. There was difficulty in attracting and holding competent research staff.
2. The pioneering interdisciplinary nature of the programs meant few people would be able to perform the required duties even if they could be attracted.
3. The terminal nature of the Corporation's overall program meant the operational aspects had to be started before adequate research could be built-in to the program, partly because research staff were not available to do this.

In analyzing the above three problems using Bakke's framework of criteria<sup>16</sup> for evaluating the operation of the problem-solving process one can say that there was an early awareness of all three problems and adequate exploration to solve the problems.<sup>17</sup> However, accurate

---

16 E. Wight Bakke, "Concept of Social Organization," in Mason Haire (ed.), Modern Organization Theory, New York, John Wiley and Sons, Inc., 1959, p. 62-63.

17 There was evidence of nation-wide advertising to fill the positions.

judgements may not have been made in the employment of the first (interim) research director or alternatives fully explored.<sup>18</sup>

All of this naturally led to the situation where a small but competent research staff was finally assembled but they were then in the position of trying to assemble masses of unco-ordinated data, some useful and some not-so-useful, and design ex post facto studies to evaluate the various projects and programs. The problems were recognized but unsolved and as a result evaluation studies had to be rushed without the desired replication and validation.

#### Leadership Activities

In following Bakke's concept of leadership being a self-conscious synergic process that provides the vision or imagination and guidance in developing the organization toward this concept in a functionally effective way, it may be observed that the functions of vision, initiative, encouragement, and guidance preserve "the organization as a whole in an evolving state of dynamic equilibrium."<sup>19</sup>

This homeostatic process of leadership as related to evaluation of projects was not well integrated because the key research personnel were not available in early development stages of the corporation.

The intent appeared good as positions were set up early but since these

---

<sup>18</sup> An alternative that might have been tried would be to place an evaluator in each director's department to analyze and report on effectiveness and efficiency. There was no evidence that this was considered.

<sup>19</sup> E. Wight Bakke, op. cit., p. 68.

positions were not filled on schedule, other departments built up and became operational without full input or involvement of research.

In addition to the above-mentioned corporation leadership, there is the leadership related to the research directorate itself, within the corporation. The difficulty of research getting a fair share of time considering the many operational problems has already been outlined. Appendix 12 does show however that the research component was eventually being recognized and inroads were being made into the various other program components.

In summary, in recognizing that homeostatic activities are combinations of other activities rather than specific-purpose activities, it can be said from observations and adjudged behaviours that, although a late attempt to recoup research had occurred, the lack of ability to employ good research personnel early in the program and lack of emphasis on research by the Executive Director and senior core staff were contributing factors to a decline in homeostasis and disintegration of the organization.

#### 7. Bonds of Organization

In tracing the activities associated with the issue evaluation of projects through Bakke's framework of bonds of organization the resultant analysis and description in this chapter has identified the use of identification, perpetuation, work-flow, control and homeostatic bonds as being integral to the issue and to the corporation. The bonds have been shown to be difficult to meld in relation to the selected

issue because of the early emphasis on the operational nature of the corporation and late involvement of research. The use of this model has brought the difficulty of evaluating projects into better focus and exposed some of the reason behind this difficulty.

The descriptive analysis using evaluation of projects as the issue identified the symptoms of ineffectiveness of homeostatic activities as being particularly related to the total organizational problem. It must be recognized of course that in identifying homeostasis as being weak there is a direct implication of other bonds being weak as well.

#### 8. Conflict

Conflict between activities was evident in studying the issue evaluation of projects. If the issue of project evaluation or research was identified too strongly in the early operational stage, work-flow and control could be affected. Trainees might have reacted negatively because their concern appeared to be more related to operational type programs that would benefit them rather than research programs (see Appendix 8). When the operational nature of the program was perceived as being dominant there was effort by native people to perpetuate the Corporation on this basis. Since Ottawa was funding an experimental type program this emphasis on operation and assumed future development by local people placed Ottawa in the uncomfortable position of funding a program that was really the business of the province.

The above analysis indicates that although conflict between activities was apparent in the Bakke model, the conflict was real in terms of the various perceived aims of the Corporation, lack of clarity in the Organization Charter, and an all-encompassing conflict in roles of federal and provincial government, a factor that was particularly evident just prior to phase-out.

#### 9. Implications for Further Research

Co-optation was evident to a minor degree in observed attempts to make data analysis show more benefits and strength in the behavioural change program than weaknesses. Perhaps this points out the danger of having research an integral part of the organization rather than operate outside and independent. At one stage in the life of this Corporation there were internal attempts made to make the Corporation survive beyond the terminal date. The writer observed that the decision not to perpetuate Alberta NewStart started with the problem related to the financial crisis and later sit-in by native people as explained in Chapter IV. From this point on the federal government appeared to want to get out of the NewStart program, perhaps partly because of the high visibility and poor publicity they were getting working in a human and social development program in a province and partly because the emphasis in the Department of Regional Economic Expansion was becoming more economic and industrial development. At the same time the province was having to assume more responsibility in this program and, conscious of the need for control, proposed quite a different type of

funding organization to use the facilities, fund community training programs, and better fit the provincial structure. Even this would be a new experimental type of program administration. At this described stage two factors became evident; one, that the research department should work quickly to show successes in the program, and two, that lack of adequate research data might be used as an argument to support prolonging the life of the Corporation.<sup>20</sup> In a sense, this might have been considered to be symptoms of subtle or covert co-optation.

Although "co-opting" may be too strong a word to describe the action, there was a tendency for native people to praise NewStart facilities and benefits of the program because they were receiving higher training allowances than many had received before on social assistance. In addition they were enjoying the "living and learning" experience associated with the mobile centres. It would appear that the first tendency of the native people would be to defend the program even though they may have had no intention of becoming employable in the so-called white man's world. Appendix 8 tends to support this view.

Political influence became evident as one studied the perpetuation activities of the organization. It did not seem to really matter what the research department found out about factors bringing about behavioural change of the disadvantaged people. A decision was made at a much higher level that Alberta NewStart would phase-out (from the federal view). At the federal level it would appear that the

---

<sup>20</sup> "Discussion Paper re Future of Alberta NewStart Inc.", op. cit.

disproportionate amount of time having to be spent on activities associated with the Canada NewStart Program, and the fact that the Department of Regional Economic Expansion was more concerned with economic and industrial type development, caused decisions to be made that all NewStart Corporations would phase-out on their termination dates. If they were to continue operations it would be under the auspices of a provincial government or other agency.<sup>21</sup>

There are two ways of looking at what was happening, from the provincial viewpoint. First, one could assume the position that they had been co-opted on a rather high cost, questionable benefit program. People's aspirations had been built up (both NewStart staff and program participants) and their perceptions of their abilities possibly oversold. The native people had learned to react and were much more able to stand up for their civil rights.<sup>22</sup> It is difficult to say whether the native people or the provincial authorities had been co-opted, perhaps a little of both.

The second way of looking at what was happening was that for many years the provincial government had been having difficulty designing programs to meet the special needs of the disadvantaged people in this area of the province. Now, the federal government had assisted

---

21 It was recognized that immediate withdrawal of funding could be embarrassing politically so various proposals were being negotiated for the federal government to gradually withdraw. The design of replacement programs or procedures for new direction were strictly provincial.

22 The native "sit-in" was a good example. (Appendix 4)

in experimenting in the area under question and were prepared to turn over a nucleus of program and facilities at a minimal cost. It would be necessary to simply adjust the program to make it fit provincial structure and be directed to operational rather than now recognized research objectives.

Whatever was to happen, it was speculated the provincial government could not afford to have the facilities close down because of northern community reaction at the time of a pending provincial election. At the time of this on-sight writing the province was setting up a new type of funding organization (North East Alberta Development Corporation) which would operate out of the Lac La Biche head office (NewStart), and replace Alberta NewStart in late 1971. Under this new arrangement community development and training projects would be funded from this new central agency (which in turn would receive funds from the provincial government). This new type agency was to operate for two years on an experimental basis. It was difficult to determine whether this was simply a convenient way of phasing out Alberta NewStart without too much local reaction, whether this new agency would act as a buffer between the native people and the government or whether it was a sincere attempt to try a new method of promoting and financing adult education, training and community development projects that would be expanded if successful.<sup>23</sup>

---

23 At the time of the final draft writing of this thesis in late December, 1971, there had been a change of government in Alberta, Alberta NewStart was to phase out by December 31, 1971, and there was to be no replacement North East Alberta Development Corporation as planned by the previous provincial government.

The important point that is intended to be brought out here is that it did not appear to matter what findings were made in evaluation of projects or any other program. Political activities and decisions determined the life and continued existence or phase-out of Alberta NewStart.

In summary, conflict between certain bonds of organization and political influence in organizational activities are areas that require further research in analyzing complex social organizations such as Alberta NewStart.

#### 10. Effectiveness, Ineffectiveness and Inefficiency

(a) Identification of Alberta NewStart as a research and development agency did not become effective until mid-1970. There was a tendency to emphasize the operational nature of the program up to that time. There were symptoms of ineffectiveness in that each directorate perceived its function as dominant. This is considered natural and the ineffectiveness created by this factor was small. In talking with a cross-section of the staff there was a perceived understanding of the central function and distinguishing features of the organization but, although there was expressed willingness to co-operate, technical evaluation of projects was considered a responsibility of the research section.

(b) Perpetuation activities in terms of providing the basic resources for evaluation of projects was not fully effective until competent research staff could be employed. Limited success in this

recruitment was not because of lack of trying but because it was difficult to attract the desired quality of staff into this comparatively isolated area of the country. There may have been symptoms of inefficiency in not putting more emphasis on bringing in university personnel on a part-time basis to set up evaluation procedures or, alternatively, to build a research component into each directorate. These methods were considered but disadvantages were perceived as outweighing advantages.<sup>24</sup>

(c) Work-flow in early stages of corporation growth was low in terms of evaluation of projects. During late 1970 and 1971 work-flow picked up as is evident from Appendix 12. Both quantity and quality appear adequate although this could be affected by approaching deadlines forcing quantitative shortages and qualitative inadequacies. A challenge to the research staff has been the difficulty in determining who the audience might be which will read and study the findings and reports. If the reports were written for a sophisticated university type audience it would be of not much use for local consumption. If it were written for local consumption the authenticity and quality might be questioned by research specialists. As can be seen from Appendices 4, 5, 7, 8, 14, 15 and 16 the degree of sophistication varies to meet the needs of a varied audience.

(d) Control activities were not found to be totally effective in that there was difficulty co-ordinating evaluation of projects with

---

<sup>24</sup> From discussions with Mr. G. Stangier, Director of Program Development. It must also be recalled that an Interim Director and Assistant Director of Research were employed in the first year of operations but neither stayed.

other components of the Alberta NewStart program. It cannot be said that the research component was ineffective either because there were no observed symptoms of results occurring that were disadvantageous, irrelevant, or negative to the performance of the organizational function. Following the same Bakke model for determining inefficiency there did not appear to be poor allocation of research resources. At the time of this investigation the research department was working at a high production level.

(e) Homeostatic activities showed symptoms of ineffectiveness in evaluation of projects as related to the dynamic wholeness of the Alberta NewStart Corporation. The fusion process appeared particularly weak as evidenced in staff conversation which either reflected criticism or apathy toward the research component. The writer considers that this was a lack of appreciation of what research meant and what the researchers were trying to do.

## 11. Summary

Evaluation of projects as an issue in Alberta NewStart has provided an opportunity to look at some of the findings of the research department at the same time as analyzing the organizational behaviour in response to this issue.

In general, due to circumstances beyond the control of the Executive Director, competent research staff were not employed until about half way through the three years of operation of the Corporation. Ex post facto research was necessary without adequate base line data.

Coming in at a late stage meant that the evaluation needs were not fully appreciated.

The issue, evaluation of projects did show the needs of the organization by tracing it through Bakke's framework of Bonds of Organization. It also portrayed additional difficulties in establishing these bonds in a terminal type program.

## C H A P T E R   V I

### SUMMARY AND CONCLUSIONS

This thesis has been devoted to a descriptive analysis of the behaviour of Alberta NewStart in responding to the issues legitimation and evaluation of projects. The behaviour was analyzed in terms of the elements of Bakke's concept of the social organization and his framework for the bonds of organization. The two critical issues of legitimation and evaluation of projects were chosen not only because they were representative of the organizational behaviour of the corporation but because they received emphasis at different time periods in the four year life of Alberta NewStart.

Each chapter devoted to the issues gave attention to the classes of activities essential to an organization's survival and goal attainment as well as to the bonds of organization which relate the activity systems to each other, to other parts of the organization and the "dynamic whole".

A summary of the two issues and symptoms of effectiveness, ineffectiveness and inefficiency in Corporation response to these issues is as follows.

#### Legitimation

Alberta NewStart attained legal legitimacy as a result of three main actions: the decision of the government of Canada to sponsor

the Canada NewStart Program and concurrence of provinces in early 1966, the decision of the government of the Province of Alberta in mid 1967 to participate in the program, and the actual incorporation of Alberta NewStart under the Societies Act in August, 1967.

Social legitimacy was a slower process and there was evidence that some participants never did perceive the program as experimental or research oriented until late in the life of the corporation.

The issue legitimation was most related to identification activities and identification bonds of organization although it was found to relate in some way to all activities. The analysis of Alberta NewStart behaviour in responding to this issue indicated:

1. Lack of clarity of objectives in the Organization Charter.
2. Lack of clear understanding of the life span of the organization.
3. Poorly communicated financial limitations.

More detailed integration of the activity systems, bonds, and symptoms of effectiveness, ineffectiveness and inefficiency relating to the issue legitimation are summarized in Table VIII.

#### Evaluation of Projects

Half way through the operational life of Alberta NewStart emphasis was shifted from operational objectives to research and development objectives. Evaluation of projects gained momentum in the penultimate as well as the last year of operation but political decisions to phase-out the organization made findings appear less significant.

It was found that a planned series of studies was designed to gather information, a sampling of which appear in appendices to this study. Part of the problem in gathering data for evaluation of projects was in the necessary post hoc nature of information collecting.

Although all activities of Bakke's complex model were related to evaluation of projects, analysis of homeostatic activities appeared to demonstrate a major problem in this area of the corporation's processes. This problem was perceived as the difficulty of identifying and bringing research and development into more central focus, particularly after there was initial local recognition of the corporation as an operational training organization that would be perpetuated.

More detailed integration of the identified activity systems, bonds, and symptoms of effectiveness, ineffectiveness and inefficiency relating to the issue of evaluation of projects are summarized in Table VIII.

In analyzing the organizational behaviour of Alberta NewStart the various activity systems essential to the maintenance and successful functioning of a social organization were studied. Identification activities developed, legitimized and symbolized the Organizational Charter. Perpetuation activities ensured an adequate supply of basic resources. Work-flow and control activities actualized the Charter and brought the organization to life. Homeostatic activities maintained the integrity of the organization in its evolving state of dynamic equilibrium.

T A B L E V I I I

INTEGRATION OF ACTIVITY SYSTEMS AS PERCEIVED IN ANALYZING THE ISSUES "LEGITIMATION" AND "EVALUATION OF PROJECTS" IN ALBERTA NEWSTART INC.

SYMPTOMS OF EFFECTIVENESS/INEFFECTIVENESS AND INEFFICIENCY AS PERCEIVED IN ANALYZING THE ISSUES "LEGITIMATION" AND "EVALUATION OF PROJECTS" IN ALBERTA NEWSTART INC.

	LEGITIMATION	EVALUATION OF PROJECTS	SYMPTOMS OF EFFECTIVENESS	SYMPTOMS OF INEFFECTIVENESS	SYMPTOMS OF INEFFICIENCY
1. The Activity	Legal-Influencing government and community to fund and accept an organization to try experimental projects to bring about behavioural change in disadvantaged people in order to move them from unemployment or marginal employment to a level of employability. Social-Influencing the target disadvantaged population to participate in the program and the people at all levels to accept the concept of special help programs.	Influencing the government as to the effectiveness of the total program. Also, influencing the target population as to what they can achieve through this experimental type program.	Has influenced government to the extent that a similar type operational program will phase-in when Alberta NewStart Inc. phases out. Has influenced the target population to the extent that they want a continuation of a similar program.	Has not been able to influence government to the extent that the same program will be extended.	Has not influenced all community members that the NewStart concept represents efficient use public funds.
2. The Function or Objective	To organize Alberta NewStart Inc. into a functioning recognized and acceptable society; to motivate and train samples of disadvantaged people in a way that is acceptable and if successful possibly perpetuate the organization.	To evaluate behavioural change of disadvantaged people and determine which components effect change. To evaluate in an objective way the impact of Alberta NewStart Inc. on the target communities and people in northeastern Alberta.	Has organized Alberta NewStart Inc. into a recognized functioning organization in the limited time available. Has recruited, motivated, trained, and placed in work samples of the disadvantaged population. Has established evaluation programs to measure behavioural change of the target population and organization effectiveness.	Has not been able to influence all target population program participants to the extent that they relocated or became employed at a higher level. Has not been able to diagnose all reasons.	High total per trainee cost to reach objective.

TABLE VIII cont'd

	LEGITIMATION	EVALUATION OF PROJECTS	SYMPTOMS OF EFFECTIVENESS	SYMPTOMS OF INEFFECTIVENESS	SYMPTOMS OF INEFFICIENCY
<b>3. The Instruments</b>			*	*	*
<b>A. People</b>	Staff—their collective abilities and predispositions. In particular the Executive Director and his core staff. Non-staff—Ottawa and Edmonton government staff and the Board of Directors. In particular the Director of the original Pilot Projects Branch (Ottawa) and his immediate staff.	Research Staff—their collective abilities and predispositions. The target population—the receivers of the action who ultimately could benefit from the program—their perceptions and attitudes to the program.	Has recruited an effective operational staff. Has attempted to make use of Technical Support staff.	Has had difficulty in early stages recruiting a competent research staff.	Has emphasized operational objectives in early stages of growth causing some degree of inefficiency of evaluating change in later stages of operation.
<b>B. Materials</b>	A well-equipped office in Lac La Biche, mobile training centres in Kikino, Janvier, Fort Chipewyan, and facilities and access to the Alberta Vocational Centre in Fort McMurray. Vehicles, housing for staff, printed symbols and letterheads, and good quality materials throughout.	Printing and reproduction equipment, computers and calculating machines, access to larger data storage and computing equipment, associated offices and supplies, transportation and communication facilities.	*	*	*
			Has provided materials of superior quality and quantity to meet the needs of the program.	To operate sophisticated machines requires highly qualified staff, often difficult to attract to areas such as Lac La Biche. Generally no symptoms of ineffectiveness were evident.	Has possibly provided material of a quality and cost that has been an overexpenditure for a terminal program.
<b>C. Funds</b>	Federal government funding of approximately 1.2* million dollars per year plus 1.7 million dollars capital costs. (*excluding training allowances which were approximately .3 million dollars per year) Provincial government funding in the form of capital and	Amounts appropriated from the Corporations budget as required but within limitations.	*	*	*
			Has been able to negotiate considerably more funds from federal sources than were originally budgeted. Has been able to negotiate arrangements with the Alberta Vocational Centre at Fort McMurray.	Has not been able to get as much funding as desired. Has not been able to prevent financial crises during operations.	Has spent considerable time and money trying to negotiate for more funding.

TABLE VIII cont'd

	LEGITIMATION	EVALUATION OF PROJECTS	SYMPTOMS OF EFFECTIVENESS	SYMPTOMS OF INEFFECTIVENESS	SYMPTOMS OF INEFFICENCY
	operating costs of the McMurray Vocational Training Centre.				
D. Natural Resources	Problems in transportation and communication were caused by the geography and weather. However, natural resources of oil, forests, fish and game, and agriculture provided potential employment opportunities.	Problems caused by geography, distance and sparsity of population. At the same time, these problems which helped to create disadvantaged people, contribute to the problem and thus justify the projects to be evaluated.	Has provided at considerable cost transportation and communication facilities. Has related programs to job opportunities that are an outgrowth of natural resources in the area.	Has not been able to promote small industry development in rural, isolated communities as much as desired.	Has possibly overexpended by establishing three mobile centres in geographically distant areas.
E. Ideas and Language	The "idea" was to implement a two step family-centred acculturation program. Total families (husband-wife and pre-school children) were given initial upgrading training in their home community then the whole family moved to higher level training in McMurray before being placed in employment.	The need for special measuring instruments and techniques forced development of such instruments.	Has effectively sold the "idea" to Ottawa. Has been creative in an attempt to measure the effects of the "idea".	Has possibly overemphasized the "idea" being from one source rather than a group concept.	Has not judged accurately the cost of building and operating related to the "idea".
4. Helper Processes A. Identification Processes	Has established in the minds of staff the image of what ANS is and what it stands for. Has attempted to provide program participants with a concept of the "idea" and the importance	Has assisted in developing in the minds of people what the objectives of ANS are. Has helped in identifying the problems associated with carrying out a behavioural change pro-	Evidence of general understanding of the ANS Organizational Charter its legitimation and symbolic representation within the organization.	Lack of clarity in the organization charter of specific objectives, operating budget and life span of an "understood" terminal program.	No perceived specific symptom.

TABLE VIII cont'd

	LEGITIMATION	EVALUATION OF PROJECTS	SYMPTOMS OF EFFECTIVENESS	SYMPTOMS OF INEFFECTIVENESS	SYMPTOMS OF INEFFICIENCY
	of their involvement. Has attempted to relate staff and program participants in such a way that they establish and understand the reciprocal rights and obligation of each other. Has attempted to relate people and program to the organization.	gram and thus helped to legitimize the whole program.			
B. Perpetuation Processes (1) Personnel	Has supplied, motivated and mobilized the core staff necessary to establish the physical infrastructure. Has employed key staff for developing and implementing a program in a short period of time. Has recruited and motivated program participants for the experimental training programs. Has established personnel manuals suitable for an on-going organization.	Has provided research staff services to all component departments of the organization so they can reach their objectives and assess progress.	Has provided basic staff resources adequate in quantity and quality for organizational operations. Has been able to recruit program participants for the program. Acceptance of contracted Jackson area survey for base line data.	Basic research staff resources were inadequate in early stages of growth.	Some lack of understanding of importance of planned base line data that a qualified research staff could provide. Inability to control Jackson survey staff methods superimposed from Ottawa.
(2) Service	Has supplied the quantity and quality of instruments named under 3(B) above. Service staff and materials have been accessible from head office to carry on "trouble-shooting" and maintenance activities.	Has supplied the quantity and quality of instruments named under 3(B) above. The research program has operated out of head office where adequate computer service and data storage has been available or accessible.	Has supplied basic service resources of a quantity and quality necessary for continued organization operations.	No perceived symptoms of inadequacies in service resources.	No perceived symptoms of inefficiency other than those related to geography or weather beyond the control of the organization.

TABLE VIII cont'd

	LEGITIMATION	EVALUATION OF PROJECTS	SYMPTOMS OF EFFECTIVENESS	SYMPTOMS OF INEFFECTIVENESS	SYMPTOMS OF INEFFICIENCY
(3) Finance	Has supplied capital requirements necessary for operations. Financial control of the Corporation was in Lac La Biche with overall control in Ottawa. A series of financial crises would indicate a shortage of funds or over-spending in trying to legitimize the Corporation.	Has utilized funds for providing evaluation services to other sections of the organization as required. Effective measurement could perpetuate certain activities.	Has been effective in soliciting more funds from Ottawa than Ottawa planned.	Inability to raise sufficient funds from Ottawa to finance the full program as planned.	Did not reduce costs in time to prevent financial crisis.
(4) Conservation	Natural resources available (See 3(D) above) were utilized for job opportunities. Conservation was outlined in training programs to perpetuate natural resources and job opportunities.	Evaluation of projects relating the target population to the natural resources and potential of this part of Alberta.	Made full use of positive available natural resources. Overcame handicaps of negative natural resources such as geography and weather.	No perceived symptoms of ineffectiveness.	Isolation of target areas caused some unforeseen inefficiency in building the physical infrastructure but the organization generally realized the advantages of adequate resources to overcome inefficiency.
(5) Thoughtways	Has generated the "idea" and perpetuated the experimental program on this basis.	Has organized evaluation techniques around determining whether the "idea" was good and the resultant program effective.	The Executive Director was effective in gathering a staff which accepted his "idea".	Noticeable indication from some core staff members that it was "his idea" rather than "our idea".	Possible failure to realize advantageous results in staff input to the "idea". However, this could have led to inefficiency because of time required to coordinate a group idea, the staff hiring sequence and short life of the terminal organization.

TABLE VIII cont'd

	LEGITIMATION	EVALUATION OF PROJECTS	SYMPTOMS OF EFFECTIVENESS	SYMPTOMS OF INEFFECTIVENESS	SYMPTOMS OF INEFFICIENCY
C. Work-flow Processes	Has created an organization, built the physical infrastructure, and established an operational program in a limited time period. External funds were made available on the basis of annual plans. Most external contacts of major importance were through the Executive Director. Internal work-flow was through core-staff and mobile centre supervisors.	Has resulted in work and an output of sufficient quantity and quality to meet the research needs of the organization. Has coordinated and articulated limited evaluation studies with other Canadian NewStart Corporations.	Work and an output of a quantity and quality adequate to sustain the continued contributions to, and support for, organizational operations by participants and by recipients of the program.	Peaks and valleys in pressure of work flow.	Less than optimal use of acquired basic resources which may have led to overexpenditure of funds.
D. Control Process					*
(1) Direction	Has established an understanding that the Executive Director is the "key man" who assumes responsibility and accountability. General direction comes from the Executive Director with specific downward direction coming from component directors. Upward direction was not obvious. Overall control came from Ottawa.	Has gradually gained recognition through practice of initiation and response and has attempted to gain staff confidence through integrity of findings.	Administration of ANS has attempted to unify and coordinate all differentiated activities toward the performance of the total organization function.	Some negative activities resulted from poor direction from Ottawa leading to poor direction from the Executive Director. Evidence of lack of upward direction.	Excess cost resulted from local management direction being overridden by Ottawa decisions. Alternatively lack of direct from Ottawa might have resulted in much more financial embarrassment for the Corporation.
(2) Motivation	Staff-Has established rewards (Promotion)for competent performance and penalties for failure to comply with standards expected by the Executive Director. Program Participants-Has pro-	Encouraged staff and program participants to accept research and development as part of total program. Has attempted to prepare reports of use to the Executive Director, other staff and the outside research community.	Has been able to motivate the staff to establish a generally effective program. Has also been able to motivate program participants to work toward employability.	Has not established full appreciation of evaluation objectives and role of research staff.	Possible over employment of counselling teams if the objective of the Corporation were primarily research.

TABLE VIII cont'd

	LEGITIMATION	EVALUATION OF PROJECTS	SYMPTOMS OF EFFECTIVENESS	SYMPTOMS OF INEFFECTIVENESS	SYMPTOMS OF INEFFICIENCY
	<p>vided opportunity for employment for successful candidates and penalties in the form of dismissal and allowance cut-off for those who fail.</p>				
(3) Evaluation	<p>Has provided the machinery for policy formulation and revision in response to assessing the activities of the organization.</p>	<p>Has provided the procedures for reviewing and assessing the activities of the organization and most individual components or projects.</p>	<p>Has provided machinery and procedures for the organization to perform its function of evaluating components.</p>	<p>Untimely judgement may have slowed the evaluation process although it is difficult to assess whether this was due to poor judgement in selection of the first interim director or whether overemphasis on operational objectives reduced emphasis on research and evaluation.</p>	<p>Ottawa co-ordination of early surveys resulted in high cost to the Corporation. Lack of involvement of Corporation research staff in designing the questionnaire and gathering base line data resulted in expensive information gathering, all of which was not used for evaluation purposes.</p>
(4) Communication	<p>Has established patterns of oral and written communication and media for effective communication.</p>	<p>Has attempted to communicate with and be involved in total organization communication. Has tried to communicate findings to all other components of the organization through the Executive.</p>	<p>Has provided the opportunity for communication and the physical means for communication.</p>	<p>Some necessity for participants to make decisions or take action without knowing what was fully expected of them, often through no fault of their own or the Executive.</p>	<p>Indirect control (co-optation) by Ottawa meant the Executive Director was travelling much of the time thus making it difficult for him to communicate objectives and changes; changes often in opposition to communication already given to core staff.</p>

\*

\*

TABLE VIII cont'd

	LEGITIMATION	EVALUATION OF PROJECTS	SYMPTOMS OF EFFECTIVENESS	SYMPTOMS OF INEFFECTIVENESS	SYMPTOMS OF INEFFICIENCY
E. Reinforce-ments	Has changed many local attitudes toward ANS from negative to positive. Has shown symptoms of success in having the native people better accepted in the community. Participation of staff in bonspiels and community affairs has helped the image.	Has attempted to assist other organization components as well as accomplish evaluation objectives by becoming involved in all organizational operations.	Has established an open approach to working with native people. Has made the attempt to articulate research and development with the legitimation of the Corporation.	Has not been able to convince all community residents of the value of ANS or improve residents attitudes to native people to the extent desired.	Has not been able to reinforce attitudes sufficiently in the finance area to provide efficiency in allocation of resources.
5. Homeo-static Activities	Has established in an interdisciplinary team an integrated group that reflects the image of the organization.	Has attempted to become an integral part of all activities so that the organization is viewed as a dynamic whole.	Has attempted to develop and establish an integrated approach to meeting the perceived objectives of the organization.	Decline in homeostasis has resulted from difficulty in fusing evaluation to operation of the program. Middle management staff requested involvement in first line decision making.	High cost of the total interdisciplinary approach has resulted in financial difficulty which was a factor in the disintegration of the organization.
A.Fusion					
B.Problem-Solving	Has attempted to establish local techniques and methods of solving problems utilizing core staff decisions. External problem solving is generally through the Executive Director.	Has attempted to determine evaluation technique methods for measuring not only the effectiveness of individual projects but the total organization.	Has attempted to forecast practical problem areas to prevent major problems from occurring or being repeated.	Accumulation of problems such as those related to finance have been symptoms of ineffectiveness.	Problems associated with trying to adjust program to reconcile to reduced funding.

TABLE VIII cont'd

	LEGITIMATION	EVALUATION OF PROJECTS	SYMPTOMS OF EFFECTIVENESS	SYMPTOMS OF INEFFECTIVENESS	SYMPTOMS OF INEFFICIENCY
C. Leadership	Has attempted to establish an evolving state of dynamic equilibrium by focusing activities on a program that would bring the vision or idea into operation.	Has integrated and articulated research and evaluation procedures to all sections and the organization as a whole in order to portray the objectivity of evaluating the various operations.	Dynamic equilibrium established for operational program.	Difficulty in establishing dynamic equilibrium incorporating evaluation techniques.	Difficulty in creating benefit/cost studies.

\* No specific symptom is described by Bakke for this category.

The concept, Bonds of Organization, added no new elementary parts to the definition of a social organization but rather constituted an integration of the previously described elements into operating systems. Through analyzing the behaviour of the organization in response to the selected issues, major elements in behaviour were analyzed; the organization charter emerged as an important element, basic resources were acquired and utilized and essential processes took place. Although these elements were separated for analysis they were found to be more or less interdependent. It is this interdependence that constituted the dynamics of the organization and described the bond of organization. A bond was considered to be the reciprocal relationship among the major elements that welds them into an operational system. The bonds were not considered as analytically separate, like the Organization Charter, the basic resources, and the activity processes, but were considered to be the basic stuff of organization. They were considered to be what distinguishes a viable organization from an unorganized aggregate of elementary parts.

Bonds of Organization relating to the issues, legitimation and evaluation of projects were described in Chapter IV and V of this study by considering the contributions made to and received from the issues by the Organizational Charter, the Basic Resources and the Essential Processes. The Bonds were described around Bakke's key elements of:

1. The Activity or behaviour involved (in this case the issues).

2. The Function to be performed or objective (which indicated ultimately the contributory relationship of this activity to the function of the organization as defined in the Organizational Charter).
3. The Instruments utilized in the activity (which were the specific items of the basic resources needed in carrying on the activity).
  - (a) People or agents performing the activities
  - (b) Ideas utilized (Specifications, codes, plans, criteria, premises, bodies of knowledge, etc.)
  - (c) Materials utilized (Equipment, etc.)
  - (d) Funds expended
  - (e) Natural resources
4. The Helper Processes (which contributed activities essential to the carrying on of the activity involved).
5. Reinforcements (which tended to stabilize and justify the activity usually by means of ritual or sentiments associated with satisfactory relations in connection with, and performance of, the particular activity).

Starting with any particular Process or a constituent activity, therefore, it was possible, in order to describe it and the variables which impinged upon it, touch upon phenomena associated with every one of the elements of this organization.

Table VIII contains a summary description of the integrated activity systems that were identified in the organizational behaviour of Alberta NewStart in response to the two critical issues studied.

#### 1. Summary Observations

Using Bakke's model to describe a social organization and its bonds of organization has focussed attention on activity systems which function to develop the Organization Charter, provide basic resources,

produce and distribute the service, co-ordinate operations and maintain homeostasis. The dynamic interrelationships of these activity systems described the bonds of organization.

Although all five of the activity systems, or activity bonds, were found to be important in the effective functioning of Alberta NewStart the malfunctioning of any one could cause difficulty in the others, in particular the absence of or decline in effective synergic processes within homeostatic activities could precipitate disintegration of the corporation. In the analysis of the behaviour of Alberta NewStart in the two issues studied, identification, perpetuation and homeostatic bonds appeared to be of paramount importance. However, ineffectiveness and inefficiency resulted if any of the activity systems or bonds were weak.

Based on observations made in this study, a critical synoptic analysis of the Bakke model would indicate the tendency of the framework to be more inward looking than outward looking. Alberta NewStart, although considered to be a quasi non-governmental organization and comparatively decentralized and independent of Ottawa was influenced to a considerable extent by external actions in Ottawa. Although the model provided a limited opportunity to describe this phenomenon there was considerable value in the writer knowing the extent of some of the problems prior to undertaking the study. The model provided the opportunity to delve into the dynamics of interaction but required judgement as to the degree of importance to be attached to various activities. Without measuring instruments and better diagnostic procedures there may have been a tendency for such judgements to appear

to be more subjective than objective. It is possible that the model requires greater emphasis on the linkage processes, particularly where organization linkages are with the environment.

## 2. Conclusion

Bakke's concept of the social organization proved to be a useful theoretical framework for guiding this study. The framework provided a comprehensive approach that assisted in the search for data relevant to the issues, elements and activities being studied. At times it appeared that the writer should pursue and elaborate on more of the component studies but it was soon recognized that many would be theses in themselves and/or tend to detract from the organization study itself. In one part Bakke's framework appeared to lend itself to analyzing industrial or business type organizations where there is emphasis in terms of output that can be more easily quantified. However, the research component of this organization has attempted to evaluate project effectiveness. Also, the Bakke framework allows for adaptation to this problem through the selection of issues and activities having the greatest significance to the organization under study.

The writer found it useful to add the concept of conflict between or among activity systems in addition to considering actual examples of symptoms of effectiveness, ineffectiveness and inefficiency.

In addition, the concepts of co-optation and political influence were introduced by the writer as items not included in Bakke's framework but considered of growing importance in analyzing complex social

organizations such as Alberta NewStart. It is the writer's conclusion from this study that these are useful extensions and do influence direction and activities of organizations behaviour. More detailed studies in this area would be beneficial.

In conclusion, this study has been conducted to systematically describe Alberta NewStart as a formal social organization and provide a degree of descriptive evaluation at the same time. It has attempted to focus on the activity systems that constitute the dynamics and life of Alberta NewStart and through the comprehensiveness of the study bring into better focus the bonds of an organization that make the difference between a viable organization and an unorganized aggregate of elementary parts.

Bakke, E. Wight, "A Concept of Social Organization," in Mason Haire (ed.) Modern Organization Theory, New York, John Wiley and Sons, Inc., 1959, p. 37.

The Bakke concept of a complex social organization is explained in some detail as a framework for analyzing organizational behaviour. The comprehensive but complex Bakke model that may be used to determine those processes which hold the individual and the organization in dynamic balance is described. Symptoms of organizational effectiveness, ineffectiveness and inefficiency as well as bonds of organization may be determined and described using this model.

Blau, Peter M., and Scott, W. Richard, Formal Organizations, San Francisco, Chandler Publishing Co., 1962, p. 18.

A book that presents a sociological analysis of some of the main facets of organizational life. The nature and types of formal organizations, their internal structures and interrelationships, management and impersonal mechanisms of control are discussed.

Etzioni, Amitai, Modern Organizations, Englewood Cliffs, N.J., Prentice-Hall, 1964, p. 1.

One in a series of books designed to cover all major areas in the foundations of modern sociology. This text clearly and succinctly outlines organizations as social units that pursue specific goals which they are structured to serve under various social circumstances.

Gouldner, Alvin W., "Organizational Analysis," in Robert K. Merton, Leonard Bloom, and Leonard S. Cottrell Jr., eds., Sociology Today, New York, Basic Books, Inc. Publishers, 1959.

This paper, prepared for the American Sociological Society in 1957, explains rational and natural system models of organizations and suggests that a major task confronting organization analysts is the reconciliation of the two. He suggests what is needed is a single and synthesized model which will aid in analyzing the characteristics of a modern organization as a rational bureaucracy, and the relationship of these characteristics to one another.

McDowell, C. S., The Dynamics of the Saskatchewan Teachers Federation, Unpublished Ph.D. Thesis, University of Alberta, Edmonton, 1965.

A thesis that analyzes the dynamics of the Saskatchewan Teachers Federation as a formal organization using the Bakke concept of social organization as a theoretical framework for the study.

Peabody, Robert L., "Perceptions of Organizational Authority: A Comparative Analysis," Administrative Science Quarterly, Vol. 6, March, 1962, p. 463-472.

A study report based on the author's doctoral dissertation analyzing authority relations as an integral component of organizational behaviour. This article is intended to clarify the concept of authority

essential to the development of systematic organization theory. It is based on the perceptions of authority of recognized authors and administrators.

Pifer, Alan, "The Quasi Nongovernmental Organization," from the Annual Report of the Carnegie Corporation, of New York, 1967, p. 3-16.

In this 1967 annual report of the Carnegie Corporation, the President, Alan Pifer, predicts the value of quasi non-governmental organizations as useful adjuncts to government. He tempers his statements with the expressed feeling that such organizations must be prepared to be financially accountable to their funding agency, namely government and the public.

Rancier, G., "Report on Canada NewStart Adult Basic Education Symposium No. 2," Ottawa, Experimental Projects Branch, Department of Forestry and Rural Development, July 22-24, 1968, p. 8.

The second of a series of three reports on Adult Basic Education Symposia held in various parts of Canada. These were co-ordinated by the Experimental Projects Branch of the federal Department of Manpower and Immigration (later Department of Regional Economic Expansion) for the benefit of NewStart Corporation staff from the various provinces.

Selznick, Phillip, TVA and the Grass Roots, New York, Harper and Row Inc., 1966.

An organizational analysis of the Tennessee Valley Authority and its application of a grass roots doctrine for social and economic development of a backward area of Tennessee. The concept and administrative mechanism of co-optation is introduced and defined in both the formal and informal sense. The study discusses ways in which the initial commitments of an organization to the existing power structure affect operations in unintended ways.

Shields, J. W., A Proposal to the Minister of Manpower and Immigration and to the Department of Education for Alberta for an Experimental Pilot Training Project in the Lac La Biche Area in North-eastern Alberta, Lac La Biche, Alberta NewStart Inc., 1967.

The initial program plan and budget of Alberta NewStart Inc. is explained setting out a schedule of development costs and critical paths that would have to be considered to achieve the objectives set forth by the Corporation.

Sloan, E. P., "The Canada NewStart Program," from a paper presented by G. J. Rancier at the 8th Annual Canadian Conference on Education Research, Canadian Council for Research in Education Report, Ottawa, March, 1970.

A paper describing the development and status of the Canada NewStart Program after three years operation.

Aumack, Lewis, "An Application of Community Typology to Social Science Research," Alberta NewStart Inc. Report, Lac La Biche, October, 1970.

\_\_\_\_\_, Suggestions Regarding the Assessing of NewStart Organizations, Lac La Biche, Alberta NewStart Inc., June 5-7, 1971.

Argyris, Chris, Personality and Organization, New York, Harper and Brothers, 1957.

Carver, Fred G., and Sergiovanni, Thomas J., Organizations and Human Behaviour: Focus on Schools, McGraw-Hill Book Co., Toronto, 1969, p. 189-199.

Conger, D. S., Letter to G. Rancier, Personal Files, April 7, 1971.

\_\_\_\_\_, Letter to T. M. Jones, Executive Director, Saskatchewan NewStart to Nova Scotia Executive Director, on file at Saskatchewan NewStart Inc., Prince Albert, August 28, 1970.

\_\_\_\_\_, The History of the Canada NewStart Program, Unpublished paper, Ottawa, Department of Manpower and Immigration, September, 1967.

Getzels, Jacob W., "Administration as a Social Process," in Andrew W. Halpin, ed., Administrative Theory in Education, Chicago, Midwest Administration Centre, University of Chicago, 1958, p. 156.

Gouldner, A. W., Patterns of Industrial Bureaucracy, Glencoe, Ill., The Free Press of Glencoe, 1954.

Haire, Mason, Modern Organization Theory, New York, John Wiley and Sons, Inc., 1959, p. 272-306.

Handley, W. Bruce, A Study of the Academic Program in Alberta NewStart, Report 70-3, Lac La Biche, Alberta NewStart Inc., November, 1970.

Handley, W. B., and Marilyn I. Assheton-Smith, "Lac La Biche Native Sit-In," Alberta NewStart Inc. Report, October, 1970, p. 1-12.

Jackson, David, "Who are the Disadvantaged in Canada? A report of Human Resource Survey," The Ontario Psychologist, 1:5, Toronto, Ontario Psychological Association, 1969, p. 243-255.

Kimbrough, Ralph B., Political Power and Educational Decision Making, Chicago, Rand McNally & Co., 1964, p. 219.

March, James G., and Simon, Herbert, E., Organizations, New York, John Wiley & Sons, Inc., 1958, p. 36-46.

Marchand, J. and Tom Kent, Memorandum of Approval, Ottawa, Department of Manpower and Immigration, May 15, 1968.

Maslow, A. H., Motivation and Personality, New York, Harper and Row, Publishers, 1954, p. 91-92.

Merton, Robert K., "Bureaucratic Structure and Personality," in Social Forces, Vol. 18, 1940, p. 560-568.

Mitchell, J. P., Alberta Vocational Centre, Fort McMurray, and The Future -or- The Ft. McMurray Polytechnical Institute -or- The Tar Sands Community College in 2000 A.D. - A 25 Year Projection, Edmonton, Department of Education, May, 1971.

Presthus, Robert V., "Authority in Organizations," Public Administration Review, 20, 1960, p. 80-91.

Rancier, G. J., Perceptions of the Impact of Alberta NewStart on the Kikino Community, Lac La Biche, Alberta NewStart Inc., June, 1971.

Schermerhorn, Richard A., Society and Power, New York, Random House, 1961, p. 36.

Selznick, Phillip, TVA and The Grass Roots, Berkley, University of California Press, 1949.

Simon, Herbert A., "Authority," in Conrad M. Arensburg, et al, eds., Research in Industrial Human Relations, New York, 1937, p. 104-106.

Simon, H. A., Smithburg, D. W., Thompson, V. A., Public Administration, New York, 1950, p. 189-201.

Sloan, E. P., A paper proposing "Area Survey and Analysis," Ottawa, Pilot Projects Branch, Department of Manpower and Immigration, July 11, 1967.

Thompson, James D., Organizations in Action, Toronto, McGraw-Hill Book Co., 1967.

Weber, Max, From Max Weber, Essays in Sociology, Gerth and Mills trans., New York, Oxford University Press, 1946, p. 196-245.

Weber, Max, The Theory of Social and Economic Organization, A. M. Henderson and Talcott Parsons, trans., Talcott Parsons, ed., New York, 1947, p. 328, 339.

Whyte, William F., Men at Work, Homewood, Illinois, The Dorsey Press Inc., and Richard D. Irwin Inc., 1961 reported by C. S. McDowell in "The Dynamics of the Saskatchewan Teachers Federation," unpublished Ph.D. thesis, University of Alberta, September, 1965.

Whyte, William F., "An Interaction Approach to the Theory of Organization," in Mason Haire, Modern Organization Theory, New York, John Wiley and Sons, Inc., 1959, p. 155-183.

\_\_\_\_\_, Alberta NewStart Inc., Discussion Paper re Future of Alberta NewStart Inc., Lac La Biche, 1971.

\_\_\_\_\_, Annual Reports and Financial Statements, Plans and Budgets, Lac La Biche, Alberta NewStart Inc., 1968-1971.

\_\_\_\_\_, Core Staff Meeting Minutes, Lac La Biche, Alberta NewStart Inc., 1968-1971.

\_\_\_\_\_, Correspondence, Alberta NewStart Inc. to and from Ottawa federal Departments of Manpower and Immigration, Forestry and Rural Development, and Regional Economic Expansion, Files 2045-2011, 2455-201/9 and D.M.'s files, 1967-1971.

\_\_\_\_\_, Directors Meeting Minutes, Lac La Biche, Alberta NewStart Inc., 1968-1971.

\_\_\_\_\_, Economic Council of Canada, Fifth Annual Review, The Challenge of Growth and Change, Queen's Printer, Ottawa, 1968, p. 108-109.

\_\_\_\_\_, Evaluation of Staff Training Session, Lac La Biche, Alberta NewStart Inc., Research Department, October, 1968.

\_\_\_\_\_, Newspaper Reports, The Globe and Mail, Toronto - Edmonton Journal, January 20-23, 1970.

\_\_\_\_\_, Pilot Training Projects for Development Areas, A paper prepared for consideration at the Federal-Provincial Conference, Ottawa, Technical and Vocational Training Branch, Department of Citizenship and Immigration, (changed to Department of Manpower and Immigration), January 6, 1966, p. 1.

\_\_\_\_\_, Policy Manual, Alberta NewStart Inc., Lac La Biche, 1967-71.

\_\_\_\_\_, Societies Act Application and Registration of Alberta NewStart Inc., Edmonton, Office of the Registrar of Companies, Province of Alberta, 1967.

\_\_\_\_\_, The Canada NewStart Program, Pilot Projects Branch,  
Program Development Service, Department of Manpower and Immigration,  
Ottawa, September, 1967, p. 3.

A P P E N D I C E S

A P P E N D I X    1

## THE HISTORY OF THE CANADA NEWSTART PROGRAM

by

D. S. Conger, Assistant Director  
Pilot Projects Branch  
Department of Manpower and Immigration, Ottawa

1. In September, 1963, the federal government announced a program of assistance to thirty-five areas of high chronic unemployment and slow growth. The main provisions of the program were tax concessions to new manufacturing and processing industries locating in these designated areas, higher benefits under the Municipal Winter Works Incentive Program for municipalities, and an acceleration of federal public works. The Area Development Program was to assist areas that had failed to make the adjustments necessary because of economic inability to participate more fully in Canada's rising standard of living. The first concern of the program was the creation of jobs within commuting distance of the unemployed and underemployed.

2. Within two years it became clearly evident, however, that in addition to promoting capital investment in the areas it would also be necessary to increase the extent and efficiency of manpower utilization. The main characteristics of the unemployed and underemployed manpower in designated areas were, low levels of education, possession of obsolete or inadequate job skills, and inability to take advantage of job opportunities elsewhere. A lack of labour force skills is an important factor hindering the movement of new manufacturing and processing firms into designated areas. To overcome this obstacle it was proposed that

special efforts be made to increase the amount of training in these areas. Apart from increasing the ability of workers to take advantage of available job openings, such a program would be a positive incentive to attract new industries to designated areas. It was therefore decided that intensified vocational and technical training measures would be necessary in these areas to fit workers for employment in the area and elsewhere. In addition certain revisions were made in the Area Development Program itself.

3. In May, 1965, the Cabinet agreed that, in cooperation with the provinces, joint pilot training projects be established in designated areas to pioneer new adult training programs adapted to the special needs of these areas. The historic origins of the NewStart Program, then, are in economic development, and not in education.

4. The essentially economic orientation of the training program could at times come in conflict with the values held by welfare workers or by educators. For instance, workers whose main incomes are very low and whose economic horizons are very limited may, if social security income is adequate for their modest wants, prefer "benefit" status rather than securing an income from employment, particularly if their normal type of employment or prospective employment is arduous or unpleasant. This presents a very serious problem to pilot projects in developing appropriate methods of motivation of potential trainees, as well as providing the type of skill that would bring in a good level of income. To put it more plainly, the higher the welfare benefits available, the more difficult the work of the pilot projects.

5. The economic orientation of the NewStart program places unique demands upon the training and counselling programs that the normal educational values do not require. These include specific, identifiable and salable manual, mental and social skills. Each program component must be justifiable in terms of the demands of the market place for job and behavioural skills. Gaining an "appreciation" or "understanding" of a subject or learning about "the world of work" alone are not good enough. The success of the program is judged by external criteria rather than internal standards of the educational value system. Thus this training program is the servant of economic needs.

6. These considerations are referred to not to give a brief discourse on economics, but to point out that the pilot projects program is an economic development program and may be at variance with the objectives of other types of human development programs. This background raises a consideration which will be recurrent in this history: the development of individual training techniques as an objective of the program may be superseded by the general objective of identifying the extent of which comprehensive adult training programs themselves can change the economy of an area and the welfare of the people in an area. It has, further, a very special significance for The Canada New-Start Program, because it becomes obvious that pilot projects are not to be institutionalized but are to be adjustable in the same way as other economic development programs.

7. In June, 1965, a committee was established with Dr. W. R. Dymond, then Assistant Deputy Minister of Labour, as chairman to prepare

detailed proposals for the pilot projects. In addition to representation from a number of branches of that department, and particularly the then Technical and Vocational Training Branch and the Economics and Research Branch, the committee included a representative of the Special Planning Secretariat of the Privy Council. The Special Planning Secretariat had been established earlier to serve as a catalytic agency within the federal government to encourage various departments to do more for the disadvantaged people and areas. The revised Area Development Program as well as The Canada NewStart Program represent products of this agency's efforts.

8. The committee proposed the initiation, in cooperation with the provinces, of a limited number of pilot projects designed to tackle in a concerted and comprehensive way the total adult training needs of an area.

9. The unique feature of the program was to be its experimental and comprehensive nature. It could have been decided for instance, to have each project address a different type of person. One project could address youth; another rehabilitation; another middle aged workers, and so on. But such projects would have been less able to achieve the area economic goals of the program and because of their specialized nature might not develop methods that would be adaptable in small communities.

10. Each NewStart corporation will identify every out of school person to determine the extent to which training, counselling, etc., can help make that person more productive in the economy. This is why NewStart is the most challenging social program on this continent.

11. The Special Program Committee of Cabinet agreed on July 19, 1965 that a concerted and comprehensive project of this kind is necessary to identify the training needs of designated areas. It permits the testing of a broad battery of programs and methods, and the combining of different programs to fulfill the total manpower development needs of any area. This also had the advantage of uncovering gaps and weaknesses in existing programs of training in these areas.

12. The training needs of a designated area include not only training for unfilled jobs, but also for the creation of a milieu which encourages, provides for and assists with the total preparation of the labour force in an area. A designated area presents particular challenges in this regard, because of its characteristic low level of education, aspiration and opportunity. Therefore the Canada NewStart Program must address the total situation of the community regarding training and work. This requires a broad battery of programs and methods. Therefore, pilot project areas are to be used as laboratories to validate all possible techniques, courses and programs prepared to serve the various sectors of the labour force.

13. At the federal/provincial conference of premiers in July, 1965, Mr. L. B. Pearson proposed to the provinces the selection of a few designated areas for special pilot projects. "This would be in effect", he said, "an intensive effort in practical research designed to determine the best methods of meeting the training needs of adults in designated areas. The federal government would be prepared to increase its financial and technical support for such pilot projects. We would

also plan to combine a special effort in training with a full co-ordinated effort to bring all related programs, such as the Manpower Mobility Program, the Area Development Program and ARDA, into full play in the areas of the pilot projects."

"The conclusions about training methods which emerged from the pilot projects would, of course, be made available for application elsewhere, if provinces consider them useful. The federal government believes that this kind of experiment is essential to developing the improvements in manpower policies, which the Economic Council of Canada has emphasized, are essential if we are to realize the potentialities of our economy".

14. This proposal from the Prime Minister was greeted with considerable interest by the premiers, and it was agreed to convene a meeting of provincial ministers of education and of labour in the fall of 1965, to consider the proposal in greater detail.

15. The committee which had prepared the initial draft proposal for the consideration of Cabinet was re-convened by Dr. Dymond to prepare a paper containing detailed objectives for presentation to the fall conference. This plan was to include the objectives and terms of reference for pilot projects. In addition it was to describe some of the program components that might be encompassed by a pilot project including:

- (a) the development and testing of techniques for determining the training requirements of an area;
- (b) the development and testing of techniques for motivating people to enroll and persist in

- appropriate training;
- (c) the development and testing of counselling, guidance and selection procedures and techniques;
  - (d) the determination of appropriate training techniques for various groups of trainees to meet objectives of the program;
  - (e) the development and testing of courses in such subjects as how to study, work orientation, mathematics, science, communications skills and occupational courses appropriate to the needs of the people and to work opportunities;
  - (f) the development and testing of techniques for recruiting and training instructors;
  - (g) the methods of promoting and conducting training programs in industry;
  - (h) the development and testing of a well integrated program of education, vocational training and useful work experience which may be conducted in a work camp, construction site, conservation project or urban setting.

16. During August and early September a paper entitled Pilot Projects for Development Areas was prepared which suggested some of the methods that might be used in identifying job opportunities, and the characteristics of potential trainees, recruiting trainees, counselling them, etc.

17. The general types of training and counselling that were referred to in this paper were suggestions only. In fact, they were taken from the current reports and experience of training programs in the U. S. War on Poverty. It is the purpose of The Canada NewStart Program to invent new and better methods rather than adopt the conventional ones in the above paper.

18. This early document contained three innovations, in the section on the operation of a pilot project. These innovations were:

- a) Study of the job opportunities and of the characteristics of potential trainees before designing the training program. This very obvious foundation for a program has been omitted too frequently in almost all training programs for the disadvantaged.
- b) The second innovation in comparison with other poverty programs was the inclusion of management training. This again reflects the comprehensive nature of the program plus the fact that a very large percentage of owner/operators of farms, fishing and business enterprises are poor.
- c) The third innovation was research and evaluation built throughout the program from the beginning.

19. The paper pointed out that the training of people within the experimental area must be considered as a by-product of the real purpose of developing new methods of qualifying the disadvantaged. But to develop methods of helping these depressed communities, which is the

objective approved by Cabinet, the NewStart corporation must successfully serve the community by training or otherwise upgrading members of the labour force because the corporation's reputation has a direct bearing on its ability to motivate and recruit people.

20. In early August, 1965, it was decided that a population of about 30,000 would be optimum for the research area. It would provide a large enough trainee population (a few hundred at any one time), but not too many that operating problems would overwhelm the research activity and orientation.

21. The meeting of Ministers of Education and Labour which the Premiers agreed should be convened to discuss pilot projects was preceded by a meeting of members of the Canadian Association of Administrators of Labour Legislation and members of the Canadian Education Association who were also members of the National Technical and Vocational Training Advisory Council. This preliminary meeting was held on Friday, September 17, 1965, during which the paper on Pilot Training Projects for Development Areas was discussed.

22. At this agenda meeting Dr. Dymond reviewed the paper and considerable enthusiasm for the over-all concept was expressed by those present. Concern was voiced, however, about the kind of staff that would be required to operate and direct the projects because the personal qualities of these people were seen to be of the utmost importance. Particular reference was made to the need for empathy for the people and their problems and a genuine interest in finding solutions to them, and good organizing skills to establish effective contacts with people

at all levels of the community. Dr. Dymond pointed out the need for the projects to be autonomous of either provincial or federal bureaucracy. He emphasized that the pilot projects are research projects. It was also agreed that a pilot project would be concerned about the placement of local people at all stages of the project as this was an integral part of the total research.

23. Subsequent to this meeting the original paper on Pilot Training Projects for Development Areas was extended and distributed for the meeting of ministers of education and labour which was called for January 13 and 14, 1966, having been delayed because of the election in the fall of 1965. The conference was chaired by the Honourable Jean Marchand, Minister of Manpower and Immigration, and whose department now assumed responsibility for the pilot projects.

24. In the revised paper it was stated that an experimental programme of this nature demands that each pilot project have considerable administrative authority and autonomy in order that:

1. Operating decisions be made and implemented quickly.
2. Staffing problems be handled promptly.
3. Freedom be available to hire and evaluate staff with various qualifications and orientations.
4. Flexibility be exercised with freedom from rigid commitments to established methods of education, training, etc.

25. The Federal-Provincial Conference concurred with the program and with the concept that the projects be autonomous. Furthermore, the question was raised of whether the Pilot Projects Branch should be as autonomous as the projects themselves. In a reply to this question Mr. Tom Kent, Deputy Minister, Department of Manpower and Immigration, said that if the Branch could not provide the required assistance because of bureaucratic constraints that serious consideration would be given to freeing it from these impediments to service.

26. Subsequent to the meeting there was the need to determine the actual form of organization of the pilot projects. It was agreed that their powers should include:

- a. The purchase and rental of buildings and other capital equipment, the payment of staff and trainees, and all these expenditure involved in operating such a program.
- b. The entering into contracts with federal and provincial government superannuation authorities in order to provide pension rights to its employees.
- c. The entering into contracts for various other employee benefit programmes and liability insurance for the protection of the project against law suits.
- d. The payment of an honorarium plus expenses to each Director.

27. It was further considered desirable to have the projects established jointly by the federal and provincial governments rather than by one or the other. It became apparent that the appropriate form of organization would be that of a non-profit company which could have the operating authorities it requires and at the same time be protected from undue interference or constraints, but still accountable for its use of federal government funds.

28. On March 23, 1966, Mr. Tom Kent wrote to the provincial deputy ministers of education and labour to outline the Department's views on the objectives of the project, their organization and the financial arrangements. In part his letter read as follows:

29. "The primary tasks of the project will be to discover the economic, social and other obstacles to training and to develop effective means to surmount them. Fresh initiatives in solving these problems are fundamental to the success of the projects.

"The projects will be concerned with the training and retraining of all adults in the selected areas and, among other things, will develop programs for school dropouts, the unemployed, the underemployed, low income workers, workers displaced or threatened by technological change and persons whose productivity is affected by a decline in primary industries. Particular attention may be directed to the total environmental problems as these problems relate to retraining.

"Any capital projects recommended as a result of pilot projects activities may be implemented on the appropriate schedule of the Technical and Vocational Training Agreement. However, 100 percent payment of

capital costs of approved projects may be made by the project if they are essential to the success of its primary objectives.

"Training normally conducted under programs of the Technical and Vocational Training Agreement may be carried out under a project if necessary for research and demonstration purposes."

30. In an internal memorandum, dated July 6, 1966, the Deputy Minister further stated: "The purpose of the pilot projects is to find out how to improve the basic skill developments of undereducated adults. "Adults" in this sense may include adolescents who only recently have dropped out of school, but the past tense is crucial."

31. From the beginning it was agreed that the organization of the research projects should be separate from the existing administration of education and training, both federal and provincial. Specifically, it was agreed that the pilot project must be able to make operating decisions and implement them quickly. It must be able to hire and fire staff as required, and to hire the kind of staff that it felt appropriate. Specifically, this meant that it would experiment very much with the qualifications required to carry out the project. For example, grave doubts were entertained as to whether teachers are adequately prepared to teach adults, and whether counsellors should really have to be teachers as the educational system currently requires. This presented the likelihood of breaking down some of the barriers erected by professional associations and particularly the teaching profession with the possibility of even creating a new kind of profession or sub-profession. This led to the articulation of the third objective of

developing ways of using local people and organizations, and other community resources in the program.

32. Thus the real significance of the autonomy which has been discussed from time to time and emphasized in the organization of the NewStart corporations is that they be as autonomous as possible from the constraints imposed by government administration, but even more pointedly from the constraints imposed by the traditions, beliefs and rules of various professional groups. The experimentation must be not simply in terms of gimmicks and techniques, but undoubtedly also in theory and basic approach. The principles of good management, however, will require certain common general practices to ensure considerable autonomy in the experimental features of the program.

33. The development of such a program would add stresses and strains on the Training Branch of the Department, which up until this time had been oriented to responding to the training plans of provincial government. The Technical and Vocational Training Branch had been giving a great deal of financial assistance to the provinces, but it had not done a great deal in an organized way in providing technical assistance, to the provinces. This was being done in one field only, that of business management training where training materials and promotional materials, as well as financial assistance were provided. Therefore, it was decided to create a new Pilot Projects Branch to provide service to the NewStart corporations.

34. The functions of the Pilot Projects Branch in respect of the Canada NewStart Program include:

- a) Gather information on existing related programmes and techniques.
- b) Prepare materials for the use of NewStart corporations at their request or in anticipation of such requests.
- c) Act as a focus for consultation and exchanges of information between NewStart corporations.
- d) In cooperation with NewStart corporations design over-all research projects and methods to be used in the evaluation of the progress and the results of pilot projects.
- e) Evaluate the plans and performance of NewStart corporations.
- f) Recommend amount of departmental financing for each corporation.



BAKKE'S SYMPTOMS OF ORGANIZATIONAL EFFECTIVENESS/INEFFECTIVENESS  
AND INEFFICIENCY IN CARRYING OUT THE ACTIVITY PROCESSES

Activity	Symptoms of Effectiveness	Symptoms of Ineffectiveness	Symptoms of Inefficiency
Identification Activities	A commonly understood Organizational Charter, its legitimation, and symbolic representation.	Evidence of wide variation especially among participants, in perceptions of the central function and distinguishing features of the organization, or of revolution against such central elements.	*
Perpetuation Activities	Availability of all basic resources adequate in quantity and quality for organizational operations.	Reports of quantitative shortages and qualitative inadequacies in basic resources.	Failure to realize advantageous results in more adequate resources involved in the attempt to do so.
Work-Flow Activities	Work and an output of a quantity and quality adequate to sustain the continued contributions to, and support for, organizational operations by participants and by recipients of the output.	Inconsistency between the quantity and quality of the output and the quantity and quality acceptable to the consumers; also, interruptions in the flow of work.	Less-than-optimal use of acquired basic resources; incurring total costs for the output which cannot be recovered from the return in inputs stimulated and made possible by its distribution.
Control Activities (general)	Administration which unifies and coordinates all differentiated activities toward the performance of the organiza-	Occurrence of results disadvantageous, irrelevant, or negative to the performance of the organizational function.	Allocation of resources to carrying these activities out whose value imposes excess costs on the output, causing

Activity	Symptoms of Effectiveness	Symptoms of Ineffectiveness	Symptoms of Inefficiency
	tional function with a minimum of leakages, i.e. irrelevant or negative activities.		difficulty in distributing it on advantageous terms.
Directive		Failure to have necessary action taken, or to obtain acceptance or com- pliance, partial or complete, with the directive.	*
Motivation		Behaviour varying from the type desired.	*
Evaluation		Occurrence of re- sults disadvantag- eous to the organ- ization traceable to mistaken or un- timely judgement.	*
Communication		Necessity for par- ticipants to make decisions or take action without know- ing what is expected of them, or before the arrival of infor- mation, variation in the content of which would necessitate variation in the decision made or the action taken.	*

Activity	Symptoms of Effectiveness	Symptoms of Ineffectiveness	Symptoms of Inefficiency
Homeostatic Activities (general)	*	Disintegration in the organization or a decline in homeostasis.	
Fusion Process		Persistence (not necessarily the occurrence) of tensions, friction and fractionalism in the organization; rebellious acts of individuals and groups against acti- vity or standards of activity required of them by the organ- ization; indifference and apathy of partici- pants toward the needs of the organization; lack of interest of organization.	
Problem-Solving Process		Accumulation of recognized but un- solved problems, especially those that are weakening the ability of the organ- ization to perform its function	*
Leadership Process		*	*

\*No specific symptom is described by Bakke for this category.

APPENDIX 3

BAKKE'S FRAMEWORK OF BONDS OF ORGANIZATION

## APPENDIX 3

## BAKKE'S FRAMEWORK OF BONDS OF ORGANIZATION

IDENTIFICATION BOND

Developing, legitimizing, and symbolizing  
The Organization Charter

PERPETUATION BONDS

Acquiring, maintaining, transforming, and developing  
Basic Resources  
Thoughtways Personnel Services Finance Conservation

WORK FLOW BONDS

Producing and distributing  
The Output

Production

Distribution

CONTROL BONDS

Directing, coordinating, stimulating, regulating, appraising  
All Operations

Direction

Motivation

Evaluation

Communication

HOMEOSTATIC BONDS

Preserving integrity of organization in an evolving  
state of dynamic equilibrium

Fusion

Leadership

Problem-solving

A P P E N D I X 4

THE LAC LA BICHE NATIVE SIT-IN

by

W. Bruce Handley

Marilyn I. Assheton-Smith

## A B S T R A C T

On December 31st, 1969, operation of the Lac La Biche Training Centre of Alberta NewStart Inc. ceased. Seventeen days later a group of native people, ostensibly protesting this action, moved into the vacant student dormitories to stage what has been termed a "sit-in". They drew up and made known to the Federal and Provincial Governments a list of their demands which included among others, the re-opening of the Centre.

It became apparent early that re-opening the centre, while important, was not the primary issue. Instead it offered a vehicle by which the native people could convey an even more vital demand; the formation of a native development board. Hopefully, the board would be designed to alleviate many of the conditions that forced the native people to stage their protest.

The government acceded to the establishment of the developmental board later to be known as Alberta Pe-Ta-Pun Development Inc.

This report is a description of events leading up to, during, and following the "sit-in", and discusses the situation as it existed until the incorporation of Alberta Pe-Ta-Pun Development Inc. on April 8th, 1970.

## T A B L E   O F   C O N T E N T S

	<u>PAGE NUMBER</u>
ABSTRACT	208
INTRODUCTION	210
BACKGROUND INFORMATION ON THE EVENT	210
THE SIT-IN	213
THE NEGOTIATION PROCESS AND RESULTS OF THE SIT-IN	218

The *sitting-in* of native peoples in the Lac La Biche Alberta NewStart Inc. facilities in the winter of 1970 received news media attention across Canada. Perhaps now, some eight months later, a relatively detached view of that sit-in can be written. The authors do not pretend to know *all the facts*. A highly charged and dramatic event such as this always has a great deal more going on than can be recounted later, and it is doubtful that any one person can determine exactly what happened in the various meeting rooms of all the negotiating and involved parties. However, some information is widely known and it is essentially this which is recorded here for the benefit of non-participants.

#### BACKGROUND INFORMATION ON THE EVENT

Alberta NewStart Inc. is a federally sponsored private company engaged in educational research in northeastern Alberta. It has an administrative head office at Lac La Biche, and research centres in Fort Chipewyan, Fort McMurray, Janvier, and Kikino. Until December 31st, 1969 it also had a research centre in Lac La Biche; but on that date, this centre was closed due to an overall cut in the operating budget of Alberta NewStart Inc.

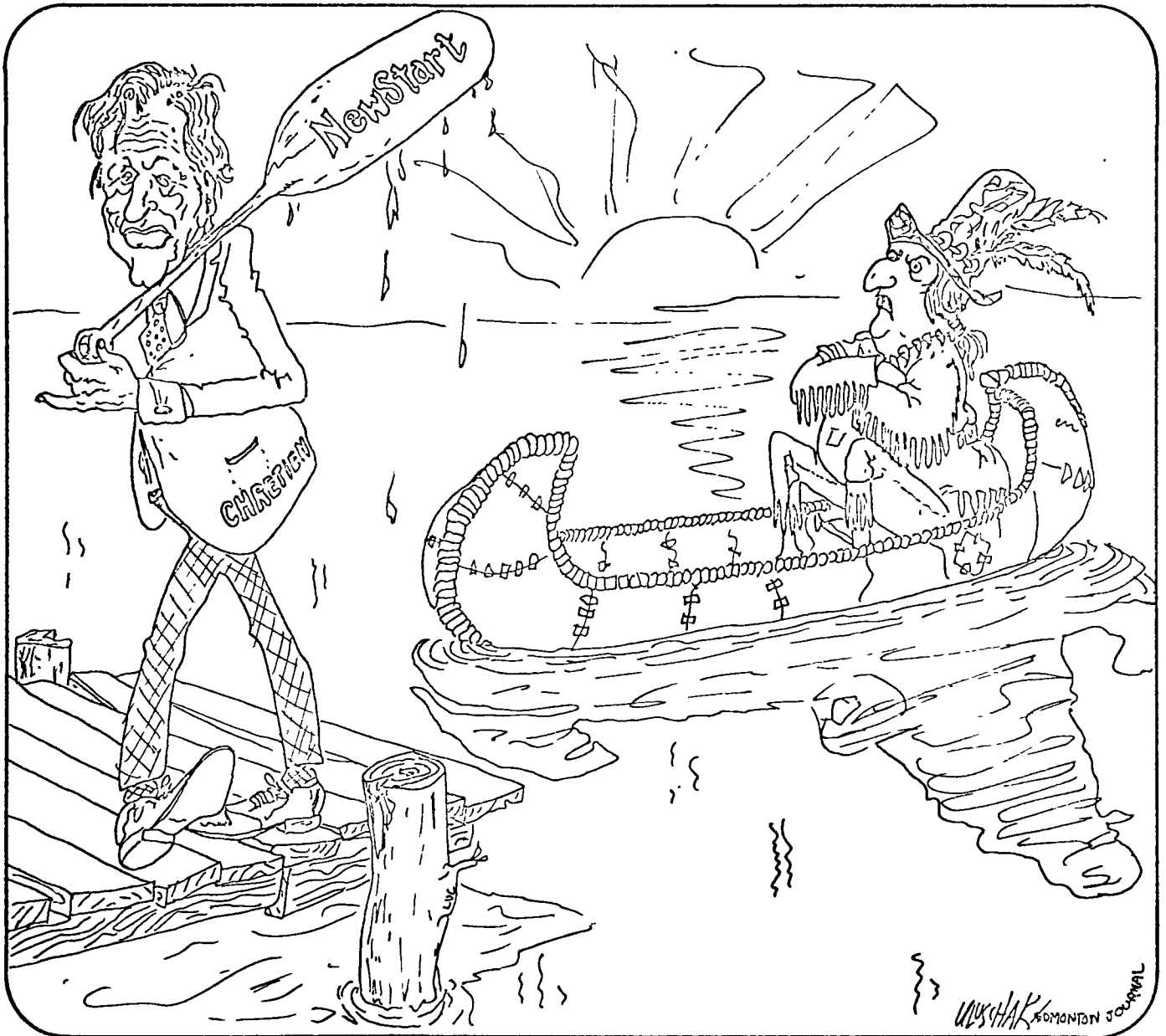
The purpose of the Lac La Biche Centre was to develop or modify programs which would meet the needs of single adults, both male and female, who had not been successful in the regular school programs. Most of the students were young, with educational levels of less than grade nine, and 95% of them were Indian and Metis. At peak enrollment the centre had housed 70 trainees, 27 women and 43 men. These students were from all parts of the Alberta NewStart Inc. target area as the other centres focused exclusively on

Programs offered to the students were in the following areas: academic upgrading in English and mathematics, vocational training, and social relations. The objective of the total program package was to qualify the trainee, both academically and socially, to enter the Adult Vocational Centre in Fort McMurray.

While attending classes students lived in a dormitory complex, which is a separate building situated on the same grounds as the training centre and the head office of Alberta NewStart Inc. The dormitory included facilities for 60 people, 30 men and 30 women, a recreation room in both the mens' and womens' wings, and a common lounge. The kitchen and dining facilities were designed to feed 80 people.

Students were primarily drawn from the *poverty group* in the immediate Lac La Biche area. Most of these people were Indian and Metis and had a poor educational standing, poor housing, undeveloped land and no funds for industrial development. Consequently they existed largely on welfare. They claimed they wanted only one thing, to be able to earn their own way. They were tired of being sick, too often in jail, on welfare, and seeing their children sicken and die prematurely.

These people had seen Alberta NewStart Inc. as offering some hope for getting out of their situation. Suddenly, it seemed, the program for Lac La Biche was terminated due to shortage of funds. The native community asked *What happens now? Where do we go from here?* To make the situation more desperate and incongruous, people were aware there was a project being planned for the Lesser Slave Lake area in Central Alberta. This, they heard, was going to cost seventy



"Indian-giver!"

million dollars, yet their own program could not continue for lack of three hundred and sixty thousand dollars.

They were also aware that in other places various projects were being run by Indian and Metis people. They knew of work done at Wabasca, Saddle Lake and Gleichen in Alberta. Why, they began to ask, could we not re-open this centre and run it ourselves?

#### THE SIT-IN

People began to feel they must do what they could to re-open the centre. The first thing they felt was important was to gain public support. Alternative methods of procuring public support were discussed at several meetings in the Lac La Biche district during January, 1970. Suggestions were many, and included everything from marching to Ottawa to occupying local government buildings. Perhaps they were unaware of how much support they really had, or perhaps they felt it important to bring their support out in the open, but the action group then decided to hold a two day meeting in the empty Alberta NewStart Inc. dormitory complex.

At 10:00 a.m. Saturday, January 17th, 1970, approximately 130 people took over the dormitory for a two day meeting. This support by local native people, was greater than the action group had anticipated, and it prompted them to decide to stay until their demands were met. The participants went home to get their blankets, and returned, prepared for a long wait. Thus began the *sit-in*.

Alberta NewStart Inc. was in an embarrassing position. Their buildings were illegally occupied by a group of Indian and Metis people. The group was asked to leave, but refused. Alberta NewStart Inc. personnel felt they could hardly call

the R.C.M.P. to deal forcibly with the very group of people Alberta NewStart Inc. had been trying to serve, so they concentrated on *keeping their cool* while the sit-in group tried to arrange negotiations with Ottawa.

The participants of the sit-in were local people. Most of them were family units consisting of husband, wife, and children. For the next 26 days, they would remain in that building, sending their children to school from the dormitory instead of from home, going home daily to do farm chores, but always returning to the sit-in and the constant meetings and planning that were necessary for the negotiation process.

In addition to planning for the outside negotiations, a great deal of work had to be done to keep things operating smoothly in the dormitory itself. It was essential they obtain, and keep public opinion on their side; they could not allow a situation to develop where they could be criticized for some minor side issue. No drinking could be allowed in the dorms, the place must be kept clean, and no fighting must be allowed to start.

Guards were stationed at the door to keep out uninvited visitors and potential troublemakers. The R.C.M.P. were notified and they agreed to do special patrolling around the dorm area, especially in the evening, to provide further protection. Internal discipline in the group remained high, in spite of low morale at times as they wearied of waiting for concrete results.

Simply feeding people was a monumental task. Meals had to be prepared for nearly twice as many people as the facilities were designed to feed. Cooking staff was selected from the former Alberta NewStart Inc. kitchen employees.

Schedules were arranged to complete the cleaning, cooking, etc. Everyone in the group apparently was prepared to contribute to his share of the work.

But the work for outside negotiations had to continue too. A proposal for re-opening the centre and dealing with other problems was drafted by the people and a copy sent to Prime Minister Trudeau, Premier Strom, and Mr. Marchand, Minister of Regional Economic Expansion (it will be described later in this paper). The copy for Mr. Trudeau was delivered to Ottawa by Paul Yewchuk, M.P. for the Athabasca constituency.

Surprisingly, prominent local individuals and community groups gave positive backing to the takeover of the dormitory, and to the efforts of the participants. Dr. D. D. Bouvier, M.L.A. for Lac La Biche commented, "Their actions may be illegal, but drastic circumstances require drastic actions". The mayor of Lac La Biche remarked, "I speak for the entire Council when I say we are morally in support of them". The Lac La Biche Chamber of Commerce voted to contribute \$400.00 to their cause in spite of the possibility that supporting an illegal action would make them liable for court action. The Metis Association of Alberta contributed \$1,000.00 for their cause and extended their unqualified support. Dozens of individuals contributed personally to their cause.

News media coverage of the event suggested support for the sit-in group from this area also. Coverage was extensive, involving television, radio, and the press. Initially, the coverage provided was punctual with little sensationalism evident. However, as the protest evolved and emotions increased, the mass media tended to overdo the situation and sensationalism crept into the reporting.



It was interesting to note the reaction, especially of the press, to claims of the federal government. The press continually discounted all rebuttals of the governmental agencies and were continually supportive of the sit-in group, as indicated by such headlines as *Lac La Biche - A Warning Light*, *A Case for Full Expectations*. Most of the articles, editorials, cartoons, etc. gave moral support to the sit-in, and it is likely this extensive support contributed to its success.

On January 23rd, 1970, six days after the sit-in began and after Paul Yewchuk had delivered the sit-in group's proposals to Ottawa, three Ottawa officials met with the group in Lac La Biche. But Ottawa was firm in its stand for not advancing more money to re-open the centre. It maintained that Alberta NewStart Inc. had overspent its budget and taken the decision to close the centre. It had nothing to do with Ottawa. Besides, Ottawa argued, as the sit-in committee wanted training and no research, this was an education problem and under provincial jurisdiction.

The native people were caught in the *buck-passing* process. They felt Ottawa had started the process and should not back down on it, and were prepared only to negotiate with Ottawa. But now they found they had to talk to the province, who refused to take responsibility, saying in effect the federal government got itself into this mess and it's up to them to get themselves out. Dealing with Alberta NewStart Inc. was of no use, because they had no source of funds except the federal government, and their official position was that the federal government had agreed to their proposal then refused to allow enough money for them to run it effectively. It was back to square one for the sit-in committee, and the sit-in itself was to continue for 20 days after that meeting.

On February 5th, 1970, 19 days after the sit-in began, representatives from the sit-in group met with representatives from Alberta NewStart Inc. and from the Department of Regional Economic Expansion in Ottawa to discuss the re-opening of the Lac La Biche Training Centre. This was followed by further meetings with provincial government personnel, both in Lac La Biche and in Edmonton. On Wednesday, February 12th, 1970, the Lac La Biche sit-in came to an end. Did they gain anything by this long process?

#### THE NEGOTIATION PROCESS AND RESULTS OF THE SIT-IN

The brief which Paul Yewchuk carried to Ottawa shortly after the sit-in began contained the following eight points:

- "1. The Lac La Biche NewStart training centre be re-opened and a maximum number of students be recruited to commence training as instructors, community, family and dormitory counsellors, administration staff and supervisors, to be employed within the Lac La Biche Center and the new mobile centers requested
2. In our opinion, it is essential that native people be trained and employed to work with and train their own people. We request that eighty per cent Metis and Indian staff be established and to meet this goal native people will be given first priority when new positions are filled.
3. A 30 family NewStart mobile training center be opened at Lac La Biche with enough trailer homes to allow people from outlying isolated areas to live

in Lac La Biche for training in the Mobile Center.

4. That a paid Development Board, made up of native people from the area, be established to work in conjunction with all government and non-government agencies that have responsibility for planning, developing, and managing programs which affect the people of the area.
5. That the Fort McKay people receive the NewStart mobile training center that they had petitioned for last summer.
6. We don't want this program called a research program. We have been researched enough. We believe however, that programs must be evaluated from time to time to remain effective.
7. In addition to the above concerns, we demand that consideration be given to making money available for housing, land development, roads and bridges, medical services and industrial development in the area. There is a lot of undeveloped land available and there is a need for a local fish processing plant. At the present all fish from this area is processed outside the area. There are more than enough people in the area who have potential to train work in a new development.
8. The Alberta NewStart dormitory and kitchen are now fully occupied by our organization and we will continue to occupy these buildings until our demands are met, if our request is not dealt with by January 30th, 1970, we will take further action."

The group requested that this proposal be agreed to by January 30th, 1970, and that there be a guarantee of actions by April 1st, 1970.

The result of this was the meeting with Ottawa officials on January 23rd, 1970 in Lac La Biche. It appeared to accomplish nothing, but the sit-in continued and the committee kept working.

A further meeting was scheduled for February 5th, 1970, and the group had to choose people to speak for them. Where morale had been low, now suddenly there were 50 different leaders with 50 different causes, each feeling his concern should have top priority in the Ottawa meeting, and in meetings with provincial government representatives. To complicate things further, the Alberta Metis Association which had earlier supported the sit-in group now opposed them, apparently seeing them as some sort of threat. This seemed to slow negotiations. But the group did select a committee of five to speak for them in Ottawa.

At the February 5th, 1970 meeting, with the sit-in group, Alberta NewStart Inc., and the Department of Regional Economic Expansion, the re-opening of the Lac La Biche Centre was discussed. It was decided the Centre would re-open, but it would be operated by a Development Board run by the native people rather than by Alberta NewStart Inc.

The Development Board was to consist of elected representation from the community who would then work in the following areas: housing, land, employment, education, welfare, industrial development, health, parks and recreation, etc. The eventual goal was for all staff to be native people. At the initial meeting in Ottawa, it was agreed that federal government funds of \$130,000.00 would be provided to run the Centre until December 31st, 1970. The following day this

sum was increased to \$160,000.00, but the Centre was to remain open three additional months to March 31st, 1971.

Meetings that followed with ministers and other personnel from the provincial government managed to add an additional \$350.00 a month to these figures to pay expenses of the elected board. Thus, the group had enough funds to begin work.

On the eighth day of April, 1970 Alberta Pe-Ta-Pun Development was officially incorporated to carry on the work and concerns of the sit-in group. This company has now elected a permanent board of directors who are busy hiring staff and developing programs.

Thus, although February 12th, 1970 marked the end of the sit-in, it marked only the beginning of hoped for changes for Lac La Biche native people. Persistence and hard work accomplished its first goal, the Indian and Metis of Lac La Biche area moving together in a direction determined by themselves. Whether it accomplished more depends on Alberta Pe-Ta-Pun Development Inc.

A P P E N D I X 5

An Abstract of

AN APPLICATION OF COMMUNITY TYPOLOGY  
TO SOCIAL SCIENCE RESEARCH

Lewis Aumack, PhD

AN APPLICATION OF COMMUNITY TYPOLOGY  
TO SOCIAL SCIENCE RESEARCH

The primary purpose of the research department of Alberta NewStart Inc. is to evaluate psychological and sociological phenomena influencing the effectiveness of vocational training programs. This research report described an objective method for determining common types or groupings of communities which were then related to differential types of poverty cultures and eventually to the differential effectiveness of community-centred training programs.

In brief, the design of the project involved a specialized statistical analysis of 20 geographic-community areas compared in terms of 52 demographic survey items (such as size of family, ethnic background, amount and source of income, academic level, community resources, condition of homes, etc.). On the basis of the survey data, correlations were computed between each pair of communities and the resulting intercorrelation matrix was subjected to a standard factor analysis to determine the number of basic community groupings.

This analysis yielded seven relatively distinct types of communities within the Alberta NewStart area. Each community within a given type, therefore, was demographically similar to others within the same grouping and dissimilar to those of the other groupings. The main differences occurred in relation to levels of socioeconomic affluence and stratification, expansion vs. contraction of resources, and degree of stabilized isolation.

AN APPLICATION OF COMMUNITY TYPOLOGY  
TO SOCIAL SCIENCE RESEARCH

Subsequent psychological assessments of Alberta NewStart trainees indicated that the communities differed not only in relation to demographic characteristics but also in terms of cultural norms and values regarding basic social behaviors (e.g. working, fighting, sexual promiscuity, and wife-beating). Evidence is also accumulating to indicate that the standard Alberta NewStart model of vocational training is more productive and appropriate within one type of community context than other.

The results of this study were discussed in terms of economic advantage as well as improved program planning and evaluation. An example was provided to illustrate how a community typology model could have led to a more judicious placement of vocational training centres. The methodology used was proposed as a prerequisite for the development of comprehensive provincial or interprovincial socio-economic reform programs for disadvantaged populations.

A P P E N D I X 6

ALBERTA VOCATIONAL CENTRE, FT. McMURRAY, AND THE FUTURE

OR

THE FT. McMURRAY POLYTECHNICAL INSTITUTE

OR

THE TAR SANDS COMMUNITY COLLEGE  
IN 2,000 A.D.

A 25-YEAR PROJECTION

Prepared by J. P. Mitchell, Director  
of Vocational Education, Department  
of Education, in consultation with Mr.  
D. Schmit, Supervisor, A.V.C., Ft.  
McMurray, and others.  
May, 1971.

## ALBERTA VOCATIONAL CENTRE, FT. McMURRAY

### A REVIEW OF THE SITUATION WITH PARTICULAR CONCERN FOR SITE REQUIREMENTS TO MEET FUTURE NEEDS.

#### The Present Situation

The Alberta Vocational Centre, Ft. McMurray, has been developed to provide vocational training which meets the needs of industry and of individuals in the northern part of the Province. At present, two sites are involved, one of 9.1 acres located in the town. This provides for residences, food services, administrative facilities, classrooms, shops and other ancillary services. In addition, a site of 320 acres has been provided by the Department of Lands and Forests approximately three miles to the south of the main site, and at this location Heavy Equipment Operation training is provided.

The downtown site provides a men's residence of 44 rooms. Normally, this accommodates 88 trainees, but on occasions has housed up to 100 trainees. Through an arrangement with Alberta NewStart Inc. the Cedar Lodge Motel in downtown Ft. McMurray was leased by Alberta NewStart and provided accommodation for females. NewStart's experimental and developmental work in connection with this dormitory and programs for girls has now been completed, and it is recommended that A.V.C., Ft. McMurray provide accommodation for girls, either through leasing of this Lodge or some equivalent combination. The Lodge has 16 rooms and can accommodate about 36 trainees.

Other accommodation in the town has been acquired by the Alberta Housing Corporation and assigned for use of the Centre, mainly for staff residences. At this time 19 houses and 17 apartments are involved.

The programs involved in this Centre include Academic Upgrading and a selection of courses of either a pre-employment or pre-apprenticeship nature. These programs with their "at any one time" capacity are:

Academic Upgrading	110
Automotive Mechanics	15
Building Construction	15
Business Education	22
Career Driving	6
Cooking	14
Heavy Equipment Operating	24
Retail Clerk	10
Pipe Trades	14
Welding	<u>30</u>
Total	260

In addition, the school offers a Journeyman Carpentry course of eight weeks in length for the Apprenticeship Board. Evening programs

using the facilities are being developed with the following currently being offered:

Welding	24
Native Crafts	15
Academics	30
Typing	24
Small Engines	<u>10</u>
Total	103

Food services are provided particularly in connection with the two dormitories. A gymnasium type of facility is currently being provided, and it is expected that this will receive extensive use both day and evening.

#### The Immediate Problem Area

We are finding it necessary to expand our program offerings in this Centre. Moreover, there is reason to believe that if industrial development materializes in the area as is presently proposed, this expansion will accelerate so that in about 25 years we will have developed a polytechnical type of Institute in Ft. McMurray. Alternatively, we may have indeed developed a public or community type of College. This will provide a variety of types of programs, e.g. health services based, engineering based, business administration based, etc., as well as a number of levels of training or education, e.g. university transfer, semi-professional, skilled and semi-skilled. SPECIFICALLY, SINCE WE MUST ACQUIRE ADDITIONAL SITE, IT IS SUGGESTED THAT IT WOULD BE PRUDENT TO ACQUIRE SUFFICIENT SITE TO SERVE OUR LIKELY NEEDS FOR AT LEAST A 25-YEAR PERIOD. Attached (as Appendix A) is a listing of the types of programs with expected student capacity which may well be provided in the Ft. McMurray area 25 years from now. Obviously, our development will proceed in a phased manner with priorities of development being dependent mainly upon industrial development in the area.

#### Some Assumptions

In developing this projection it has been assumed: that there will be significant industrial development in the immediate area of Ft. McMurray and in the northern part of the Province generally; that to develop a stable labour force for the area, as much of the necessary training as is possible should be offered in the area; and that there will be steady population growth in this part of the Province, with particular and rapid developments in Ft. McMurray.

### Program Offerings

A-pendix A (attached) suggests what we can see at this point of time will be likely program offerings. It can be expected that programs will be offered by a variety of methods: day programs, evening programs, seminars, short courses, extension courses, programmed instruction, radio and I.T.V., etc. The institution will operate the year round with an extended school day. There will be ready transferability to other Colleges, to the Institutes, and to the Universities. It is expected that at any one time 5,000 students could be under instruction on the campus. It is also likely that suitable living accommodation, either on or off the campus, for 1,200 to 1,500 students will be required.

### Facilities

It is likely the Centre will in the ultimate be organized into modules or families of occupations. For example, the facilities for health services programs will be grouped in some manner so that all of the health services programs irrespective of level can be offered in the set of facilities. In this manner, optimal use of all equipment and staff can be secured. Similarly, the fine arts and cultural could be grouped, the business administration, etc.

It is, of course, impossible to state with accuracy the types of teaching facilities which will be required at the turn of the century, but, as we see things at this time, we will need classrooms, laboratories, and shops. In addition, there will be the following ancillary facilities: administrative areas, storage areas, and recreational instructional areas (one basketball size gymnasium, two small remedial gymnasia, a field house, a swimming pool, etc.), and a heavy duty driver training site.

The longer range method whereby residential facilities will be provided for students is difficult to foresee. At this time we would propose that these might be smaller type units scattered throughout the town. This would be preferred to a large institutional type of dormitory on the campus. Decisions, however, with regard to this will need to bear in mind the problem of transportation as between residence and instructional area.

### Conclusions

IF WE ARE TO ACQUIRE A COMPLETELY NEW SITE our requirements are: 1. the major instructional, and residential, site of 100 or more acres located as accessible to town as is possible, and 2. the heavy equipment operation and career driving site of 300 or more acres located as close to major site as is possible.

IF WE ARE TO ADD TO EXISTING MAJOR instructional site our requirements are: 1. as much additional site as is possible, and 2. a

number of smaller sites or facilities as will meet needs for student residences and which are scattered throughout the town. 3. The present heavy equipment operation and career driving site or similar 300 acre site.

A P P E N D I X    A

TO THE 25-YEAR PROJECTION OF A.V.C., FT. McMURRAY

TYPE AND EXTENT OF PROGRAM OFFERINGS TO BE  
AVAILABLE IN FT. McMURRAY BY ABOUT 2,000 A.D.

Prepared by J. P. Mitchell, Director  
of Vocational Education, Department  
of Education, in consultation with Mr.  
D. Schmit, Supervisor, A.V.C., Ft.  
McMurray, and others.  
May, 1971.

Part A - Semi-professional two-year diploma  
occupational type programs

231

1. Health Services. . . . . 400 students  
Such programs as nursing and other medical,  
dental, para-professional.
2. Engineering . . . . . 1,000  
Civil, Tar sand mining, petroleum, chemical,  
instrumentation, industrial productivity, aero  
maintenance, power engineering technology,  
electronic (radio, T.V., telecommunications),  
drafting and building construction, plastics,  
internal combustion, electricity, and others as  
yet not identified.
3. Business Administration . . . . . 500  
Business Administration, Data Processing,  
Distributive, Hospitality Industry  
Management, and others not yet identified.
4. Social Services . . . . . 200  
Such programs as teacher aides, social services,  
family studies, and others not yet identified.
5. Food and Textile Services . . . . . 200  
Such programs as Commercial Cooking, Clothing  
Design, Sewing, Textiles, and others not yet  
identified.
6. Cultural. . . . . 350  
Such programs as Recreational Programming,  
Commercial Art, Fine Art, Music, Crafts, Drama  
and Stage, and others not yet identified.

These are programs which may be used for direct transfer to the Universities in Alberta:

1. General . . . . . 200 students

Such programs as the first two years of programs in Arts and Sciences.

2. Education . . . . . 250

The first three years of the Teacher Education program.

3. Commerce. . . . . 100

The first two years of the B. Comm. program.

4. Others . . . . . 150

May include such programs as the first two years of Fine Arts and other programs not yet identified.

Part C - Programs of a semi-skilled and skilled nature, of certificate level, and which ordinarily lead to direct employment. Programs are of from 8 to 12 months in length.

---

1. Health Services . . . . . 100

Nursing Aide, Nursing Orderly, and others not yet identified.

2. Industrial type . . . . . 500

Carpentry, Pipe Trades, Electricity, Sheet Metal, Air Conditioning and Refrigeration, Millwrights, Heavy Duty Mechanic, Automotive Servicing, Appliance Servicing, Radio and T.V. Repair, General Building Construction, Welding and Fabrication, Estimating, General Utility, and others not yet identified.

3. Business Education . . . . . 200

Office Management, Materials Control, Warehouse Management, Office Equipment Management and Servicing, and others not yet identified.

4. Arts and Media . . . . . 200
- Fine Arts General; Journalism, Radio, T.V. and Communications Productions; and others not yet identified.
5. Pre-college General Education. . . . . 300
- Prepare persons for entry into other College type programs. Now commonly referred to as Academic Upgrading or Basic Training for Skill Development.
6. Miscellaneous. . . . . 250
- Security and Law Enforcement, Natural Resource Management, Native Crafts, Foremanship, Barbering, Beauty Culture, Fire Prevention and Industrial Safety, and other programs not yet identified.
- Part D - Of a pre-employment or pre-apprenticeship nature at a certificate level and of less than 8 months in length.
- 
1. Apprenticeship Training in designated trades . . . . 400
- The length of these courses vary in accord with the apprenticeship requirements \*usually 6 to 8 weeks in length for each of 4 years). Such programs as Carpentry, Plumbing, Electricity, Sheet Metal, Millwright, Heavy Duty Mechanic, Automotives, Welding, Refrigeration and Air Conditioning, Auto Body, Communications Technician, Cook, and others dependent upon need.
2. Business Education . . . . . 200
- Clerical, Secretarial, General Business Practice, and others not yet identified.
3. Training in non-designated trade areas . . . . . 150
- Heavy Duty Equipment Operation, Heavy Transport Operation, Career Driving, Service Station Assistant, Small Engine Repair and Maintenance, and others not yet identified.

## 4. Service occupations . . . . . 200

Programs associated with Homemaking, Domestic Assistant, Child Care Attendant, Custodial Services, General Utility Worker, Guiding and Outfitting, Short Order Cook, Dining Room Service, and others not yet identified.

Over-all approximate total

---

5,000 to 6,000 students

A P P E N D I X     7

RESEARCH DEPARTMENT

EVALUATION OF STAFF TRAINING SESSION

PROJECT 1/68  
Oct. 3, 1968.

## TABLE OF CONTENTS

Section 1	Staff Training Session Proposal	237
Section 2	Results of Testing	245
Section 3	Interpretation of Results	250
Section 4	Participant Evaluation of Staff Training Session	254

SECTION 1

STAFF TRAINING SESSION PROPOSAL

Research Department,  
Alberta NewStart Inc.,  
September 13, 1968.

## I. PREAMBLE

A training session for all those people on the staff of Alberta NewStart Inc. will be held at the Fort McMurray Vocational Centre during the dates of September 15 to 28 inclusive. Appendix A contains a schedule for this training institute. It is comprised of three distinct sections; namely:

1. orientation to NewStart philosophy,
2. short workshop on interpersonal communication, and
3. a week's instruction in teaching by the Technique of Instruction method, as set up by the Canadian Armed Forces.

Research is involved in this workshop in several forms. Testing will be done on all staff, video-tape will be used to assist in teacher training, and informal reports will be used as a tool of assessing the progress of the training session. Only testing will involve the use of statistical measurement as the other methods of research, broadly defined, will be informal tools. Therefore, we shall deal with testing only here in terms of objectives, tests to be employed and the scores elicited from them, sample, the method, hypotheses involved, and the statistical procedures inherent in the completion of each objective.

## II. OBJECTIVES OF STAFF TESTING PROGRAM

1. To obtain baseline data on staff in terms of personality variables and dominant interests. This will be derived from the testing results themselves and involves no hypotheses as such.
2. To investigate the staff profile similarities (if any) and to recognize any significant variable(s). One purpose of this analysis is to investigate possible hiring procedures.
3. To investigate any changes in variable degree from the beginning to the end of training.
4. To investigate the relationship between scores on the tests being employed.
5. To orient staff to research in general and testing in particular. This will not be considered a testable objective.

### III. TESTS EMPLOYED

Research will employ in gaining these objectives two tests, the first being - A Study of Values - Third Edition (SV) by Allport-Vernon-Lindzey, which gives dominant interest scores in the following areas:

1. The Theoretical.  
The dominant interest of the theoretical man is the discovery of truth.
2. The Economic.  
The economic man is characteristically interested in what is useful.
3. The Aesthetic.  
The aesthetic man sees his highest value in form and harmony. Each single experience is judged from the standpoint of grace, symmetry, or fitness. He regards life as a procession of events; each single impression is enjoyed for its own sake.
4. The Social.  
The highest value for this type is love of people. He is likely to find the theoretical, economic, and aesthetic attitudes cold and inhuman.
5. The Political.  
The political man is interested primarily in power. His activities are not necessarily within the narrow field of politics.
6. The Religious.  
The highest value of the religious man may be called unity. He is mystical, and seeks to comprehend the cosmos as a whole, to relate himself to its embracing totality.

The second test to be utilized will be the Edwards Personal Preference Schedule (EPPS). This test gives scores on the following variables: Achievement, Deference, Order, Exhibition, Autonomy, Affiliation, Intraception, Succorance, Dominance, Abasement, Nurturance, Change, Endurance, Heterosexuality, and Aggression. These are defined in Appendix-B.

### IV. METHOD

The Study of Values test will be given in partial fulfillment of gaining baseline data. It will be written on the last day of the training session only to people not easily accessible to the Lac la Biche Office, i.e. to people from Janvier, Fort Chipewyan and Kikino especially. The number of people involved will be approximately 30.

The EPPS will be given to all participants in the training session (N=50) in order to obtain baseline data and also to investigate possible areas of change over the two week period. Therefore there will be a pre-test and post-test session.

The training session will involve about 50 people of whom 35 will be male. Ages generally generate between 20 and 45 and previous education runs between elementary school graduation and post-graduate degree staff.

#### V. HYPOTHESES INVOLVED

1. There will be significant similarities in staff variables.
2. There will be significant differences in pre and post scores in some areas.
3. There will be significant differences in the staff scores as compared with the normative sample scores.

Other statistical procedures will be employed on a posterior basis. Considered in this will be sex differences on particular or all variables and the relationship between test variables and demographic characteristics.

Generally, the statistical test employed will be one of the differences between means:

- a. for correlated samples

$$t = \frac{\bar{D}}{\sqrt{S_D^2 / (N-1)}}$$

- b. for independent samples

$$S_p^2 = \frac{(N_a - 1)S_a^2 + (N_b - 1)S_b^2}{(N_a - 1) + (N_b - 1)}$$

$$t = \frac{\bar{X}_a - \bar{X}_b}{\sqrt{S_p^2 (1/N_a + 1/N_b)}}$$

APPENDIX A

STAFF TRAINING SCHEDULE



THURSDAY, September 19th

<u>9:30 - 11:45 a.m.</u>	}	Bill Stewart
<u>1:30 - 4:30 p.m.</u>		
<u>7:00 - 9:00 p.m.</u>		

All Centre Supervisors will meet with the Executive Director and his staff

FRIDAY, September 20th

9:30 - 11:45 a.m.

Lectures dealing with fire protection and property maintenance

1:30 - 4:30 p.m.

Practical Exercises and discussions related to Counselling situations and procedures.

7:00 - 9:00 p.m.

Centre Supervisors and staffs will meet to discuss training etc., as it relates to each situation

SATURDAY, September 21st

9:30 - 11:45 a.m.

To be scheduled as required

1:30 - 4:30 p.m.

Bus Tour - Great Canadian Oil Sands Plant Site

SUNDAY, September 22nd

Free day - recreation will be arranged for those interested.

MONDAY, September 23rd - FRIDAY, September 27th

Technique of Instruction. Some evening sessions may be used for instruction practice assignments with the aid of Video Tape.

FRIDAY, September 27th

1:30 - 4:30 p.m.

Research Department - Staff Evaluation Program

Evening

Buffet Supper and Relaxation Session

SATURDAY, September 28th

9:30 - 11:45 a.m.

Summation, J.W. Shields, followed by Department Directors to review total program.

Exit Day.

SECTION 2

RESULTS OF TESTING

TABLE 1

Means and Standard Deviations of the EPPS Variables for the Normative SamplesGeneral Adult Samples

<u>Variable</u>	<u>Means</u>		<u>Standard Deviations</u>	
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>
1. Achievement	14.79*	13.58	4.14	3.95
2. Deference	14.19	14.72*	3.91	3.84
3. Order	14.69	15.59*	4.87	4.57
4. Exhibition	12.75*	11.48	3.99	3.88
5. Autonomy	14.02*	12.10	4.38	4.11
6. Affiliation	14.51	17.76*	4.32	4.15
7. Intraception	14.18	15.28*	4.42	4.13
8. Succorance	10.78	12.86*	4.71	4.55
9. Dominance	14.50*	10.24	5.27	4.73
10. Abasement	14.59	16.89*	5.13	4.88
11. Nurturance	15.67	18.48*	4.97	4.43
12. Change	13.87	15.99*	4.76	4.73
13. Endurance	11.21*	16.50	7.70	6.59
14. Heterosexuality	13.06*	8.12	4.60	4.37
15. Aggression	11.35	10.16*	1.96	1.83
N	4031	4932		

\* This mean is significantly larger (at the 1 per cent level) than the corresponding mean for the opposite sex.

TABLE 2

## Means and Standard Deviations of the EPPS Variables for ANS Sample

Variable	Pre-Test			Standard Deviations	
	Total	Male	Female	Male	Female
1. Achievement	13.32	13.89	12.42	3.33	4.62
2. Deference	13.35	13.00	13.92	3.27	3.55
3. Order	11.25	11.63**	10.67**	5.68	4.60
4. Exhibition	12.03	12.47	11.33	4.16	2.64
5. Autonomy	13.06	13.26	12.75	3.94	2.45
6. Affiliation	14.54	14.68	14.33**	3.53	2.96
7. Intraception	18.51	18.00*	19.33*	5.72	4.89
8. Succorance	8.48	8.42	8.58**	4.11	3.37
9. Dominance	15.13	17.28+	11.75	4.12	4.37
10. Abasement	14.77	13.94	16.08	4.20	3.89
11. Nurturance	14.87	14.26	15.83	4.03	3.27
12. Change	17.35	16.68*	18.42	5.26	4.12
13. Endurance	14.71	14.47	15.08	4.80	6.27
14. Heterosexuality	13.87	13.63	14.25*	7.37	5.45
15. Aggression	14.13	14.00	14.33*	2.73	1.05
N	31	19	12		

+ This mean is significantly larger (at the 1 per cent level) than the corresponding mean for the opposite sex.

\* This mean is significantly larger (at the 1 per cent level) than the corresponding mean in the EPPS normative sample.

\*\* This mean is significantly smaller (at the 1 per cent level) than the corresponding mean in the EPPS normative sample.

TABLE 3

## Means and Standard Deviations of the EPPS Variables for the ANS Sample

Variable	Post-Test			Standard Deviations	
	Total	Male	Female	Male	Female
1. Achievement	13.55	13.95	12.92	5.58	4.75
2. Deference	13.61	13.11	14.42	3.82	3.09
3. Order	12.55	12.21	13.08	5.31	4.78
4. Exhibition	11.87	12.00	11.67	3.02	4.01
5. Autonomy	13.32	13.37	13.25	4.50	4.58
6. Affiliation	14.13	14.16	14.08**	4.34	4.03
7. Intraception	17.87	17.95*	17.75	5.06	5.10
8. Succorance	8.97	9.21	8.58**	2.72	3.26
9. Dominance	14.97	16.63	12.33	5.00	4.21
10. Abasement	13.29	12.42	14.67	4.71	5.66
11. Nurturance	13.16	12.32**	14.50**	4.99	3.96
12. Change	16.19	15.42	17.42	5.85	5.55
13. Endurance	14.81	15.89*	13.08	4.31	5.40
14. Heterosexuality	16.68	16.11*	17.58*	8.11	7.88
15. Aggression	14.19	14.11	14.33*	3.48	2.99
N	31	19	12		

\* This mean is significantly larger (at the 1 per cent level) than the corresponding mean in the EPPS normative sample.

\*\* This mean is significantly smaller (at the 1 per cent level) than the corresponding mean in the EPPS normative sample.

TABLE 4

Means and Standard Deviations of the Study of Values Variables  
for the ANS Sample

<u>Variable</u>	<u>Total</u>	<u>Means</u>		<u>Standard Deviations</u>	
		<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>
1. Theoretical	40.2	41.5	38.6	6.11	8.35
2. Economic	39.6	41.2	37.6	8.45	6.58
3. Aesthetic	40.5	37.1	44.6+	9.30	6.71
4. Social	43.4	43.8*	42.8	8.88	6.85
5. Political	42.3	43.6	40.6	6.01	6.12
6. Religious	34.2	32.7**	35.9**	8.48	4.93
N	31	17	14		

+ This mean is significantly larger (at the 1 per cent level) than the corresponding mean for the opposite sex.

\* This mean is significantly larger (at the 1 per cent level) than the corresponding mean in the SV normative sample.

\*\* This mean is significantly smaller (at the 1 per cent level) than the corresponding mean in the SV normative sample.

## SECTION 3

### INTERPRETATION OF TESTS RESULTS

The interpretation of the research involved in the Staff Training Session will be in terms of the objectives as delineated in the first section of this report. Through this method one may be able to evaluate the research itself and propose avenues of approach which will enable the program to attain research objectives.

1. To obtain baseline data on staff in terms of personality variables and dominant interests.

As evidenced by the section on "Results of Testing" at least a beginning has been made toward this objective. In relation to the EPPS with the use of tables two, three, and four and the corresponding figures, staff variables in the areas defined are relatively indentifiable and stable over the time period involved. One must remember that these variables are predominantly high, average, or low only in regards to each other. The testee has evaluated each variable against fourteen others so that any trait only holds the relative position it does through its kinship with the others. It should also be cautioned that the staff scores were investigated in terms of the General Adults Sample (Manual, p. 10). The staff as a sample is very heterogeneous and this may mean a new set of norms developing over the time of the complete testing program. The data gathered certainly did not correspond to the statistical analysis in the manual regarding sex differences. This, however, may be due to the size of the sample or in fact to actual differences. Because of this difference, no percentile ranks were included in the descriptive tables due to the possible invalidity of these norms.

In terms of the Study of Values (SV), again, important data were gathered. The six variables included initiate a program of research in the areas of dominant interests as defined by the authors of the test. The relative standing of the sexes on these variables is important to illustrating future changes around these areas of interest.

However, caution again must be exercised in terms of difficulty of the test and normative data. Many staff found there were some questions they were unable to answer and although this factor itself may be perceived as a lack of interest, one must be wary as to this interpretation mostly in consideration of background and experiences of the people employed.

In terms of normative data, the only available standardization analysis was performed using college students and this group, at least educationally, is from a majority of the staff of Alberta NewStart, Inc. Until our norms can be established, however, these may act as a guideline to our analysis.

In terms of future research, it might be suggested that the tests reviewed be again administered at a later date, probably eight or nine months hence. Doing this, two things may be accomplished. The first of these is to assess any changes that occur within people while in the employ of the company; and secondly, to assist in establishing the norms most proper for usage within this setting.

2. To investigate staff profile similarities (if any) and to recognize any significant variable(s). One purpose of this analysis is to investigate possible hiring procedures.

The pre and post EPPS did not produce any differences between sexes (except for pre-test Dominance) on our staff. However, there are several variables that differed significantly from the Edwards normative data and these in turn were closely allied for both male and female personnel. The variables Order, Autonomy, Affiliation, Intraception, Succorance and Aggression are especially noted here. Some of these were significant, others were not. However, it would seem that in relation to the normative data, the staff averaged lower in Order, Autonomy, and Succorance, while being high on Intraception and Aggression. Nurturance also was statistically lower on the post-test and this trait along with Order, Autonomy, and Intraception might lay the basis for theorizing concerning a hiring policy.

On the SV, the most interesting point arises with the significant difference in the male Social score. The average for the normative data was 37.09 with a standard deviation of 7.03. Compared to this group, the ANS staff seem to be very high in this category. Again, this may lead to discussion for the people doing the hiring of personnel in attempting to establish criteria.

It is also interesting to note the low Religious scores recorded on the SV. Both male and female personnel differ significantly from the norm group. Again, though, the type of people with which the test was standardized must be taken into account and this difference may disappear with a group older and differently orientated than the college population.

The female population had a significantly higher mean than the normative group on the Aesthetic variable. In general terms, this insinuates that the female staff typically is more self-sufficient and individualistic than the norm group.

3. To investigate any changes in variable degree from the beginning to the end of training.

Although there was movement in the pre and post means, none of these were affected to the degree of being significant. By using a test such as the EPPS, a handicap was put on this movement due to the general stability of the scores over time. To expect or to get the means to change within a two week period more of the in-depth personality avenues would have to be followed vigorously one would expect. In investigating this characteristic of the test, Edwards found a stability coefficient of .74. However, one could theorize as to possible changes in trait degree over a longer period of time. Female scores as a whole remained more stable than the male scores. The latter had movement in mean values especially in Nurturance and Abasement although these again were not significant changes.

4. **Objective:** To investigate the relationship between scores on the tests being employed.

Since correlational analyses were not performed one can only hypothesize regarding relationships between scores on the EPPS and the SV. Scores on the EPPS were found by Edwards to be relatively dichotomized (the highest intercorrelation being  $r = .46$ , most of the  $r$ 's being around  $.10$  and  $.20$ ).

However, some points seem to indicate relationships between variables on the EPPS and the SV. This pertains especially to the SV Social-male and the EPPS Intraception, Change, Endurance, and Heterosexuality. Aesthetic (SV) meantime could possibly be related highly to EPPS Intraception, Heterosexuality and Aggression, although these do not as easily fit the Aesthetic definition, seemingly. Religious (SV) may be related to the traits of Nurturance, Order, Affiliation, and Succorance.

These hypotheses would have to be investigated statistically to be further utilized in research.

5. To orient staff to research in general and testing in particular.

The objective of orientation is felt to be met through the staff's completion of the testing and discussion procedures. Some comments regarding testing were forthcoming from the personnel and these are outlined in Section 4.

SECTION 4

PARTICIPANT EVALUATION OF STAFF TRAINING SESSION

This section outlines the staff reaction to the training session in general and in reference to specific questions. The questionnaire which was completed on the last day of training corresponded to the three areas of the session as outlined in Section 1, namely; interpersonal communications, and technique of instruction periods.

The comments herein will assist in the planning of the next training session and also in giving those responsible an idea of the intermittent needs of the staff.

## PARTICIPANT EVALUATION OF STAFF TRAINING SESSION

## I. Philosophy of Alberta NewStart

## 1. Try to assess the philosophy section of training through these points:

a. What did you like about it?

It was valuable in that it presented clearly the history and objectives of NewStart. The relaxed atmosphere favoured frankness and dialogue. The subject matter was very thought-provoking. This reaction gave some insight into the problems of the native people, putting an accent on the communication gap between white and Indian people. In presenting us with a possible solution it was made clear that there are no easy solutions and that we, as NewStart employees, are accepting a real challenge. This was put to us in a very sincere way.

b. What did you not like about it?

- A few mentioned that too much time was spent on one subject. Others thought that the sessions concerning history did not benefit the group as a whole; it was oriented too much at having an emotional impact.
- One mentioned that he did not like the fact that the first three days were centered around the discussion of topics of which no one was too sure.
- During the three days of discussion the Core Staff was of little help because they were unprepared to answer questions concerning the overall NewStart Program.
- There was not enough emphasis on the target population - Indian and Metis.
- There was too much use of "big words".

c. What additional activities should have been provided?

- More information should have been provided concerning the mobile homes people will be moving into. It would have eliminated much anxiety.
- Use of films could have favoured easier understanding.
- Talks by instructors from AVTC would have been appreciated.
- Instruction should have been given regarding the culture, language, attitudes, behaviour of the Cree and Chipewyan Indians and Metis. Related to this last point was the suggestion that there be a woman speaker to talk about "kitchen, home and morals".

d. What was your opinion of the group techniques used?

Most of the answers to this question were "good", "very good", but there were very few comments. Some mentioned that it was a wonderful opportunity to speak up and say what they wanted to say. It was also a good way of getting acquainted and seeing how others thought and felt about certain issues.

e. Any other comments?

- More talk should have been given by the Core Staff in their specific fields.
- Fear during the first week that it was too much of an evangelistic type of approach.

## II. Human Communications

a. Do you think that Bill Stewart has had a positive or negative effect on your behaviour in terms of your being better able to communicate now, i.e. are you more ready to accept the opinions of other people?

- A large majority indicated that Bill Stewart had a positive effect on their behaviour. These are the comments that were made:
- "He has helped me to see other people as persons, not things."
  - "This has helped me to understand other people's problems and to accept their opinions."
  - Very helpful in self-evaluation and also in building up self-confidence in those who feel insecure.
  - "It has helped me in seeing the importance of group-formed decisions and opinions."

b. Do you think that the communication sessions will be remembered and practised three months from now?

Most thought it would be remembered and practised. A few thought it would be partially remembered but practised very little. The suggestion was made that Bill Stewart be invited to come back for another session at some later date.

c. Any other comments?

- There seems to be a general feeling of satisfaction about this section of the training. However, some felt that because it was so short and incomplete, it had little value.
- It was an excellent experience for people who are not used to speaking in groups.
- Some did not like the idea of opening up and "laying their intestines on the table".
- "Bill Stewart's talks were not always relevant to what we will be doing in our actual jobs." In other words, it was a good experience, but, according to this comment, somewhat off the subject.

## III. Techniques of Instruction

a. Please soul search. What did you expect to get out of the week on instructional technique? Did you get it?

In general, there seems to be satisfaction that something was acquired in this section of the training program mostly in the line of instructional technique, but most appear to think that it should have had a more practical orientation.

Many were expecting more guide lines on the subjects they would actually be teaching. A less complex type of classroom technique was expected with more practical pointers.

Some would like to have learned what their jobs would really be like, but they did not. Others expected a layed-out plan of action on the courses they would teach. This was not given.

Still others think they should have been instructed in the area of the MIND and MOTT programs.

b. Let us try this way:

1. What annoyed you?

- Almost everyone indicated that one thing or another annoyed them. Some of the comments which were made most frequently were that it was too long, too dogmatic, there was too much lecture, too much repetition, a lack of variety and not enough practical work. Many were quite annoyed by the mannerisms of the instructor (too military), although he seemed to be more relaxed towards the end.
- For some there was simply too much to remember in so little time.
- One person mentioned that he thought there was a lack of learning theory behind the methods of instruction being taught.
- Another did not like the "devil-may-care" attitude of those in the audience.
- The use of big words was annoying. Also annoying was the break-down of people's jobs as if people were things which could just be dissected.

2. What did you like?

- The practice teaching sessions were very well-liked.
- The clarity of the instructor's explanations.
- In the subject matter:
  - the lectures on the student centered approach to teaching.
  - the part on curriculum development and course structure.
  - Learning the different teaching aids.
  - The deductive method of breaking down a work action.
- The encouragement given by Major Graves was helpful.

3. What was overemphasized?

Quite a number did not answer this question. Out of those who did answer, a majority thought that nothing was overemphasized.

Others thought some things were overemphasized, such as:

- the background and various systems in programmed instruction.
- the words and abbreviations used in programmed instruction.
- the break-down of jobs: "the tree".
- the continuous reference to the importance of the sessions conducted by Bill Stewart.

4. What needed more explanation or emphasis?

- More emphasis needed on practical instructional techniques.
- More emphasis on "molding the character of the student" and motivating him. It is not sufficient to simply instruct him for a job.
- More notes (handouts) should have been given on course design.
- More emphasis on the need to speak with a loud voice.
- More explanation of terms used in the educational field.
- More explanation of programmed instruction.
- More on teaching aids.
- More emphasis on the flexibility of instruction.

c. Practice teaching sessions sometimes cause real anxiety in people. What do you think?

Harmful, OK, good, excellent, a must. (Circle one)

- 14 out of 20 indicated it is "a must"; 2 "excellent"; 3 "good"; 1 "OK"

d. Was the TV of any value to you? Please comment.

- Everyone answered "Yes".
- Comments: - "It helps me see myself as others see me".
- "A fine tool to help correct mistakes".
- "Good for self-evaluation".

e. What other things, points, subjects, would you like to have presented?

- Possibly more practice teaching sessions.
- A tour of the shops at the AVTC would have been helpful. Also attending a class session at the AVTC.
- Learning of basic Cree.
- The instructor on teaching technique should have given an assignment on course structure which he could have critically analyzed and then pointed out the good and bad points.
- More could have been given on how to deal with discrimination and how to overcome it.

f. Any additional comments would be appreciated.

The additional comments are listed as much as possible according to central ideas. Some of them are conflicting opinions as you will notice.

- Disillusioned about the course: too much emphasis on all kinds of fancy techniques when we should be keeping it as simple as possible. We seemed to treat the whole problem too mechanically, forgetting that we are dealing with human beings like ourselves.
- "Part of the course was aimed at bringing people together. I feel that this was not totally achieved."
- The whole program helped in building up self-confidence.
- Two weeks was too long.
- Better information should have been available with regards to the 2 week training period: when we were to leave Lac la Biche, what kind of accommodations we were to have in Fort McMurray, etc. This may have avoided much anxiety and frustration. There also should have been someone to welcome us in Fort McMurray.
- It was a good opportunity to get acquainted with other staff members.

A P P E N D I X 8

PERCEPTIONS OF THE IMPACT OF ALBERTA NEWSTART INC.  
ON THE KIKINO METIS COLONY

QUESTIONNAIRE DESIGNED AND ADMINISTERED BY:  
Kikino Mobile Center Staff

ANALYSIS OF INFORMATION BY:  
Gordon J. Rancier

## ABSTRACT

In early June 1971, a questionnaire was designed and distributed by the staff of the Kikino Mobile Centre to determine the appreciation of residents in the Kikino Metis community of the Alberta NewStart Inc. facilities and programs. The twenty-six item questionnaire involved open-ended questions encouraging the respondents to comment on the effects of the program, the desires to keep the program going as it is or to change or phase it out, and the value of various components i.e. academic upgrading, vocational training, community development, day care, and follow-up training or employment programs.

Of the seventy questionnaires distributed thirty-four responses were returned. In summary they said:

1. The Alberta NewStart Inc. Mobile Centre program has been of great benefit to the Kikino settlement.
2. The physical facilities of the Mobile Centre should remain in this community but a different program should be introduced.
3. There should be more direct involvement of the Metis people in designing the program and managing the Centre.

In analyzing the replies to the questions it was observed that, although the Metis people want to be independent and run their own affairs utilizing the Mobile Centre,

they could not or did not define what they wanted to do. It would appear from the comments that they will need considerable continued support both in leadership/management and in funding in order to run the type of community development program they envisage.

This study tabulates and discusses the results of the survey analysis.

## T A B L E   O F   C O N T E N T S

	<u>PAGE NUMBER</u>
ABSTRACT	261
INTRODUCTION	265
THE SURVEY	265
THE FINDINGS	266
OBSERVATIONS	284
APPENDIX A: KIKINO NEWSTART QUESTIONNAIRE	285

## L I S T    O F    T A B L E S

	<u>PAGE</u>
1    Should the Alberta NewStart complex stay in Kikino one more year?	266
2    What has the Alberta NewStart program meant to you?	268
3    Perceived change in the community.	269
4    Perceived change in people attending.	270
5    Should there be a change in the Alberta NewStart program?	271
6    Trainee reason for entering Alberta NewStart program.	272
7    Are there enough students to operate the school next year?	273
8    Which part of the Alberta NewStart program is most important?	274
9    Should students attend this course longer than six months?	275
10   Suggestions for new programs.	276
11   Should the Alberta NewStart program change from Ac/Voc to Community Development?	277
12   Did women benefit from the Alberta NewStart program?	278
13   Did Alberta NewStart benefit Kikino?	279
14   How has Alberta NewStart benefited Kikino?	280
15   Should school drop-outs be admitted as Alberta NewStart students?	281
16   What type of development programs are needed in Kikino?	282

## INTRODUCTION

Alberta NewStart was incorporated in 1967. In 1968-1969 a mobile family training centre was established in the Kikino Metis Settlement to carry on the first-stage of a two-stage experimental training program. Academic upgrading, basic life skills training, exploratory vocational training and a day-care program for pre-school children were offered to prepare families for relocation and further specific training at the Fort McMurray Adult Vocational Centre. If the families chose not to go to Fort McMurray, it was considered that the family upgrading would be of value in local community development and the children would start grade one in Lac la Biche at a level more equal to other beginners.

## THE SURVEY

In the spring of 1971 there was concern in Kikino that the Alberta NewStart program in their community was going to phase out. The supervisor and one of his instructors drew up a questionnaire (Appendix A) to try to determine the feelings of the Kikino people about the local NewStart program. In early June 1971, seventy questionnaires were distributed, in some cases accompanied by a responsible bilingual (Cree and English) NewStart student to interpret the meaning of the questions. Thirty-two questionnaires were returned, two reflecting views of couples thus making 34 responses in total (17 males and 17 females replied). It should be noted that the questions were of an open-end type thus not only inviting comments for or against parts of the program but also soliciting suggestions for change. The type of questions asked did not lend themselves to easy analysis but they did draw very good response.

## THE FINDINGS

1. Should the Alberta NewStart complex stay in Kikino another year?

Table 1 shows that 28/34 or 82% of the people responding advised that the Alberta NewStart complex should stay in Kikino. However, they want greater involvement of the Metis people in running the Centre. The majority feel that the program should relate to the needs of the people in terms of local as well as "outside" employment. Also, they felt that people should come for the program rather than the allowances.

T A B L E 1

---

Should the Alberta NewStart complex stay in Kikino one more year?

	N	%
Yes	28	82.32%
No	3	8.82%
Conditional	3	8.82%
	34	99.96%

---

**WHY?** 18/34 or 53% indicated the reason as being directly related to the needs of people who want to continue upgrading, but not for those who just want the associated pay cheque. They do recognize the need for support allowances, however.

7/34 or 21% related the need to employment either in terms of employment with Alberta NewStart, with the community or for continued job training outside,

5/34 or 15% indicated a need to get local people off social assistance. Basic training allowances did this.

3/34 or 9% gave a variety of reasons, mostly negative. "No ultimate employment when students come back from McMurray"; "Helped only the Alberta NewStart staff" group.

1/34 or 3% suggested the ultimate value was to the children.

## 2. Was Alberta NewStart of value to the respondents?

Table 2 indicates that 31/34 or 91% of the respondents feel the program was of considerable help. 16/34 or 47% felt that general education upgrading was very important to them personally, 3/34 or 9% mentioned the vocational training aspect, although in a later question (#12 - Table 8) there was equal value placed on the academic and vocational aspects of the program. The remainder of the respondents mentioned such values as "awareness", "appreciate what they didn't know before", "community understanding" and in general "seeing the people help themselves". The three opponenets to the Alberta NewStart program said "Alberta NewStart did not allow them employment", and the program "was not of any help personally because there was no job available at the end".

T A B L E 2

---

What has the Alberta NewStart program meant to you?

---

	N	%
Great Help	3	8.82%
Helped	27	79.38%
No Help	3	8.82%
Blank	1	2.94%
TOTAL	34	99.96%

---

Those respondents who could not read and write before the entry of Alberta NewStart into Kikino made the most appreciative statements. These may be summarized in one man's answer which it is understood was written by his wife:

It has meant a lot to me. I never went to school and now I am beginning to read and write a little. I could only write my name when I first started to school here. Now I am beginning to write and read and I would like to go to school longer so I can read any posters or signs that are put on the bulletin board. I would also like to see the women take up more handicrafts.

3. Have there been perceived changes in the community since Alberta NewStart entered?

Table 3 indicates that 25/34 or 73.5% have replied with a positive "yes". 5/34 or 15% indicated some change with 4/34 or 12% perceiving no change or negative change.

T A B L E 3

Perceived change in the community?		
	N	%
Yes	25	73.50%
No	4	11.76%
Some	5	14.70%
TOTAL	34	99.96%

WHY? 23/34 or 68% of the respondents perceived positive change as being related directly to road repair, building and gravelling, more use of mechanization locally as well as local employment to run the machines, and, in general, the improvement of the community as a result of projects using Alberta NewStart equipment and trainees.

7/34 or 21% saw the benefit as relating to a greater awareness of what is going on in the community as compared to the "outside". In two cases there was mention of "increased drinking because of increased money" and concern of "no jobs to come back or go to".

4. Was there a change in the people participating in the Alberta NewStart program?

Table 4 shows that 19/34 or 56% felt there was considerable positive change, 9/34 or 26% perceived some change, 8/34 or 24% saw no change and in one case there was mention of negative change (too much drinking).

T A B L E 4

---

Perceived change in people attending?

---

	N	%
Yes	19	55.86%
Some	9	66.46%
No	5	14.70%
Negative Change	1	2.94%
TOTAL	34	99.96%

---

Although there was limited space in the questionnaire for explaining change, nearly all commented on improved education. Family responsibility and general appearance were perceived as improving and there was mention of a modest financial gain on training allowances. Two concerns were with those who did not finish the course locally or in McMurray and came back to "no job".

4. Should there be change in the Alberta NewStart programs?

27/34 or 79% of the respondents say "yes" as shown in Table 5.

T A B L E 5

---

Should there be change in the Alberta NewStart Program?

---

	N	%
Yes	27	79.38%
No	4	11.76%
No Comment	3	8.82%
TOTAL	34	99.96%

---

WHY? Of the "yes-for-change" group 10/27 or 37% say that Metis people of Kikino should be more involved in designing and running their own program. There is some conflict here in that 9/27 or 33% want more qualified staff and more emphasis on getting more and better equipment. It is difficult to reconcile the purchase of new and more elaborate equipment and the request for increasing the number of unqualified Metis as staff in teaching the use of this equipment. The perceived future purpose appears to be on using the NewStart agency as a supplier of equipment and money for improving the community (road building, land clearing, etc.) although this is not stated in an outright manner.

Minor comments re other changes related to needs such as:

"Parents of day care children should be taught how to operate day care centres".

"Allowances for men and women should be equal".

"There should be more personal choice in selecting between vocational or academic upgrading".

It becomes obvious from the comments made that, if the Metis people take over and run the centre, there will be a real challenge in supporting them to a level where they can design and justify "needed" programs, prevent internal community conflict, and even bring their own people to a level to be able to carry out the more routine timetabling, instructing and managing of the program.

6. What is the reason for applicants going into the Alberta NewStart program?

This question was not answered in terms of one significant reason. Table 6 indicates personal economic gain as a popular choice although it is not defined whether this means through trainee allowances or through ultimate employability.

T A B L E 6

---

Trainee reason for entering the Alberta NewStart program?

---

	N	%
Personal Economic Gain	10	29.40%
Improve Social/Cultural Status	4	11.76%
Both	9	26.46%
Neither	2	5.88%
Don't Know	4	11.75%
No Response	5	14.70%
<b>TOTAL</b>	<b>34</b>	<b>99.96%</b>

---

WHY? 23/34 or 68% seemed to feel that most trainees were there to improve their economic gain and/or to improve their social/cultural status.

7. Are there enough students to operate the school another year?

An overwhelming "yes" is the response to this question. 31/34 or 91% feel there are enough potential as indicated in Table 7.

T A B L E 7

---

Are there enough students to operate the school next year?

---

	N	%
Yes	31	91.14%
No	1	2.94%
Don't Know	1	2.94%
Blank	1	2.94%
TOTAL	34	99.96%

---

WHY? The type of program that should be offered seems to be an even split between academic upgrading and vocational as shown in Table 8. In supporting this, those who were functionally illiterate put considerable emphasis on the value and need for basic education. In their written comments, they related the need to read, write and speak good English first, but felt that vocational education was equally necessary.

12/34 or 35% indicated a need for both academic upgrading and vocational training for future employment "outside" or even for expanding community development.

T A B L E 8

---

Which part of the Alberta NewStart program is most important?

---

	N	%
Academic	9	26.46%
Vocational	9	26.46%
Both	12	35.28%
Blank	4	11.76%
TOTAL	34	99.96%

---

8. Could students benefit by attending this mobile centre longer than one semester (six months)?

21/34 or 62% of the respondents felt they would. Table 9 indicates 5/34 or 15% felt they would not while 6/34 or 18% didn't know.

T A B L E 9

---

Should students attend this course longer than 6 months?

---

	N	%
Yes	21	61.74%
No	5	14.70%
Don't Know	6	17.64%
Some Should	1	2.94%
Blank	1	2.94%
TOTAL	34	99.96%

---

WHY? In suggesting new programs 9/34 or 26%, although wanting new programs, could not suggest any. This may be an indicator that they just want the facilities and equipment for themselves but don't know how to use them or will need considerable help in designing programs to meet some unknown need. With the exception of 2/34 or 6% who wanted no new programs and were opposed to Alberta NewStart, the rest, 23/34 or 68%, had suggestions for an assortment of programs, most seeming to lead to betterment of the community rather than providing for residents to move out. Groupings of suggestions are indicated in Table 10.

T A B L E 10

---

 Suggestions for new programs?
 

---

	N	%
Service & Other Trades Training	5	14.70%
Agricultural Improvement Programs	4	11.76%
Business Education (Typing, Clerical, etc.)	3	8.82%
Local Projects (Handicrafts, Housing, Management, Recreation, Education Upgrading, Area Development, Health, Personal Development, Leadership	11	32.34%
No suggestions	9	26.46%
No new programs	2	5.88%
<b>TOTAL</b>	<b>34</b>	<b>99.96%</b>

---

9. Should the Alberta NewStart program in Kikino change from Academic Upgrading and Pre-Vocational Training emphasis to Community Development?

Table 11 shows that 18/34 or 53% want a "Community Development program such as business, agriculture and recreation".

T A B L E 11

---

Should the Alberta NewStart program change from Ac/Voc to  
Community Development?

---

	N	%
Yes	18	52.92%
No	6	17.64%
Don't Know	3	8.82%
Have all 3 (volunteered by a respondent)	1	2.94%
Blank	6	17.64%
TOTAL	34	99.96%

---

WHY? Undoubtedly, there would have been more respondents choose to have all three (based on other earlier responses) if there was a suggestion of this in the questionnaire rather than an either/or choice.

Another anomaly that is difficult to understand is that in Table 8 the respondents indicated Academic and Vocational programs were most important and in this later part of the questionnaire they indicate that this emphasis in the program should be changed.

Again, the question comes up - who will do this? Even with a hint in the question (#17), 11/34 or 32% stated they didn't know of any suggestions for community development programs. Those who did respond emphasized agriculture (9/34 or 26%), small businesses (5/34 or 15%), recreation (3/34 or 9%), meaningless suggestions not related to the question (4/34 or 12%), and presently satisfied or want no change (2/34 or 6%).

10. Should absenteeism, other than for sickness, be justified?

27/34 or 79% say "no". Some mentioned that it is difficult to "catch up". 6/34 or 18% responded "yes", where needed for periodic work at home, such as working with cattle, or to "finish homework". 1/34 or 3% did not respond.

11. Did women benefit from the program?

Table 12 shows that respondents feel 29/34 or 85% did benefit, 3/34 or 9% felt they did not benefit and 2/34 or 6% didn't know or left the question blank.

T A B L E 12

---

Did women benefit from the Alberta NewStart program?

---

	N	%
Yes	29	85.26%
No	3	8.82%
Didn't Know	1	2.94%
Blank	1	2.94%
TOTAL	34	99.96%

---

WHY? 22/34 or 65% felt this benefit to be in the form of improved cooking and sewing. Other benefits mentioned were household repairs, child care, managing and budgeting, personal grooming and better ability to communicate inside and outside the home.

The Day Care Centre has also been beneficial according to 24/34 or 71% of the respondents. 2/34 or 6% felt it was beneficial only to some and an equal 2/34 or 6% really didn't know. 4/34 or 12% felt the Day Care Center was not beneficial stating "it was too strict" or "there was a lack of love". 2/34 or 6% left this blank. One mentioned in another question more need for parents to learn more in this area.

12. Has the whole community benefited from Alberta NewStart being in Kikino?

Table 13 shows a "yes" reply (18/34 or 53%) with an additional 8/34 or 24% indicating some benefit. 5/34 or 15% felt there was not benefit and 3/34 or 9% did not indicate their feelings.

T A B L E 1 3

---

Did Alberta NewStart benefit Kikino?

---

	N	%
Yes	18	52.92%
Some	8	23.52%
No	5	14.70%
Blank	3	8.82%
<b>TOTAL</b>	<b>34</b>	<b>99.96%</b>

---

WHY? When asked "In what way?" answers were varied. Table 14 indicates a general grouping of the replies. It is again obvious that community projects such as road building, gravelling, and general community

up-keep and repair were considered important with personal upgrading also considered of value.

T A B L E 1 4

---

How has Alberta NewStart benefited Kikino?

---

	N	%
Community Projects (roads, repairs, etc.)	14	41.16%
General Upgrading (students, staff)	11	32.34%
Recreation	2	5.88%
Blank	7	20.58%
<b>TOTAL</b>	<b>34</b>	<b>99.96%</b>

---

13. Should school drop outs be taken in as Alberta NewStart Students?

Answers to this section reflected certain in-depth thinking. 17/34 or 50% said "yes", 9/34 or 26% said "no", 7/34 or 21% said in effect "it depends" and made conditional statements such as "there should be a waiting period" and/or "they shouldn't be allowed to come in right away", or "they will quit school and come here to collect the pay cheque", and 1/34 or 3% left the reply blank. Table 15 summarizes the replies.

T A B L E 1 5

---

Should school drop-outs be admitted as Alberta NewStart students?

	N	%	Reason
Yes	17	50.00%	"General benefit such as in attitude and provides a chance for re-entry to the school system or to learn a trade". "Keeps them out of trouble".
No	9	26.46%	"They just want the money or Alberta NewStart to look after them", or "They won't do better here".
On Certain Conditions	7	20.58%	"There should be a waiting period or drop-outs will increase", "They should have a good reason for dropping out".
Blank	1	2.94%	
TOTAL	34	99.98%	

---

14. What type of development program should be implemented in the Kikino Settlement to make more employment available?

Groupings of replies in Table 16 indicates a perceived need for more emphasis on agricultural development programs and the establishment and running of small busi-

nesses and industries in the community (15/34 or 44%). 10/34 or 29% did not reply indicating they could not or would not make suggestions. The remainder of the replies were in terms of more and better recreation (2/34 or 6%), trades training (2/34 or 6%), road construction (2/34 or 6%), housing projects (1/34 or 3%), professional outside advice needed (1/34 or 3%) - this is an interesting volunteered statement. Obviously to carry out some of the other suggested projects outside help will be required also), and satisfied now (1/34 or 3%).

T A B L E 1 6

---

What type of development programs are needed in Kikino?

---

	N	%
Agriculture	9	26.46%
Small Industry or Businesses	6	17.64%
Road Construction & Housing	3	8.82%
Other (includes Recreation and Trades Training)	6	17.64%
Blank	10	29.40%
TOTAL	34	99.96%

---

15. When asked for general comments 22/34 or 65% did not comment, undoubtedly feeling they had already commented sufficiently in the earlier open-ended questions. Of those who did reply, the following quotes reflect a cross-section of the responses:

"There are a lot of people from who never could do any reading or write and now they read and write. These people have really benefited from the NewStart program."

"I feel that as soon as the Metis people start getting on their feet, the government stops their funding. I feel NewStart will benefit the Metis people if it will stay here longer and with a better program the people and community, I'm sure, will benefit from it. If NewStart leaves Kikino people attending their will be right back on welfare. If the government wants the people to stay off welfare, they need the training. The training allowance granted by Alberta NewStart also develops a greater feeling of security as well as the knowledge of where the next food dollar is coming from. It also encourages the people to try to get on their own two feet. However, I feel that there could be more responsibility stressed."

"When choosing applicants, I feel they ought to be more careful. A lot of students that were accepted, went only for the money and didn't care to learn. These students are only taken up the room that someone else would make better use of. The students that don't need the Basic Education shouldn't have to take it because it doesn't interest them when they already know it."

"I never went to school at NewStart. But one thing I'll say. I'm glad for the students and the staff. It would be a lot better if only the Metis would run the school themselves. I think they would do better then the whitemen. So if you (staff and students) want my comment I say kick (the supervisor) out as fast and far as you can. I'm proud to see not only the paleface is smart they don't have anything over the (Metis). The whitemen at NewStart are not any good to the students and staff. They are only there for the cash that comes in. They don't care if the students learn something or not. But if the Metis would work together they would improve a lot better. I have no more to say but if by chance no whitemen one more squaw would go to school there."

"The whole set up these days we want more leisure time with pay and recreation."

"Not until people want to work whole heartly will we be able to get things going in our community such as business agriculture, clubs, little bit donation work. People to agreements to things to help everybody to pull together see that everybodys given change to work. I can't be talking to some people for jobs and others same ones with out jobs year around same people want to run business and don't do nothing for other people but for there own good."

#### OBSERVATIONS

(Based on analysis of comments of 34 Kikino respondents).

1. The Alberta NewStart Mobile Centre has been perceived as being of great benefit to the Kikino community.
2. The people want the mobile centre to remain but with a different program.
3. The Metis people want more direct involvement in designing the program and managing the Centre.
4. Although the Metis people want to be independent and run their own affairs, judging from their comments they need considerable continued support both in leadership/management and in funding in order to run the type of community development program they envisage.

A P P E N D I X    A

KIKINO NEWSTART QUESTIONNAIRE

If you are a resident of the Kikino Settlement answer the following questions and return to Alberta NewStart, Kikino.

1. Would you want the Alberta NewStart school complex to stay in Kikino for one more year? YES NO
2. Why? \_\_\_\_\_  
\_\_\_\_\_
3. What has the school meant to you personally? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
4. Have you noticed any change in the community since Alberta NewStart came here? YES NO
5. What changes if any? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
6. Do you see a change in the people that attended school here? \_\_\_\_\_  
\_\_\_\_\_
7. Would you want to see a change in the NewStart programs?  
\_\_\_\_\_  
\_\_\_\_\_
8. What changes if any? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
9. Do you feel that the applicants that have been accepted into the NewStart program did so only to improve their social and cultural status or did so for their personal economic gain? \_\_\_\_\_

10. Why do you feel that way? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
11. Do you feel that there are enough students willing to come to school for the next term to make it worth while keeping the school here? \_\_\_\_\_
12. Which part of the program do you feel is more important: the academic or the vocational? \_\_\_\_\_
13. Why? \_\_\_\_\_  
\_\_\_\_\_
14. Do you feel that the students will benefit by attending this school longer than one semester (six months)?  
\_\_\_\_\_  
\_\_\_\_\_
15. What new programs do you feel could be developed for this centre? \_\_\_\_\_  
\_\_\_\_\_
16. Would you like to see Alberta NewStart change its present program of academic and vocational orientation to a community development program such as business, agriculture and recreational interests? \_\_\_\_\_
17. If so what would you suggest? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
18. Do you feel that being absent from the program, several days a month, for any other reason than sickness is justified and good for the program? \_\_\_\_\_  
\_\_\_\_\_
19. Do you feel that the women attending school here benefited from the Home Ec program? \_\_\_\_\_  
\_\_\_\_\_

20. In what way? \_\_\_\_\_

\_\_\_\_\_

21. Do you feel that the Day Care Centre has been of any benefit to the children? \_\_\_\_\_

22. Do you feel that the whole community has benefited from Alberta NewStart being located here? \_\_\_\_\_

\_\_\_\_\_

23. In what way? \_\_\_\_\_

\_\_\_\_\_

24. Do you feel that we should take in school dropouts as students? \_\_\_\_\_

25. Why or why not? \_\_\_\_\_

\_\_\_\_\_

26. What type of Development program would you like to see in this settlement to make more employment available to the people? \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

COMMENTS: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

NAME: \_\_\_\_\_ AGE: \_\_\_\_\_

THANK YOU!

A P P E N D I X 9

SAMPLES OF SYMBOLS

*Alberta NewStart Inc.*

J. W. SHIELDS  
EXECUTIVE DIRECTOR

TELEPHONE 623-4441  
BOX 417  
LAC LA BICHE, ALBERTA

*Alberta NewStart Inc.*  
BOX 417  
LAC LA BICHE, ALBERTA

*Alberta NewStart Inc.*

291

**J. W. SHIELDS  
EXECUTIVE DIRECTOR**

**TELEPHONE 623-4441  
BOX 417  
LAC LA BICHE, ALBERTA**



A P P E N D I X 1 0

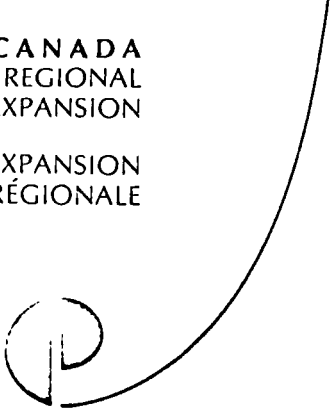
CORRESPONDENCE - PAGE/SHIELDS

CANADA  
DEPARTMENT OF REGIONAL  
ECONOMIC EXPANSION

MINISTÈRE DE L'EXPANSION  
ÉCONOMIQUE RÉGIONALE

293

OTTAWA 4, June 6, 1969



Mr. J.W. Shields,  
Executive Director,  
Alberta NewStart Inc.,  
Lac la Biche, Alberta.

Dear Mr. Shields:

This is in reply to your letter dated May 30, 1969, which requests this Department to approve a grant of \$1,745,270.00 to Alberta NewStart Inc., rather than the approved sum of \$1,170,000.00.

You propose that, to effect this increase, the Department provide a capital grant of \$1,705,000.00, which would enable the corporation to conduct its programs at an operating cost of \$1,085,599.00 in 1969, and presumably at about the same cost in 1970. You refer to earlier discussions with the Department about the possibility of a capital grant.

You refer to the fact that it was recognized that, during discussions of your 1968 plan and budget, if all of the projects contained therein were funded, the costs for a full year would exceed \$2,000,000.

Both of these references are accurate. However, the Department did not agree to provide a capital grant. Instead, in recognition of Alberta NewStart's special problems of accommodation and facilities, the maximum grant possible was made. This is considerably greater than the grants made to the other NewStart corporations. The Department also informed repeatedly that the level of grant for 1968 cannot exceed \$1,170,000, and that this level cannot be exceeded in 1969 and 1970. This information has been provided to you from the beginning of the program, and has been stressed in a number of very clear communications from the Department since that time.

You will recall my letter to you dated November 14, 1968, your response dated November 25, 1968, and my reply dated November 28, 1968, copies attached. This correspondence makes this Department's position clear, and I fail to understand why appropriate corrective action was not taken at the latest by that time.

This Department's position remains unchanged. The annual ceiling of expenditure by Alberta NewStart Inc. is not to exceed \$1,170,000 in any year.

I therefore repeat to you the advice I gave to you verbally in Ottawa on June 3, 1969, which is to take immediate action to reduce the corporation's expenditures to the approved level. You should ensure that all money expended on accommodation and facilities purchases the maximum over accommodation and facilities over the short life of the corporation, rather than purchasing equity in the accommodation and facilities. This should reduce your expenditures. In addition, expenditures on the experimental program should be reviewed with a view to reducing them as may be necessary, and in ways which cause minimal disruption.

Would you please advise me of the action taken by Alberta NewStart Inc. in this connection.

Yours very truly,

Garnet T. Page,  
Director, Management and  
Consulting Services.

Encl.

*July 21/69*  
*21st/69* *Page (S)*

June 16th, 1969.

Mr. Carnot T. Page,  
Director,  
Management and Consulting Services,  
Department of Regional Economic Expansion,  
Room 1103, St. Guy Carleton Building,  
161 - Laurier Avenue West,  
OTTAWA 4,  
Ontario.

Dear Mr. Page:

First let me confirm that I will be arriving in Ottawa on Thursday, June 19th for a meeting with you and Mr. Francis on Friday June 20th regarding our 1969 budget.

Further to your letter of June 6th, 1969 in reply to ours of May 30th, 1969 in which we request more monies for continuing operations in 1969 I feel it is essential that I take this opportunity to outline to you, Mr. Francis, and Mr. Kent the conditions on which the Alberta NewStart Program has developed, resulting in the present financial situation.

During the preparation of our 1968 Plan and Budget, reference was made to a ceiling for our 1968 budget only of 9700,000.00 and \$1.3 millions with no reference being made to the fact that this would be a continuing ceiling for 1969, 1970 and 1971; rather reference had always been made that if Alberta NewStart's Plan of Operation was approved, implementation of this plan would commit us to considerably more funds for 1969 and 1970. No reference was made to contain our 1969 budget to the 1968 level until well past that point in time when adjustments could be made to curtail future annual expenditures.

In your letter dated January 10th, 1968 attached, re NewStart Corporations Plan and Budget Approvals, I refer you specifically to paragraph eleven in which you state:

.....cont'd

Mr. Garnet T. Page

Page -2-

June 16th, 1969.

"This Department will be concerned primarily with ensuring that the plan is directed to the objectives of the Program as understood by the Department, that the strategy is adequate for reaching these objectives, and whether the budget is in line with overall financial constraints and is realistic in terms of implementing the proposed programs".

Although it is indicated that financial constraints may be imposed, no figure had been set at this time.

On February 20th, 1968 you and I submitted Alberta NewStart's Plan and Proposal for 1968 personally to Dr. Diamond, then Assistant Deputy Minister of Manpower and Immigration, for approval along with a Critique on Alberta NewStart Inc. Proposal for Experimental Pilot Training Projects During 1968 attached, that had been prepared by the Experimental Pilot Projects Branch. I refer you to page 5 titled "Comments on Alberta NewStart Inc. Budget for 1968" in which the first statement states clearly

"The budget for 1968 requests \$1,116,917.00. If all these projects were funded the cost for a full year would exceed \$2,000,000.00".

As you know, tentative approval was received from Dr. Diamond to proceed with our preliminary planning and necessary ground work to implement the plan as presented for 1968.

Attached communication from Mr. S. Conger, then Assistant Director for the Pilot Projects Branch dated March 20th, 1968 confirmed that Alberta NewStart Inc. had received approval in principle of the 1968 Plan from the Minister of Manpower and Immigration, and the Minister of Education for the Province of Alberta. Approval was received for a budget expenditure of up to \$1,116,000.00 of which \$950,000.00 was being made available. Again, no reference was made to budget restrictions in 1969. Mr. Conger further indicated that as soon as the details of the approval of our plan and budget had been prepared we would be advised.

In June of 1968 we had completed the detailed planning for the mobile centres at Kikino, Janvier and Fort Chipewyan, and the residential training centre at Lac La Biche. In order to have these facilities available for our program by late fall, it was necessary to commit ourselves to lease-purchase agreements over a thirty month period that would have a continuing demand of \$362,000.00 per year until March 31st, 1971.

.....cont'd

Mr. Garnet T. Poro

Poro -3-

June 16th, 1969.

At this point we requested from the Department of Manpower and Immigration, assurances that monies would be made available to meet these commitments. This we received in a letter from Mr. T. Kent dated June 20th, 1969, attached.

We received from you a paper dated July 2nd, 1968 titled "Policy re NewStart Corporations - Approval of Plans and Budgets" attached, and I refer you to Point #6,

"Unless there are very special circumstances to justify more funds, the upper level of funding for each NewStart corporation next year will be in the order of \$500,000.00".

The nature of our area had clearly established that we would be operating under very different and special circumstances in relation to the other NewStart corporations. Some major problems encountered have been:

1. Area - approximately 60,000 square miles, consisting of marginal farming in the south to bush and muskeg in the north.
2. Population - scattered throughout the area in small settlements.
3. Travel and Communication - pose many problems such as:
  - a. locating our centre at Fort Chipewyan required transporting the trailers 300 miles over gravel roads and a further 200 miles by river barge.
  - b. locating in Janvier we had to build a road from the rail head at Cherd, twelve miles to the community of Janvier, which was further aggravated by a train accident en route to Janvier, which necessitated start-up and maintenance at fifty below weather.

It must be understood that during spring break-up, for a period of two months, the only means of communication with Janvier and Fort Chipewyan was by Charter aircraft. It only follows that materials and supplies, maintenance of vehicles, and mobile camps become extremely difficult.

.....cont'd

Mr. Garnet T. Peco

Page -4-

June 16th, 1969.

By this time contracts had been let to Atco Industries for the construction of the Lac La Biche Training Centre, three Mobile Training Centres, and seven off-site houses for Lac La Biche. At no time was it indicated to us that we would not be treated as a special case because of the extreme isolation of our area and inordinate amount of capital expenditure necessary to launch our plan, confirmed by way of your memo to Mr. Kent dated August 15th, 1968, in which you stated:

"The proposal as received contains a budget of somewhat over the ceiling of \$1,850,000.00 for 1969. Discussion with Mr. Shields indicates that this can be received. Over and above this however, the plan also calls for higher, but not definitive amounts in succeeding years. After discussing this situation with the Branch, Mr. Shields has recalled his proposal to clearly indicate the plans he has and their financial implications for the period January 1st, 1969 to March 31st, 1971".

We were able to comply with your request to reduce our 1969 budget to less than the \$1.8 millions set for 1968.

On October 4th, 1968 to keep with the scheduling of presentation of budgets for 1969 we forwarded to your office our draft budget covering the Plan of Operation for Alberta NowStart for the calendar year January 1st, 1969 to December 31st, 1969.

On October 31st, 1968 we again requested and received from Mr. Kent, another letter to cover lease-purchase agreements made through Atco Industries attached.

On November 14th, 1968 we received from you formal approval of our 1968 Plan and Budget specific reference is made in paragraph one:

"Approval is given for the plan of activities which comprise the following three experimental projects:

- a. Mobile Training Centres at Fort Chipewyan, Janvier, and Kikino-Caslan
- b. a Residential Basic Training Centre in Lac La Biche
- c. an Accelerated Vocational Training Centre at Fort McMurray

and the operation of the Lac La Biche Office; as described in the attached summary".

Mr. Gernot T. Pong

Page -5-

June 16th, 1969.

The amount of money that was approved was \$1,144,822.00 which was 10% less than the amount of \$1,272,091.00 required by the budget we had submitted. In addition we were granted payment of the deficit of \$25,000.00 that we had incurred in 1967. It was made clear in your communication that expenditures for 1968 could not exceed the amount of \$1,169,822.00. Our first indication of a restricted budget in 1969 came in paragraph five of this communication in which you advised:

".....that your activities must be projected to continue at approximately the 1968 level of expenditures".

You further stressed:

"While it is possible that there may be provision for moderate expansion of your program in 1969 and 1970, it is stressed that the Board or Director must not make any commitments that assume more than \$1.7 millions in each of these two years, unless and until this Department definitely affirms that there will be an expansion".

You further underlined this by stating:

".....It must be realized that annual levels in the range of \$1.8 millions or more, such as you have indicated in the draft budget for 1969 which you submitted with your letter of October 4th, 1968 are out of the question".

I submit to you that our 1969 Plan is a continuation of our 1968 Plan and in no way constitutes expansion of our 1968 Plan. I further submit that commitments made in June of 1968 by Alberta NewStart Inc. imposed expenditures in 1969 and 1970 of at least \$1.5 - \$1.7 millions (i.e. continuing lease-purchase agreements, \$200,000.00; salaries (staffing of these facilities) require at least \$600,000.00—\$700,000.00) as pointed out to you in our communication of November 25th, 1968 attached.

We received a communication from you on November 20th, 1968 again indicating in the strongest terms

".....It is stressed that the guidelines in my letter of 14 November reflect the unequivocally firm policy of this Department".

.....cont'd

regarding funds for operating Alberta NewStart for 1969. I must refer to my earlier statement that commitments made in June 1968 determined our operating levels for succeeding years.

On December 12th, 1968 we received from you a communication requesting our plan and budget for 1969 attached. As our earlier communication shows, we submitted to you our draft budget on October 4th, 1968 and in telephone communication with you I indicated that our proposal, because it had not been changed or expanded, would be submitted in final form by the end of December 1968.

On January 9th, 1969 we received a further communication from you in which you recapitulate certain policy statements re the Canada NewStart Program. In the second last paragraph you indicated that another provision which must be adhered to concerns the Federal government's cost per corporation per year. You stated that

"The Budgets approved by the Minister for the first year's plans of the four corporations represent acceptable levels of annual cost, and are to be maintained for the coming year".

I must state again that we were already committed and operating at a level which would not allow us to curtail our operations without completely destroying the total concept of our project.

In a communication from you dated April 1st, 1969 you advised us that the Minister had approved our corporation's plan and budget for the year 1969 as amended:

- "a. the total budget is to be reduced from \$1,550,000.00 to a maximum of \$1,170,000.00.
- b. the amount of the budget devoted to capital expenditures is to be reduced to a maximum of \$570,000.00.
- c. such minor changes as the Deputy Minister may approve, with appropriate financial and administrative controls".

.....cont'd

Mr. Garnet T. PagePage -7-June 16th, 1969.

I would like to point out that to reduce that portion of the budget devoted to capital expenditure would necessitate eliminating all training equipment, office equipment, machinery and tools, and furnishings required to complement our programs. It might also be said that the above are minimum additions.

The implication of your statement is that if we are able to reduce our capital expenditures to \$570,000.00, this would give us approximately \$600,000.00 for operation expenses. I must point out to you that salaries alone would exceed this amount.

We have been attempting, since receiving notification from you in November of a restricted budget in 1969, to explore every possible avenue to reduce our 1969 budget, and have been successful in lowering our 1969 budget from \$2,220,254. to \$1,930,657.00, of which \$153,017.00 will be paid out of the 1968 surplus available to us because of rescheduling and finalizing of program start-up.

We requested from your department, in a letter to Mr. E. P. Sloan of May 30th, 1969 attached, a revised budget of \$1,745,270.00, an increase of \$575,000.00 for 1969.

This in turn prompted your reply of June 6th, 1969. In paragraph four of your communication you state

"The Department also informed repeatedly that the level of grant for 1968 cannot exceed \$1,190,000.00, and that this level cannot be exceeded in 1969 and 1970. This information has been provided to you from the beginning of the program, and has been stressed in a number of very clear communications from the Department since that time".

and you attach copies of your letter to me dated November 24th, 1968 and my letter of November 25th, 1968 and my reply dated November 26th, 1968 and further stated

"This correspondence makes this Department's position clear, and I fail to understand why appropriate corrective action was not taken at the latest by that time".

.....cont'd

Mr. Garnet T. Pace

Page -8-

June 16th, 1969.

I can only reply by stating the followings:

1. The first clear communication from your Department indicating the 1969 level of expenditure was November 14th, 1968, fourteen months after the incorporation of Alberta NewStart Inc.
2. I hope that you now understand why appropriate corrective action was not taken, and indeed could not be taken, after our commitments in June 1968.

It must be pointed out at this time that Alberta NewStart Inc. has dealt honestly and above board with the staff of your Department and has never tried at any time to hide in any way their projected commitments.

It must be stressed here in the strongest possible terms, that this letter is in no way implying that the Experimental Projects Branch is to blame any more than ourselves. I think that it was inevitable that misunderstandings would arise because of the naivete of our approach, and our constant searching for guidelines as the Pilot Projects Branch and the NewStart Corporations evolved, and I feel it must be stated in this manner. As Mr. Kent stated on occasion "...I think everyone who got involved in the NewStart project must have understood that he was going to give a bit dangerously".

As I stated earlier I will be in Ottawa on Friday June 20th, and will be prepared at that time to discuss with you the various alternatives that may or may not be open to us. Please be assured that we are exploring all possible avenues in order to reduce our budget for 1969.

Yours sincerely,

ALBERTA NEWSTART INC.,

Original Signed by

**J. W. SHIELDS**

**JACK W. SHIELDS,**  
Executive Director.

Copies to: Mr. J. Francis,  
Mr. T. Kent,  
Mr. P. Slean.

JWS:lp

APPENDIX 11

PERFORMANCE APPRAISAL REPORT

ALBERTA NEWSTART INC.

PERFORMANCE APPRAISAL REPORT

3 month or supplemental report \_\_\_\_\_ 6 month report \_\_\_\_\_

Anniversary Report \_\_\_\_\_

Employee's Name \_\_\_\_\_

Position \_\_\_\_\_

Time in Position \_\_\_\_\_

Date of Last Review \_\_\_\_\_

Date of Present Review \_\_\_\_\_

Prepared by \_\_\_\_\_ Position \_\_\_\_\_

Reviewed by \_\_\_\_\_ Position \_\_\_\_\_

Date of Review \_\_\_\_\_

NAME \_\_\_\_\_ CLASSIFICATION \_\_\_\_\_ DEPARTMENT \_\_\_\_\_  
 SALARY GROUP \_\_\_\_\_ PRESENT SALARY \_\_\_\_\_ AGE \_\_\_\_\_ SERVICE \_\_\_\_\_  
 TIME IN POSITION \_\_\_\_\_ LAST THREE INCREASES \_\_\_\_\_ PROPOSED INCREASE \_\_\_\_\_  
 EMPLOYEE'S WORK PERFORMANCE \_\_\_\_\_ SALARY GROUP RANGE \_\_\_\_\_

NOTE: It is important to stress that a merit salary increase is a reward for a job very well done in current work assignments, irrespective of whether the individual's future lies in career employment in work of a staff or specialist nature or in administrative progression.

7	
6	
5	
4	
3	
2	
1	

7. OUTSTANDING PERFORMANCE: APPLIES TO VERY FEW PEOPLE IN ANY GIVEN CLASSIFICATION. Such people are far beyond the requirements of the job and ready for greater responsibility.
6. SUPERIOR PERFORMANCE: APPLIES TO SLIGHTLY MORE PEOPLE THAN CATEGORY 7. Such people show capabilities beyond the requirements of the job.
5. MORE THAN SATISFACTORY: APPLIES TO EMPLOYEES PERFORMING SLIGHTLY ABOVE THE REQUIREMENT AND ARE DOING A GOOD JOB IN THEIR POSITION.
4. SATISFACTORY: APPLIES TO THE MAJORITY OF EMPLOYEES, WHICH IS TYPICAL OF NORMAL EXPECTED PERFORMANCE.
3. LESS THAN SATISFACTORY: APPLIES TO EMPLOYEES PERFORMING SOMEWHAT LESS THAN NORMALLY EXPECTED PERFORMANCE. Applies to employees performing slightly below the requirement.
2. POOR: APPLIES TO EMPLOYEES PERFORMING IN AN UNACCEPTABLE MANNER. Such people show inadequate performance and must show improvement if employment is to continue.
1. UNACCEPTABLE: APPLIES TO EMPLOYEES PERFORMING COMPLETELY IN AN UNACCEPTABLE MANNER. Such people should be terminated immediately.

CHECK HERE FOR AN EMPLOYEE WHO, FOR ANY REASON, WOULD BE UNJUSTLY TREATED BY RATING ON SCALE.

1. Evaluate the overall ambition of the employee.

1	2	3	4	5	6	7
Outstanding	Superior	More than Satisfactory	Satisfactory	Less than Satisfactory	Poor	Unacceptable

Please Comment \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

2. Evaluate the quality of work performed by the employee.

1	2	3	4	5	6	7
Outstanding	Superior	More than Satisfactory	Satisfactory	Less than Satisfactory	Poor	Unacceptable

Please Comment \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

3. Evaluate the dependability of the employee.

1	2	3	4	5	6	7
Outstanding	Superior	More than Satisfactory	Satisfactory	Less than Satisfactory	Poor	Unacceptable

Please Comment \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

4. Evaluate the employee for knowledge of job. (example - experience, education, requirements of the job).

1	2	3	4	5	6	7
Outstanding	Superior	More than Satisfactory	Satisfactory	Less than Satisfactory	Poor	Unacceptable

Please Comment \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

5. Evaluate the employee's initiative and interest in her/his job.

1	2	3	4	5	6	7
Outstanding	Superior	More than Satisfactory	Satisfactory	Less than Satisfactory	Poor	Unacceptable

Please Comment \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

6. How well does the employee co-operate with others?

1	2	3	4	5	6	7
Outstanding	Superior	More than Satisfactory	Satisfactory	Less than Satisfactory	Poor	Unacceptable

Please Comment \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

7. Evaluate the leadership abilities of the employee (if applicable).

1	2	3	4	5	6	7
Outstanding	Superior	More than Satisfactory	Satisfactory	Less than Satisfactory	Poor	Unacceptable

Please Comment \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

8. Evaluate the versatility of the employee (example - adapting to new situations, learning new skills).

1	2	3	4	5	6	7
Outstanding	Superior	More than Satisfactory	Satisfactory	Less than Satisfactory	Poor	Unacceptable

Please Comment \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

9. Evaluate the overall performance of the employee (example - is it adequate, consistent, dependable, accurate).

1	2	3	4	5	6	7
Outstanding	Superior	More than Satisfactory	Satisfactory	Less than Satisfactory	Poor	Unacceptable

Please Comment \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

10. Evaluate the quantity of work performed (example - is it done on time, accurate, punctual).

1	2	3	4	5	6	7
Outstanding	Superior	More than Satisfactory	Satisfactory	Less than Satisfactory	Poor	Unacceptable

Please Comment \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

11. Evaluate the loyalty of the individual (example - does he or she avoid personal hostility, gossiping, etc.).

1	2	3	4	5	6	7
Outstanding	Superior	More than Satisfactory	Satisfactory	Less than Satisfactory	Poor	Unacceptable

Please Comment \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

12. Evaluate the attitude of the employee.

1	2	3	4	5	6	7
Outstanding	Superior	More than Satisfactory	Satisfactory	Less than Satisfactory	Poor	Unacceptable

Please Comment \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

13. Evaluate the potential of the employee (example - the future ability to accept increased responsibility, etc.).

1	2	3	4	5	6	7
Outstanding	Superior	More than Satisfactory	Satisfactory	Less than Satisfactory	Poor	Unacceptable

Please Comment \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

14. Evaluate the punctuality of the employee (example - prompt on assignments, arrives on the job, comfort in present position).

1	2	3	4	5	6	7
Outstanding	Superior	More than Satisfactory	Satisfactory	Less than Satisfactory	Poor	Unacceptable

Please Comment \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

15. Evaluate the adaptability of the employee (example - in the community, on the job, comfort in present position).

1	2	3	4	5	6	7
Outstanding	Superior	More than Satisfactory	Satisfactory	Less than Satisfactory	Poor	Unacceptable

Please Comment \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

16. Evaluate the conduct of the employee (example - respectable, relates to others).

1	2	3	4	5	6	7
Outstanding	Superior	More than Satisfactory	Satisfactory	Less than Satisfactory	Poor	Unacceptable

Please Comment \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

Comments of Reviewer \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Comments of Ratee \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Action Taken \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

APPENDIX 12

ALBERTA NEWSTART EVALUATION

particularly as it relates to  
Community and Family Counselling Components

by

J. R. Albert  
F. R. Langin  
G. J. Armstrong  
January, 1970

PHILOSOPHY AND PRACTICE - GENERAL

One could safely say that most training and relocation programs attempted on the Native population of Canada to date have been a drastic and discomfoting failure. Many of these programs were backed up by substantial sums of public monies and carried through more by complelling forces within government departments to innovate than by sound philosophy and understanding of disadvantaged people in the first place. In other words most of these programs seem to have been implemented with the almost total disregard of the psycho-socio-cultural and anthrogopogical millieu from which the trainees came from. It would seem that if this had not been the case these programs would have yielded more visible and far-reaching results. The forces which helped form and thus constituted the trainees aperceptual background were ignored and thus not integrated into the total training environment resulting in an almost total-sudden split between the internalized exigencies within the individual - which contribute immensely towards his survival as a worthwhile human being - and the behavioural demands created by the new training environment.

Most training programs to date have failed to put in proper persepective the strong relationship and dependency that exist between any organism and its natural environment. It is known from basic psychology and ecology that the more complex an organism is the more intricate its relationship

with environment becomes, so much so that organism becomes one with environment, and environment becomes one with organism. If one is affected the other is also affected and vice versa. To cite a simple example, it would be absolutely folly if a scientist attempted to outrightly and suddenly transfer a salt water fish into a soft water pond with the expectation that the fish can survive. The foresighted researcher rather would gradually and very imperceptibly decrease the degree of water salinity such that the fish (the organism) has a chance to adapt in the relatively new solution (environment). Certainly these basic concepts cannot be disregarded on the ground that we are dealing with homosapiens, endowed with intelligence, will and creative capacity. These basic concepts are all the more relevant when we are intervening with the human beings a number of requirements stand as an absolute necessity:

(1) the training environment must incorporate as much as possible the essential features of the natural environment in terms of psycho-sociocultural elements and forces;

(2) the training program must, as much as possible, use elements, images and pedagogical tools proportionate to the natural environment;

(3) the training program must begin at the level of relationship that exists between the human being and his natural environment;

(4) additional training "outside" elements must be introduced slowly and imperceptibly, and must bear some

relationship with the factors operative in the natural-traditional environment;

(5) the knowledge and skill acquired must have some amount of practical or artful value which will equip human beings with that which is necessary for them to also modify their environment in line with the changes taking place within themselves;

(6) the knowledge and skill acquired must also aim at filling some of the gap existing between the more limited environment of the trainee with the broader, more differentiated environment of the total society;

(7) training must be frankly experiential, that is, it must provide the trainee with ample occasions to "emotionalize" new concepts, that is to bridge these new concepts with the total reality of which he is part.

In reading the basic philosophy of NewStart one cannot fail to see a strong parallel between what we feel are the sine-qua-non principles upon which an educative environment and program should be based, especially as it relates to disadvantaged peoples, and the premises upon which Alberta NewStart was instituted. In order to illustrate the point we shall quote from the Alberta NewStart 1969 Review:

...."The basic researchable principles upon which Alberta NewStart's program was planned are that:

1. basic life skills and vocational skills development should be initiated in the

- environment familiar to each individual and preferably in his own community;
2. the family should be considered as the integral part and focus for development programs;
  3. the training environment should embody the conditions found in industry with regard to employer and employee expectations;
  4. the recognition that learning and change is a gradual process requiring a sequence of training experience leading to assimilation of necessary social and occupational skills."

We are therefore compelled to recognize NewStart as one single approach to education and training which makes a strong attempt not to violate and to abruptly change the complex of forces acting upon the human being; forces which inescapably form a substantial part of the basis upon which a trainee survives as a person. The basic philosophy of NewStart is unquestionably correct and sound, and no one should be able to seriously question its relevance. Furthermore, NewStart does not claim that it will eliminate poverty on a widespread basis. It should be regarded as a program which could offer vast alternatives whereby an increasing number of disadvantaged people will find a self-

determined, self-realizing place in their own environment or in the larger context of society. Within this program various teaching techniques, training conditions, kinds of personnel, curriculum contents, tools and techniques to assess present and on-going achievement levels, interpersonal and interactional variables, etc., are being put to test and researched.

In addition two complementary but no less important dimensions for part of NewStart. These are the Community Counselling and Family Counselling components. The importance of these two components should not be minimized. They are regarded as an attempt to broaden the training scope. The first component is an attempt to bridge the motivational gap that exist between disadvantaged people and training-employment opportunities. The second is an attempt to psycho-socially equip families as interacting units with the kind of attitudes, skill, and mutual help necessary for them to survive in more advanced training or job environment away from the often physically inadequate but otherwise quite secure home environment from the point of view of basic psychological needs. Both of these components seem to work in close concert with each other. In a sense, therefore, both Family Counselling and Community Counselling ensure that important intangible elements of the home communities are carried over to the training and work environment. This helps to strengthen and/or create an interpersonal

supportive survival system - a sense of communality - geared to an easier, smoother adjustment of the individual without complete violation or loss of identity. It is recognized that these two components are difficult to research. Their significance will only be recognized statistically on a long term basis, but their operational and qualitative relevance is already obvious.

The mobile training centers themselves are not overwhelming in size, complexity, and kinds of skills offered for training. They represent an honest attempt to start at the level of the people. Basic life skills are stressed, perhaps more so in some centers than in others, depending on the intensity of contacts of communities with "outside" world. However there seems to have been a definite lack of concern in the architectural planning of the centers which, by all means, do not reflect the cultural environment of communities.

The emphasis on basic life skills and the attempt to immerse the total family in the training environment are two extremely important aspects of NewStart which should be given continued and increased support. Again it is recognized that it is very difficult to break down life skills into various curriculum components offering specific and well delineated content. This is so because life skills represent quite abstract kinds of behaviour, aptitudes and attitudes which are closely tied to culture, individual personality, social

situations, and it is impossible to teach these thoroughly in a classroom situation. In other words there are weighty "experiential" aspects to life skills which can only be assimilated through real life and/or induced social situations. Evidently the effective teaching of life skills requires a great deal of experimentation and long term research perspectives.

We recognize that a great deal more could be said about the philosophy and practice of NewStart as they relate to the criteria outlined at the beginning of this report. Such an exercise would however require a great many visits and going into many more details of NewStart operation. In effect the terms of reference and scope of the present report is to concentrate especially on Community Counselling and Family Counselling, and the place that these components occupy in the total context of NewStart operation.

## METHODOLOGY

### PREAMBLE

In thinking about the methodology employed by Alberta NewStart the writer will be attempting an overview statement, setting out the essential elements involved therein, the philosophic base underlying the program having been dealt with previously. At this point the emphasis will be primarily on description, based on the experiences of the first of three planned field trips. The two succeeding write-ups will be more evaluative in nature and will hopefully contain a substantial reflection of clientele viewpoint.

As the philosophic statement referred to above indicated, the approach used by Alberta NewStart is a total one, geared closely to the social, economic and psychological environment of its clientele and the needs to which these give rise.

Methodology within the context of this paper will have as its focus the nature of the system by which program delivery is effected.

### PHYSICAL STRUCTURE

Basic to the methodology is the Mobile Centre. Description of these Centres is being dealt with at length elsewhere along with the overall administrative set-up but the centrality of the Centres in the whole NewStart approach requires being made explicit from the outset.

In the main, the Centres consist of a number of trailer units, the number varying in relation to the client group to be served. Included in the complex are staff quarters, office, kitchen, child care, storage, classroom and shop facilities, sleeping quarters and housing for utilities.

The Centre is administered by a Centre Supervisor, the wife of whom is also a staff member and an important member of the team. Arbitrary "paper qualifications" for Centre staff appear to have been kept to a minimum. This is one aspect of the NewStart operation which might be profitably considered by those sectors which tend to place a high premium on professional qualifications for work of this kind, for present staff appear to have been able to deliver the goods, so to speak, without necessarily having those paper credentials which sometimes tend to be taken as automatic guarantees of competence.

#### RESEARCH ORIENTATION

At present, due to the region in which NewStart is operating, most of the client group is of Indian ancestry. Within this cultural context, however, each of the Mobile Centres is involved in serving a different sector of persons in different types of communities, so that research findings may be cross-referenced for validation purposes. For example, in one community both husbands and wives attend the Centre

at the same time and facilities are provided for the care of their nursery age children. They return to their own homes following the completion of classes each day. At another Center, training is at present only being offered to single students from a number of outlying communities.

#### ADMISSIONS PROCESS

In sequential terms, it is in the events preceding application for admission to NewStart that one begins to feel the impact of what is to the writer one of the most significant elements of the program, namely, the Community Counselling section. With the exception of the Director, all field members of this section are of Indian ancestry and so bring to their work a personal appreciation of, and sensitivity to, the cross-cultural context in which they are involved.

Part of the function of these field men is to take the "NewStart story" into the communities to which they are assigned and to interpret it in the language indigenous to that particular area. The benefits of this kind of interpretive work are incalculable in raising levels of understanding among potential users of the program. Those persons who eventually develop sufficient interest to make application to enter the NewStart program are, in turn, assisted by the Community Counsellors through this process.

## LIAISON AND FOLLOW-UP

The liaison and follow-up aspects of NewStart are of crucial significance. The major part of this work at present is done by the Community Counsellors mentioned in the foregoing section but important responsibilities in these matters are also carried by a Family Counselling staff located at Fort McMurray where the Provincial Government Adult Vocational Training Centre is located and to which trainees come from many isolated northern communities. This staff is made up entirely of women of Indian ancestry.

The following break-down will attempt to indicate the operational nature of the liaison and follow-up functions:

### A. COMMUNITY COUNSELLING

(1) Student - As previously indicated, each student by the time he has been accepted for training by NewStart has received the help of one of the Community Counselling staff, both in the indirect sense of the kind of general interpretive work the Community Counsellors are doing in communities at large but also in the direct and personal sense of assistance in making the actual application, with all that this entails. During his training, the student continues to be in frequent contact with his Community Counsellor for help with any problems which may arise. Follow-up service is also provided for the students upon leaving NewStart training.

(2) Community - Of equal, or perhaps even greater

importance to the student's success as a NewStart trainee is the work referred to above in part, done by the Counselling staff with the communities at large, both the students' home communities and those which have a NewStart Center in their midst.

Basically, the work is educative in nature. That is, it seeks to help communities understand what NewStart is all about, what meaning it can have to them personally and to the communities in which they live. The chances are that such awareness will help engender supportive attitudes within the communities toward the program and those involved in it, whether they be students or staff. The presence of such supportive attitudes has a very direct relationship to the potential for student successes, both within the training process and following it. Without such community support, whether it be of the trainee's home community or the one in which the NewStart Centre is located, the students might well find themselves psychological outcasts from their own people, subject to the many negative effects that can accrue from this type of alienation. Thus, instead of a new start a student could well end up in a dead end, or worse, within his own cultural context. This type of community input is consequently, in the writer's mind, crucial to the whole NewStart mix.

Specific mention should be made of the esprit-de-corps and enthusiasm for their job displayed by the Community

Counselling staff. Of a certainty this did not come about by accident and is something of a tribute to the efforts of the Director and Assistant Director in the area of staff growth and development.

(As somewhat of an aside, it is gratifying to note in those communities in which Centres are located, the measures which have been taken by Centre staff to include the community in the life of the Centre through access to its recreational facilities. One Centre in particular has very actively involved local students in planning recreation for the community at large using Centre facilities.)

#### B. FAMILY COUNSELLING

Another important aspect of liaison and follow-up in NewStart is the work being done by the Family Counselling staff at Fort McMurray. This group, composed entirely of women of Indian ancestry, works with the wives of men from the outlying communities who are taking training at the Adult Vocational Training Centre in Fort McMurray. They assist the wives in making the transition from village life to a complicated, industrial, urban environment.

#### GENERAL

One of the most important aspects of the methodology of the NewStart approach is one that is so obvious it hardly seems to merit specific mention and yet it is in a real

sense the hub from which the other constituents radiate. Reference is made here to the fact that the delivery system insofar as the actual training is concerned is brought to the community and made available within the community. The Lac La Biche complex is a partial exception to this general rule but even in this instance the Centre is located in the general kind of environment with which the students are familiar.

Apart from the more obvious benefits that accrue from this approach, the physical presence of a Centre in a community undoubtedly has a more subtle, but none the less significant, influence. Its presence changes the physical face of the small community in a way that is probably beyond the ready comprehension of those who do not call it home. Indian people particularly are very sensitive to their physical environment and the presence of something new in that environment is a factor to be reckoned with, particularly when the "something new" adds up to what is tantamount to a self-contained community. New faces are seen and new things are happening. Of a sudden, their village has taken on a significant new dimension. New avenues open up for individual examination and possible utilization. Moralists and others may decry such intervention and of course this is fitting and necessary, lest perspective be lost. However, having regard to the way the world is, as opposed to the way we might like it to be, and the kind of deterioration process

which so many disadvantaged people have undergone and are undergoing, this kind of intervention could well be a significant contributor toward self-rehabilitative efforts. The essential ingredient if such intervention is to realize its maximum potential for help is the involvement in every possible way in program and policy planning and implementation of those groups toward which such help is being offered.

#### FINAL OBSERVATIONS

The following observations have been made after further evaluation including a visit to all of the homes of the students attending Alberta Vocational Centre under NewStart auspices and a group meeting with the husbands and wives from the same group.

The observations are as follows:

- I. At present the NewStart program does not appear to have any formalized system of job placement for students following completion of their courses. It appears, however, that there is a kind of informal type follow-up of students. There was an expression of interest from one of the student groups for assistance from NewStart following completion of their courses in getting jobs, in loans which would be paid back at a later time and help in locating housing.

II. There seems to be some lack of clarity regarding the relationships between the Family Counselling staff and the Community Counselling staff. The latter visit the Family Counselling group when they are at Fort McMurray but it might be that more formalized types of meetings and inter-change between these two groups would be of mutual benefit. Perhaps some of the staff of the Family Counselling section could spend some time at the Lac La Biche Centre on a vocational basis. Then there is the question of the relationship of both staff, particularly the Community Counsellingssection to the Administrator of the Adult Vocational Centre. This relationship does not seem to be very clearly defined at present and sharper definition thereof would probably work to everyone's advantage, particularly the student group. In the same vein, the question was raised among the student group about what power the Community Counsellors have to do with information they get from the student families. That is, can they influence the kinds of policies which are set at the Vocational Centre.

III. There was some expression of concern among the student families about a lack of good communication with the Administrator of the Vocational Centre. They would like to have more opportunity to see him and talk with

him about their concerns. (Mrs. Clark, who is in charge of the Family Counselling group, informed me during my visit that a system of regular weekly meetings with the Administrator of the Centre was now being instituted.) It may be that part of the difficulty here is the seemingly very heavy work load which the Administrator is carrying and one wonders if some attention might not be given to providing him with some type of administrative assistance so that he could then be in a position to spend more time in this type of dialogue with the students and their wives.

- IV. On at least a couple of occasions it was mentioned that the Community Counselling section are not making home visits as a general rule when they go to Fort McMurray. (Perhaps part of the reason for this is that this group feels that this is primarily the function of the Family Counselling section. Therefore it might have something to do with the matter set out in number II above dealing with the relationships between the two staffs and this would lead also into a consideration perhaps of a re-definition of function.)
- V. Further to the previous section one gets some feeling that there is perhaps a bit of "over visiting" done by the Family Counselling group and that perhaps some

thought might be given to giving the students and their families a little more "breathing space". No doubt part of the reason for the amount of visiting is anxiety on the part of the Family Counselling staff to do a good job and to have the students and families "succeed".

- VI. The question of the kinds of freedoms that student families enjoy in the homes they are occupying was raised. It was pointed up that if one wanted, for instance, to have relatives stay overnight it was necessary to get the permission of the Administrator of the Vocational Centre. It might be well here perhaps if this could be discussed between the student family group and the Administrator. Perhaps this will come out in the series of weekly meetings which are being instituted.
- VII. There was fairly pronounced disturbance about the recent raising of rent for the homes which the student families are occupying. It was felt that this rent should go back to its original level or the living allowance should be increased.
- VIII. Discussion in homes during evening hours between staff members and students was suggested and would appear to offer constructive benefits.

### ADMINISTRATION

Generally the administration of the Community Counselling Program appears to be very satisfactory. The delays in processing expense accounts normally associated with this type of program have been eliminated, salary cheques are also promptly dealt with by the administration.

Vehicles are supplied and appear to be maintained in good operating condition which is essential in this type of work.

This report was not to deal with operations outside the Community Counselling Service but we feel a problem created by lack of communication in the method of maintaining the centres has a direct influence on the Community Counselling Service. It is apparent that it is not well understood that students would be required to work at assembling the centres and doing maintenance, as well as attend the centre as a student. One student at Janvier stated "I knew how to use a pick and shovel before I became a student, I have had lots of practice since I became a student, when are you going to teach me something".

### GENERAL OBSERVATIONS

1. How were the locations chosen for the Centres - what consultations were undertaken with client group - when were the Community Counsellors selected?

We suggest that the procedures used were restricted to the program planners without involvement of client group. It is apparent that maximum benefit could have obtained if Community Counsellors had first been employed so that other necessary procedures could have been followed.

2. What method of assessment or research is being employed on each method being used?

One staff member expressed the following opinion. "Losing Research Objective in favour of Action Program".

3. We each received an impression of staff compartmentalization with limited communication between each section of the staff. We are not aware of the frequency of staff meeting together in total, but suggest there must be more communication between sections and individual members of the staff.

4. "With sincere and dedicated involvement, program planning could be introduced". We are of the opinion that the necessary involvement is not present at this time.

5. We found the Community Counsellor concept stimulating and the present staff well suited to carry out the implementation of the program. It is suggested that there is no way to restrict the individual counsellor's activity to



Framework of Criteria for Evaluating the Operation of the Problem-Solving Process. (E. Wight Bakke)

1. Awareness. Did the organizational agent or agents responsible for and capable of taking action in situations of this kind become aware of the situation in time to act effectively?
2. Exploration. Was adequate and relevant information gathered on the following points to enable responsible agents accurately to judge:

(a) The Cause of the situation, e.g.:

Who is responsible and what are their objectives?

To what interests and pressures and necessities are they responding?

What situational factors are responsible; how persistent and powerful are they, and how amenable to modification?

(b) The Character of the situation, e.g.:

Does the situation present the organization with a threat or a promise, and what are its nature and its dimensions?

How long has the situation existed, and how long is it likely to continue?

Who else is affected by the situation, and what are they likely to do about it?

Does this intensify or minimize the threat or the promise?

(c) The Impact of the situation, e.g.:

What is failure to meet the situation likely to cost the organization?

What is meeting the situation likely to gain for the organization?

The quantity and quality of what basic resources (People, Ideas, Materials, Capital, Nature) are likely to be affected by the situation?

Is the operation of any of the Essential Processes likely to be affected, and in what way?

What aspects of the Organizational Charter are likely to be affected by the situation, and specifically, is the immediate or long-range integrity of the organization affected?

(d) The Involvements in solution of the situation, i.e.:

Whose interests will be affected by any attempt at solution?

Who in the organization has a contribution to make toward solving the problem or making a solution difficult?

(e) Placement, i.e.:

In the area of what Essential Processes is action to meet the situation likely to be required?

What basic functions and objectives of the organization will give direction to any action taken?

Was full information sought from all agents of the organization who are in a position to possess relevant and essential information about the situation?

3. Structuring. Were accurate judgments made with respect to the above questions, that is, as to:

(a) Who and what is the cause?

(b) Character of the situation as to:  
Its being a threat or a promise;  
Its duration;  
The outsiders affected and their probable actions?

(c) Impact of the situation on:  
Cost of failure to meet it;  
Opportunity for gain;  
Basic resources;  
Essential Processes;  
Organizational Charter;  
Integrity of the organization?

(d) Involvement of what people?

(e) Placement of organizational action in connection with certain Essential Processes directed toward certain organizational functions and objectives?

4. Simplification. Was the problem as revealed in the exploration and structuring reduced to, and defined in,

terms amenable to practical and effective action?

Was the problem not oversimplified so that significant elements were left unattended to?

5. Search and Cue. Were a sufficient number of alternative strategies, or means-end combination of activities suggested?

Were important cues not ignored?

Were all sources of probably significant suggestions as to alternatives explored?

6. Appraisal of Alternatives. Were the alternatives carefully appraised as to their probable effectiveness and efficiency in the light of:

- (a) The findings from Exploration concerning the cause, character, duration, and impact of the situation?
- (b) The organization function to be performed and objectives to be achieved and relevant organization policies?
- (c) The quantity and quality of human, ideational, material, capital, and natural resources available?
- (d) Particularly, whether the agents who would participate are committed to these objectives; whether their functions as defined are consistent with the activity contemplated; and whether their performance is likely to meet necessary expectancies?
- (e) The readiness of the several Essential Processes to deal with the necessary and incidental problems to be encountered?
- (f) The anticipated reactions and behaviour of those whose interests are affected by the contemplated strategy both inside and outside the organization?

Were the following calculations relative to possible and probable effects of each alternative strategy accurately made:

- (a) The probable gain to the organization related to the immediate objective?
- (b) The probable costs (both outlay and opportunity) to the organization?

(c) The possible additional positive or negative consequences not related to the immediate objective including, for example: the effect on future activity of the organization; the power position of the organization; the maintenance of the long-range internal stability and integrity of the organization?

Did those agents whose functions would be involved in carrying out the strategy have the opportunity to contribute to the appraisal?

7. Choice and Decision. Was a choice made of that strategy which, in the light of the Appraisal of Alternatives, promised to produce the greatest net gains? That is, was the probably most efficient strategy chosen?

Was the decision made in time?

Was the decision clean-cut and clear?

Did those whose functions must be called into operation by the chosen strategy concur in the choice and decision?

8. Mobilization. Were the objectives to be achieved by the strategy clearly defined and justified?

Were the plans for operations carefully prepared?

Were the specifications and standards for activity of the agents involved clearly drawn up?

Were objectives and their justifications, the plans, the specifications and standards clearly communicated to those involved and was their understanding of these assured?

Were assignments clearly made and the delegated authority and accountability of each actor specified?

Was commitment to the objectives and to performance required, motivated, and obtained?

Were adequate personnel, ideational, material, capital, and natural resources marshaled and made available to the actors?

9. Response and Action. Were the necessary activities carried out and controlled, that is, stimulated, directed, coordinated, supervised, regulated, appraised, so as to accomplish the objectives specified in accordance with the plan laid out?

Were effective modifications made in activities in the light of evolving experience in the process of problem-solving?

10. Experience and Judgment. Were results of the effort reviewed and appraisals made as to:
- (a) Attainment or degree of approximation to attainment of organizational, group, and personal objectives?
  - (b) Margin of gain over cost to the organization, the group, and individuals?
  - (c) Dependability of, and adequacy in quantity and quality of the people materials, capital and ideas utilized?
  - (d) Increase or decrease in effectiveness of these resources?
  - (e) Dependability, effectiveness, and efficiency of the activities related to the several Essential Processes?
  - (f) Increase or decrease in effectiveness of these Processes?
  - (g) In particular, the dependability, effectiveness, and efficiency of the way the several steps in the Problem-solving Process were carried out? (See questions for each step as listed above.)
  - (h) Impact of the effort on the maintenance of the integrity of the organization, the groups, and the individuals involved?

Were the effects of the response appraised, and an estimate made of probable future consequences of these effects with respect to the following external factors:

- (a) People and organizations whose actions have an important impact on the operations of the organization?
- (b) Potential material, capital, human, ideational, and natural resources?
- (c) General public reaction to the organization?

Were conclusions drawn as to whether, in the face of a similar situation, the same process would be repeated or certain modifications made?

Did the appraisers become aware of certain incidental stimuli to action growing out of this experience (involving, for example, problems of internal stabilization, modification, or development of, the Organizational Charter, the Basic Resources, or the Essential Processes; or involving problems or opportunities for adaptation in the light of situational factors revealed in the environment)?

11. Closure or Renewal. As a result of the Experience and Judgment was:
  - (a) the problem considered solved;
  - (b) a decision made to restructure the problem and renew efforts;
  - (c) a decision made to tackle new problems revealed by the experience in solving this one?

APPENDIX 14

ABSTRACTS OF REPORTS

I N T R O D U C T I O N

This publication contains abstracts of the major reports Alberta NewStart Inc. expects to prepare by December 1971. Undoubtedly, other studies and reports will result from the program and the analysis of data during the next year. Considerable interest has been indicated in the "results" of Alberta NewStart program but because it is still in the experimental phase, conclusive results are not yet available.

The abstracts listed herein will provide those who are interested, with information about the kinds of reports that will be published during the next year.

Readers interested in receiving copies of reports may direct their request to:

Alberta NewStart Inc.,  
Editorial Board,  
P. O. Box 417,  
LAC LA BICHE, Alberta.

## T A B L E O F C O N T E N T S

	<u>PAGE NO.</u>
An Application of Community Typology to Social Science Research	343
Differential Analysis of Social Behavior Norms	343
Developmental Norms of Native Children	344
Applications of the Semantic Differential to Program Evaluation	344
Sub-Groupings within Disadvantaged Populations	345
Analysis of Human Resources Survey Data	346
The Relevance of Staff Functioning for Mobile Centre Effectiveness	346
The Relationship between Self-Concept and Achievement Among Disadvantaged Adults	347
Cross-Cultural Comparisons of the Welsh Figure Preference Test	347
The Assessment of In-Program Effects (selection, prediction and dimensions of change)	348
The Assessment of Post-Training Achievement ("follow-up")	349
Development of a Criterion System	350
Research Roles and Functions in a Social Action Organization	350
Lac La Biche Native Sit-In	351
A study of the Academic Program in Alberta NewStart Inc.	351
Vocational Interest and Choice	352
Measurement of Academic Achievement	352
Intellectual Assessment of NewStart Trainees	353
Job Description; Manual	353
A Study of the Staff Turnover Rate	353

	<u>PAGE NO.</u>
Personnel Policy	354
Operational Handbook	354
Administration of Training Allowances by Alberta NewStart Inc.	355
The Development of Vocational Programs in Alberta NewStart Inc.	355
Human Relations Training Program	356
English with Ease Reading Program	357
Mathematics with Ease	360
Day Care Programs	361
School Readiness Program	362
A Nutrition Study Proposal	362
On Building a Road: Janvier	363
A House Building Operation: Janvier	364
Hot Lunches for School Children: Janvier	364
Demonstration Project: Kikino Service Station	365

## ABSTRACT OF REPORTS

An Application of Community Typology to Social  
Science Research.

RESPONSIBILITY: Lewis Aumack, Ph.D., Research  
Director.

Demographic survey data (Jackson & Assoc.) have been subjected to factor analysis methods to determine homogeneous groupings or types of communities within the Alberta NewStart Inc. geographic area.

Test scores of trainees from different community types are compared to determine the relationships between geographic locality and cultural norms and values.

Results of the study are applied to hypothetical examples of social science problems to illustrate both the theoretical and practical benefits of such a methodology.

Anticipated date of report: October, 1970.

\*\*\*\*\*

Differential Analysis of Social Behavior Norms.

RESPONSIBILITY: Lewis Aumack, Ph.D., Research  
Director.

Social behavior norms (drinking, fighting, working, etc.) of students enrolled in the Alberta NewStart Inc. vocational training program will be analyzed by means of J. Jackson's "return potential model". A series of "factor analysis" techniques will be applied to determine the basic dimensions of the total domain of structural scores and behavior items.

Differential analyses are to be made in relation to age, sex, marital status, Indian vs. Metis, staff vs. trainees, and community background. A special sample of trainees at the Fort McMurray Adult Vocational Centre will be tested to determine native vs. non-native differences.

Scores of individuals are to be related to other measures to determine their potential for predicting program success. Changes in trainee norms over time will be used as a means of measuring the effectiveness of the present NewStart program to modify basic social norms.

Anticipated date of report: Interim report, January, 1971  
Final report, May, 1971

\*\*\*\*\*

Developmental Norms of Native Children.

RESPONSIBILITY: Lewis Aumack, Ph.D., Research Director.

The Denver Developmental Screening Test (DDST) is a recently published performance test for measuring the developmental level of children from the ages of 1 month to 6 years. Although validated on American children, minor modifications have made the behavioral items applicable for cross-cultural comparisons with native children.

Children in the Day Care programs at two Alberta NewStart Mobile Centres will be selected for study. In addition to comparisons with the original normative group, developmental scores will be analyzed in relation to various types of family data (Socio-economic level, intelligence, dietary habits, etc.). Comparisons will also be made between the samples of children in the two distinctly different community settings.

Anticipated date of report: February, 1971.

\*\*\*\*\*

Applications of the Semantic Differential to Program Evaluation.

RESPONSIBILITY: Lewis Aumack, Ph.D., Research Director

The Semantic Differential format (Osgood) has been used in developing a series of scales for rating various elements of the Alberta NewStart Inc. training program. Targets of ratings include self, total training centre environment, male trainees, female trainees, staff, and individuals. Respondents include individual trainees and staff members.

Samples of staff and trainee protocols will be used to reduce to total number of scales by means of "factor analysis".

Validity of the scales will require an analysis of correlates with other personality tests and with effectiveness criteria.

Score changes will provide an additional source of information for evaluating program effects.

Results of "multi-trait, multi-method" analyses will be utilized in the formulation of a comprehensive and multi-dimensional criterion system.

Anticipated date of report: Interim report, February, 1971  
Final report, June, 1971

\*\*\*\*\*

Sub-Groupings within Disadvantaged Populations.

RESPONSIBILITY: Lewis Aumack, Ph.D., Research Director.

A wide variety of personality, interest, and aptitude measures are obtained routinely on all trainees entering the Alberta NewStart program. Scores on such measures will be used as a basis for performing an "inverse factor analysis" of all individual trainees. In the event that groupings of trainees are clearly delineated, such groupings will be compared in relation to such effectiveness criteria as "drop-outs", learning increments, and employment on follow-up.

Results will also be related to the results of a community typology study in order to better understand person-setting interactions.

Anticipated date of report: March, 1971.

Analysis of Human Resources Survey Data.

RESPONSIBILITY: Research Staff.

A Human Resources Survey (Jackson & Associates, Toronto) was conducted throughout the geographic target area of Alberta NewStart Inc. during the latter half of 1968. A descriptive analysis of single survey items was conducted and now provides the basis for the selection of items for more intensive study.

Multivariate analysis will be conducted for the purpose of increasing our understanding of the type and degrees of social and economic disadvantage. The data will also provide a basis for the planning of programs at various locations within the total target area.

Anticipated date of report: April, 1971.

\*\*\*\*\*

The Relevance of Staff Functioning for Mobile Centre Effectiveness.

RESPONSIBILITY: Lewis Aumack, Ph.D., Research Director.

Alberta NewStart "Mobile Training Centres" have been established in three different isolated poverty communities in the northeastern area of Alberta. Approximately six staff members are assigned to each centre for administrative, maintenance and training functions.

In an effort to evaluate personal and interpersonal factors that affect the total functioning of such centres, a variety of tests and procedures are being applied to the staff as well as trainees. Structured small-group discussions are used to determine the mode and adequacy of resolving staff differences. All such measures are to be analyzed in relation to both objective and subjective estimates of effectiveness of the three different training centres.

A specific report will be submitted on the basis of the data obtained from the individual and group

procedures. Parts of the data will be utilized in a subsequent more comprehensive report on the efficacy of the Mobile Centre model.

Anticipated date of report: April, 1971.

\*\*\*\*\*

The Relationship between Self-Concept and Achievement Among Disadvantaged Adults.

RESPONSIBILITY: Lewis Aumack, Ph.D., Research Director.

It is commonly assumed that programs aimed at improving the life situation of the disadvantaged leads to an improvement in the self-concept of the program recipients.

Self-evaluations of trainees exposed to Alberta NewStart programs are being obtained by means of a "Personality Check List" and "Semantic Differential" rating scales. Such measures are obtained on entry into the training program and at three month intervals throughout the program. Additional evaluations are also obtained independently from 'outside' sources such as staff members and other trainees.

Self-concept scores will be studied in relation to in-program changes, in-program achievement, staff and trainee ratings, and post-program achievement.

The final report will present the aforementioned data as well as one or more fully developed instruments for use in similar training settings.

Anticipated date of report: May, 1971.

\*\*\*\*\*

Cross-Cultural Comparisons of the Welsh Figure Preference Test.

RESPONSIBILITY: Lewis Aumack, Ph.D., Research Director.

The Welsh Figure Preference Test is a non-verbal test based on a person's liking or disliking of a wide variety of line drawings. Empirical scales (e.g. "conformity") and rational scoring systems (e.g. "Symmetry-assymmetry") have been developed and validated against various grouping in the U.S.

Since any non-verbal procedure has merit for non-English or illiterate persons, a cross-cultural comparison is necessary to both validate present scales and develop new ones for the assessment of responses to such intervention programs as Alberta NewStart.

Accordingly the norms for the more relevant standardized scales will be compared with those of staff and trainee respondents within the Alberta NewStart program.

An additional attempt will be made to validate new empirical scales against in-program and post-program criteria of effective functioning. Factor analyses will be used to simplify the present lengthy and labourious testing procedure.

Anticipated date of report: May, 1971.

\*\*\*\*\*

The Assessment of In-Program Effects (selection, prediction and dimensions of change).

RESPONSIBILITY: Research Staff

All persons entering the Alberta NewStart training program are evaluated by a wide variety of both experimental and standardized testing procedures (academic achievement, intellectual level, cultural attitude and personality inventories and check-lists). Social socio-economic indices are obtained as well as standard demographic information. Additional ratings of program achievement and personal-interpersonal adequacy are obtained from staff and peer-trainees at periodic intervals.

All information available at entry will be analyzed as predictors of in-program changes ("drop-outs" vs. "throw-outs", increments of academic achievement, and peer and staff ratings of improvement). Multidimensional analyses will be made of such in-program changes as they may be related to such demo-

graphic data as sex, age, marital status and ethnic background.

Anticipated date of report: Interim report, May, 1971.  
Final report, August, 1971.

\*\*\*\*\*

The Assessment of Post-Training Achievement  
("follow-up").

RESPONSIBILITY: Research Staff.

The most crucial aspect of evaluation of the Alberta NewStart training program is the relation to post-program achievement ("Does the program make a difference?").

By means of an initial interview survey of all individuals residing in the Alberta NewStart geographic area, a sample of individuals not exposed to Alberta NewStart programs will be used as a "control sample" to those who have been so exposed. The samples are comparable in terms of age, sex, marital status, educational level, income level, ethnic background, and community type.

Follow-up information is currently being obtained by Alberta NewStart community counsellors regarding both control and trainee samples. The information being gathered includes working time, income, level of responsibility, job attitudes, and living conditions.

Although the primary concern is for the eighteen month post-entry period, retrospective information is being obtained for both the six and twelve month periods as well.

Measures of differential socioeconomic success will be related to control vs. trainee groupings and to demographic data relevant to both. Differential success within the Alberta NewStart trainee sample will be related to the various in-program assessment procedures and achievement measures.

Anticipated date of report: October, 1971.

Development of a Criterion System.

RESPONSIBILITY: Lewis Aumack, Ph.D., Research Director.

Evaluation research in various areas of human functioning is consistent in pointing up the need for multidimensional criterion measures. Other research confirms the need for multi-method as well as multi-trait techniques.

Scattered results from in-program and post-program evaluation studies will be used as a basis for formulating a more explicit and comprehensive criterion model for socioeconomic intervention into poverty populations.

Anticipated date of report: October, 1971.

\*\*\*\*\*

Research Roles and Functions in a Social Action Organization.

RESPONSIBILITY: Lewis Aumack, Ph.D., Research Director.

An analysis will be made of the roles and functions of the research department within the total context of the Alberta NewStart organization. This will include a review of: (1) practical problems of recruitment and selection; (2) in-service training, and (3) communication and power structure within the department and between departments. These will be related to outcome variables in order to evaluate the total effectiveness of the departmental activities. Attention will be directed toward features unique to Alberta NewStart as well as features common to other social reform organizations.

Recommendations for optimizing research output for poverty programs will be made.

Anticipated date of report: November, 1971.

Lac La Biche Native Sit-In.

RESPONSIBILITY: W. B. Handley, Director of Data Analysis

This report is a description of events leading up to, during, and following the native sit-in at the Alberta NewStart dormitory. The sit-in was organized ostensibly as a protest to the closing of the Lac La Biche Training Centre, December 31st, 1969. The sit-in began January 17th, 1970 and ended February 12th, 1970 with the signing of an agreement wherein the Federal Government agreed to contribute \$160,000.00 to the Native group to operate the centre until March 31st, 1971. Alberta NewStart Inc. was to act as the funding agency and provide administrative guidance where necessary. This report takes the events up to April 8th, 1970 when Alberta Pe-Ta-Pun Development Inc. was incorporated.

Information was collected by personal interview with principal participants of the sit-in and from incomplete records and minutes. Because of the incomplete nature of the data no analysis was attempted.

Anticipated date of report: October, 1970.

\*\*\*\*\*

A Study of the Academic Program in Alberta NewStart Inc.

RESPONSIBILITY: W. B. Handley, Director of Data Analysis

This is an interim report of the analysis of test results from those trainees who completed the academic program in the Alberta NewStart Inc. centres. The objective of this study was to determine whether or not trends existed relative to trainees and program. Various dimensions of the trainees are studied to determine their performance in the academic area. Dimensions include intellectual level, grade level on entry, age, and sex.

It is hoped that the results of this report will be considered in further modification of the academic component of Alberta NewStart Inc.

Anticipated date of report: October, 1970.

Vocational Interest and Choice.

RESPONSIBILITY: W. B. Handley, Director of Data Analysis.

It is generally assumed that since Indian and Metis people in the NewStart area have limited occupational backgrounds they are unable to make real and meaningful choices as to the career they wish to pursue. This belief is manifested by the NewStart program which offers a vocational orientation program. This is a program designed to give the trainee a wide range of experience. In order to determine whether or not this is true it is our intention to investigate the following:

1. Does the subject change his mind after taking the vocational orientation course?
2. Is the subject's choice reinforced after taking the vocational orientation program?

Anticipated date of report: April, 1971.

\*\*\*\*\*

Measurement of Academic Achievement.

RESPONSIBILITY: W. B. Handley, Director of Data Analysis.

Analysis of the Adult Basic Learning Examination and other instruments used to measure academic achievement in Alberta NewStart Inc.

The instruments are analyzed for scaling, reliability and validity when used in a cross cultural context.

Results will apply to other agencies engaged in educational practice and research.

Anticipated date of report: May, 1971.

Intellectual Assessment of NewStart Trainees.

RESPONSIBILITY: W. B. Handley, Director of Data Analysis.

In order to develop meaningful programs for Alberta NewStart trainees it was necessary to obtain a valid measure of the trainee's intellectual ability. It is the purpose of this report to present results of the analysis of several instruments used by Alberta NewStart for intellectual assessment.

Test results will be analyzed and norms established for Alberta NewStart Inc. trainees.

Anticipated date of report: May, 1971.

\*\*\*\*\*

Job Description Manual.

RESPONSIBILITY: W. Palfrey, Supervisor of Personnel.

This manual will provide job descriptions for each and every position occupied by present employees. However, consideration will be given to including such job descriptions for positions which are no longer occupied and have been dropped as the Company evolved. Such a manual will ideally provide to any succeeding agency a perspective as to the responsibilities and obligations of each employee.

Anticipated date of report: December, 1970.

\*\*\*\*\*

A Study of the Staff Turnover Rate.

RESPONSIBILITY: W. Palfrey, Supervisor of Personnel.

Because staff turnover is a handicap to any organization, and has from time to time posed problems to Alberta NewStart Inc., this study shall attempt to determine if any correlation exists between those employees who terminated, and those who have remained with the Company.

Twenty-nine variables have been assigned to each employee, such as age, education, sex, related experience, etc., and such data will be analyzed to determine if any factors are significant.

Anticipated date of report: March, 1971.

\*\*\*\*\*

Personnel Policy.

RESPONSIBILITY: W. Palfrey, Supervisor of Personnel.

This report will document all policy as it applies to all staff personnel. As most policy was implemented from time to time, an attempt will be made to document this evolutionary process.

Anticipated date of report: January, 1971.

\*\*\*\*\*

Operational Handbook.

RESPONSIBILITY: D. Devlin, Director of Operations.

This report will cover operational experiences to date in design, transportation, construction, installation, essential services, municipal services, vehicles and equipment, maintenance, personnel and other related information.

It will also suggest changes based on experience that may influence modifications to existing sites or assist in the establishment of facilities in new locations by this or other agencies.

Anticipated date of report: February, 1971.

Administration of Training Allowances by Alberta  
NewStart Inc.

RESPONSIBILITY: G. K. Stangier, Director of Program  
Planning and Development.

When Alberta NewStart Inc. introduced experimental training programs for disadvantaged adults, an integral principle was to consider the participants as temporary employees of the Company. To put this into practice, it was necessary for the Company to obtain the authority to issue training allowances, normally paid directly by Canada Manpower, in the form of "salaries" to the temporary employees (trainees).

This report describes the method which the Company adopted and reviewed the advantages and disadvantages of the system.

Information will be obtained from employees, temporary employees and Canada Manpower counsellors.

Anticipated date of report: February, 1971.

\*\*\*\*\*

The Development of Vocational Programs in Alberta  
NewStart Inc.

RESPONSIBILITY: G. Jackson, Vocational Curriculum  
Development Specialist.

This report covers the period February 1st, 1969 to  
January 31st, 1971:

Development of Vocational Exploration Programs  
for male adults.

Development of Vocational Exploration Programs  
for female adults.

Development of instruments for measuring standards  
of achievement in the vocational areas.

The measurement of Vocational achievement.

Source of information:

Personal daily records.  
 Vocational training programs from N.A.I.T. and  
 A.V.C.  
 Discussions with members of the Program Dev-  
 elopment Department.  
 Discussions with instructors on staff at the  
 mobile centres and at Lac La Biche centre.  
 Records of vocational evaluation testing done  
 in the mobile centres and at the Lac La Biche  
 centre.

Anticipated date of report: May, 1971.

\*\*\*\*\*

Human Relations Training Program.

RESPONSIBILITY: R. Ewaskiw, Academic Curriculum  
 Development Specialist.

The Human Relations component of the Alberta NewStart training program was designed to increase the trainees' knowledge, understanding and skill in coping with factors that focus on things and events which confront him daily in his home and work life.

The program was intended to explore the areas of:

1. Basic Law and Treatment of Illegal Behavior
2. Health, Personal and Social Development
3. Banking and Budgeting
4. Work Adjustment
5. Government
6. Parliamentary Procedure

The traits developed and methods used are outlined below:

Knowledge - lectures, guest speakers, panels, symposiums, reading, audio-visual aids, book-based discussions.

Insight and Understanding - feedback devices, problem solving groups, experimentation task assignments, situational tests, and simulations.

Skills - practice exercises, role playing, drills and demonstrations.

Attitudes - role playing, simulated situational tests, open discussion groups, and environmental support.

Behavior - Change the use of intensive discussion groups, group flashback and individual reflection.

Interests - Developed through field trips, audio-visual aids, assigned reading, creativity exercises, role playing and group discussions.

Basic objectives:

- a. Develop and sustain a positive self-image.
- b. Cope adequately with home and family responsibilities.
- c. Exercise rights and responsibilities in his own community.
- d. Use leisure time purposefully.
- e. Participate harmoniously in group situations.
- f. Make responsible decisions on his own work future.
- g. Understand the nature and functioning of the Canadian political system.

Anticipated date of report: October, 1971.

\*\*\*\*\*

English with Ease Reading Program.

RESPONSIBILITY: R. Ewaskiw, Academic Curriculum Development Specialist.

In our society, with its increasing emphasis on education, pressured by our constantly expanding economy, we are perplexed to find numerous peoples who are still deficient in the ability to read and write.

A number of people from the Program Development Department of Alberta NewStart Inc. initiated the development of an experimental course to answer a specific area of need in adult education. The fact was founded that many native adult trainees were experiencing considerable difficulties in learning academic and vocational exploration materials presented in English. At this point in time, no specific reading courses designed for adult use were available to the Alberta NewStart Mobile Family Training Centres in northeastern Alberta. Because the language difficulties experienced by the adult

trainees appeared to follow particular patterns, a theory was proposed and the work towards the experimental program got underway.

"English with Ease" attempts to develop concurrently the listening, speaking, reading, and writing skills of non-native English speakers. The content in each segment of the program was selectively created to complement the life-style of the intended subjects.

Pictophemes and Language Master Cards concentrate on the aural and oral features of the language. The sounds of the consonants and short vowels are introduced in the initial position. At his discretion the instructor may indicate the name of the letter but it is not particularly intended that the trainee learn the word presented via Pictopheme. Simultaneously the same material is presented in the Writing Guide Book to develop the necessary writing skills and reinforce the materials presented to that point. Very little emphasis is placed on printing but the trainee must be introduced to the series as he must transfer to the print style used in the accompanying literature.

The Exercise Drill Book provides the necessary reading exercises and expands the initial sound presentation to include the medial and final sound of any particular letter. Re-arrangement of letters introduced builds the vocabulary and no words are injected that involve letters not formally introduced by Pictopheme. The drill exercise will require explanation and assistance by the Instructor. In many instances supplementary aids will be required to drive home the lessons.

For these reasons it is imperative that the specified order of presentation be preserved. The basis for the order was determined by an initial letter frequency count done on material written by students in the various mobile centres, publications used in the centres and random selections from textbooks.

Studies of Cree and Chipewyan indicated that there were a number of sounds missing that are familiar to English. This accounts for the second stage of letters as outlined in the preface to the Pictophemes. It also includes three letters found rather infrequently in English. Drills are built in to attempt to bridge these linguistic difficulties.

Introduction of long vowels, double vowels, vowels and semi-vowels, and consonant blends are presented in that order. It should be noted that single sentences have been constructed using actor and action words only (subject and predicate). One additional

sentence style is generated from the basic A,A pattern which is A, A, e (e = end word). The end word may be the object or complement. The instructor should be aware of this pattern and that future exercise books may expand on this formulae but at this level it hardly seems necessary to burden the student with this knowledge.

Adhering to the principle of not using words that involve un-introduced letters presented many problems in the creation of reading material. At this time there is only one story available following the first stage of letters presented. After the second stage the reading material is plentiful and follows a definite pattern.

Most of the stories presented are based upon the typical family life of the following characters. The way they are to be portrayed to the students is indicated below:

Tom, the hunter. A young man and young father.

Annie, a young woman. Tom's wife and mother of Stan.

Mosom, wise grandfather of Stan. Tom's father. Acute sense of justice and humor.

Nokom, doting grandmother of Stan. Skillful in traditional home life and active community midwife.

Stan, Active mischievous son of Tom and Annie.

It will be obvious that this program even at this experimental stage is teacher-oriented. Many of the students are learning English as a second language while still illiterate in their native tongue. There is no foundation of literacy that will permit a transfer of learning. The Instructor may be further frustrated by his ignorance of the native tongue.

To date there has been only urban-oriented curricula available for these students.

This course was designed to overcome these handicaps. The audience is ready. The final ingredient for success is the sensitive empathetic Instructor.

Anticipated date of report: October, 1971.

Mathematics with Ease.

RESPONSIBILITY: R. Ewaskiw, Academic Curriculum  
Development Specialist.

Mathematics with Ease is designed to give the trainee a sound background of knowledge of the number system, skill in computation and a large measure of practical mathematics.

As a result, a number of resource materials were used in the construction of the curriculum outline. This outline not only embodies what is to be studied, but defines the type of behavior changes desired, and the instructional methods to be employed.

An evaluation program was built into the curriculum, not only to measure trainee progress but to maximize evaluation of the course itself.

The following sources were incorporated for the formation of the curriculum outline below:

1. Refresher Arithmetic: E.I. Stein,  
Allyn and Bacon - 1961.
2. Applying Mathematics: Carlaw and  
Raithby, McGraw Hill - 1967.
3. Systems For Success: R. L. Henney,  
Follett - 1965.
4. Canadian Business Mathematics: C.  
Lund, McGraw Hill - 1964.
5. Continental Press Inc.

MAJOR OBJECTIVES OF THE PROGRAM

The trainee should:

1. Acquire general knowledge of the number system, its symbols and its vocabulary.
2. Acquire reasonable skill in manipulating the four fundamental operations of addition, subtraction, multiplying and division.
3. Become knowledgeable about the concepts of fractions, decimals and percents, and become reasonably skillful in manipulating them.

- 4. Acquire an understanding of the various systems of measurement and develop skill in the use of these as they apply to work situations and to consumer wisdom.
- 5. Develop an understanding and an appreciation for basic commercial processes such as: budget, interest, insurance, taxes and banking.

COURSE CONTENT

- 1. Numbers
- 2. Basic Operations of Numbers
- 3. Fractions
- 4. Basic Operations of Fractions
- 5. Decimal Fractions
- 6. Percent
- 7. Mensuration
- 8. Application of Partial Numbers

Anticipated date of report: October, 1971.

\*\*\*\*\*

Day Care Programs.

RESPONSIBILITY: J. W. Barry Jaeger, Director of Special Projects.

The report will describe the complete operations of our Day Care Programs at three of our mobile centres. The purpose of the report is to show significant changes of growth, health, attitude changes of parents and children involved in the pre-school program. This report will be a descriptive report based upon observations of staff and individuals involved with this program.

Anticipated date of report: April, 1971.

School Readiness Program.

RESPONSIBILITY: J. W. Barry Jaeger, Director of  
Special Projects.

This report will describe Alberta NewStart Inc. involvement in the School Readiness Program in the Kikino Settlement. The program was designed to encourage and motivate both children and mothers attending the centre from the community.

The information contained in the report will be gathered from existing reports, people involved in the program and personal observations.

Anticipated date of report: May, 1971.

\*\*\*\*\*

A Nutrition Study Proposal.

RESPONSIBILITY: Marilyn I. Assheton-Smith,  
Technical Writer.

The proposal outlined takes the point of view that research should not be something done by one group of people on another, but something done by a group of people on themselves to advance their knowledge and their ability to deal with "the world".

This implies a highly flexible research design as, in effect, the community is in control of the direction of the study. A hierarchy of goals for the research design has been identified. It includes from one extreme, where a small group of women become more knowledgeable and secure about good food patterns to the other extreme where the total community recognizes its nutritional status, identifies the underlying causes of deficiency, and attempts to deal with those causes.

Somewhat traditional nutritional measures are proposed, including twenty-four hour recall for food intake, minimal capillary blood chemistry, and height and weight. These must of necessity be simple enough that local people can understand their interpretation, yet accurate enough that false conclusions will not be drawn.

If the project is carried to its ultimate goal it is probable that some nutritional deficiencies will be identified, as a T.B. epidemic last year and constant high morbidity both suggest possible nutritional inadequacies.

However, they should be identified within the cultural eating patterns of the community, rather than in relation to the cultural eating patterns implied by Canada's Food Guide.

Anticipated date of report:    Proposal, December 31, 1970.  
  Study, August 31, 1970.

\*\*\*\*\*

On Building a Road:   Janvier.

RESPONSIBILITY:    Marilyn I. Assheton-Smith,  
  Technical Writer.

All projects do not show equal degrees of success, especially if success is measured as developing knowledge and skills within a community as well as achieving a given goal, and if that measurement is considered against a cost factor. In these terms, the road project at Janvier may be considered less clearly "successful" than some other projects.

The need for a good all-weather road to replace the winding trail to the railway track was apparent to NewStart personnel on their first trips into Janvier, and was recognized as desirable to community residents.

Arrangements were made with the Adult Vocational Centre at Fort McMurray to build the road, and thus provide practical experience for their students. All supervision and work was carried on by the instructors and students of the McMurray school. In spite of what seemed at times to be constant rain, mud, muskeg, and washouts a high grade stretch of road was completed this fall, after two full seasons of work.

Success or not? Frustrating as the experience has been, the road is there, eight miles of beautiful grade linking the settlement to the railway track, the gateway to "outside". Now, if only someone could determine how to build the next sixty miles so people could drive in and out of Janvier!

Anticipated date of report:   December, 1970.

A House Building Operation: Janvier.

RESPONSIBILITY: Marilyn I. Assheton-Smith,  
Technical Writer.

A practical learning experience for NewStart adult students became available when provincial welfare services, through Alberta Housing Corporation, decided to arrange for the building of eleven houses on the Metis end of the Janvier settlement.

The student body arranged to take the contract from A.H.C. and build the houses. As they were prepared to do so at a minimum charge, more money could be spent on the housing materials than would otherwise have been possible.

The men divided themselves into three work crews, with a foreman appointed for each group. They utilized the skills and knowledge of a NewStart instructor for the first two houses but since then have worked on their own. Four houses are currently completed and work continues on the others. The money paid for the contract will go into a students' union fund to be used for the betterment of the community.

A simple "learning experience"; yet it has required not only carpenter skills, but the organizing of crews, keeping supplies moving to where they are needed, and all the skills of completing a project from start to finish - all being done by a small group of Indian men in a remote bush community.

Anticipated date of report: December, 1970.

\*\*\*\*\*

Hot Lunches for School Children: Janvier.

RESPONSIBILITY: Marilyn I. Assheton-Smith,  
Technical Writer.

The NewStart program at Janvier has, through a round about process, resulted in the school children in the settlement receiving a good hot lunch during the noon hour.

Last year school lunches were packed by the mothers who attended the NewStart program. This became a

source of friction in the school, as some children had no such lunch, and it was replaced by a program wherein equivalent funds were used to provide a light hot lunch for all school children. However, NewStart funding could not be continued for this.

In early summer the NewStart student body held an open community meeting to discuss the problem. At this meeting a school lunch committee was appointed to arrange for continuing lunches for the children. The committee, consisting of representatives from the treaty Indian and Metis end of the community met with Indian Affairs in St. Paul and Social Development personnel in Lac La Biche to negotiate for funding. Eventually matching grants were received from Indian Affairs Branch and the provincial Human Resources Development Authority. Money was deposited in a Lac La Biche bank. The committee has hired a woman to prepare the meals, regularly purchase the necessary food, buy the fuel to heat the community hall where the children eat. They also keep financial accounting through their chequing records. The simple responsibility of providing hot nutrition lunches for their children has become a business for five men and women in a classic Indian poverty community.

Anticipated date of report: December, 1970.

\*\*\*\*\*

Demonstration Project: Kikino Service Station.

RESPONSIBILITY: Marilyn I. Assheton-Smith,  
Technical Writer.

The Council at Kikino, with Alberta NewStart Inc. facilities set up a simple demonstration project to determine if a garage would be profitable and useful on the colony.

There were a few problems, the major ones being the business arrangements of a partnership and finding enough business to keep two men busy and earning income. Both of these were solved by one man taking over the operation. Thus, with no economic risk the Council obtained the answer to their question and three residents gained experience in such an operation. It is noteworthy that Alberta NewStart Inc. is, by its mandate, forbidden from investing directly in economic development. Its program is described as a "training and retraining"

program which suggests that staff works solely with students or "trainees".

But it is clear from this example that interaction may occur between NewStart staff and members of the community who are not students, in this case the local government of the colony, and that this type of interaction is necessary for local employment potential to be developed. That is, it appears that "training people for rewarding employment" should not be perceived as solely involving students, teachers, and schools.

Anticipated date of report: December, 1970.

A P P E N D I X 15

C A N A D A N E W S T A R T

RESEARCH DIRECTORS' MEETING

ST JOHN'S, NEWFOUNDLAND  
June 5 - 7, 1971

Abstract of  
PROPOSALS AND MATERIALS

Submitted by  
ALBERTA NEWSTART INC.

Suggestions regarding the  
ASSESSING OF NEWSTART ORGANIZATIONS

Lewis Aumack, Ph.D.  
Director of Research  
Alberta NewStart Inc.

The assessment of any phenomenon requires a focusing on two interrelated questions. One major question relates to the matter of outcome and encompasses such terms as "criteria", "achievement", "effectiveness" and "results". The other major question relates to the matter of processes and encompasses such terms as "method", "dynamics", "determinants" and "vitiating variables". In its simplest form, the first asks the questions "what?" and "what for?", the second asks the question of "how come?". The distinction is not unrelated to the current attempts to separate "summative" and "formative" evaluation.

The problems in assessing organizations are similar to those in assessing programs. The crude separation into outcome and process are reflected in the recent "goal" vs. "systems" models for organizational analysis. On the basis of much explicit and incidental attention to the general problem of "evaluation" by Research Directors of the various NewStart Corporations, preferences appear to favour reports on "program products", to the exclusion of reports on the "organizations-as-producers-of-programs". While the assessment of programs should legitimately be accorded first priority, potentially significant organizational information is lost if program analysis receives sole priority. Since an organizational assessment is a form of self-analysis, the overt and covert attempts to bury the problem are understandable. They are, however, "cop-outs" and must be accepted as such.

The least invalid of the arguments made against the idea of organizational analyses are (1) the analysis would have to be after-the-fact and relying on retrospective memory-traces, and thus (2) the report would merely be a formalization of the biases of the person responsible for the writing. The first point is only too true, of course, and represents the major weakness of most assessments of action programs. That many, if not most, of the program reports have been based just as much on subjective bias and retrospective recall has not led to their demise or constraint. Instead, the reaction at both the federal and local corporation level has been to say "It ain't much but it's the best we've got and let's make the most of it." Since the same basic situation applies to organizational assessment as to program assessment, either both should be done or both should be dropped. If organizational analyses are to be done, then the best ("least inadequate") solution to the second criticism would require the systematic sampling of subjective reporting throughout the various domains and levels of the particular organization. While consensus is a poor substitute for objectivity, it is more acceptable than the uncontrolled subjectivities of n of 1.

It was recently stated by SHAB that the Executive Director of each NewStart corporation will be required to submit a narrative "life history" of his organization. Unless such a "history" means merely a chronicalling of the dates of major battles and the names of the generals involved, we are again talking of some type of organizational analysis or assessment. One would hope, also, that some degree of comparable reporting is intended. Our goal should be the modest one of minimizing the subjectivities of past recall and maximizing the objectivities of current organizational phenomena.

It is for this reason that the following tentative framework for the hanging-on of information is presented. With modifications by the other corporations, some such outline promises to put us further ahead for understanding the processes within a given corporation and for making comparative statements across corporations.

THESIS AUTHOR'S NOTE -

Dr. Aumack, in his proposals and materials for the framework, submitted forty-six pages of rationale, conceptualization, and forms for assessing NewStart organizations. These have been removed in this thesis but are available from the author or Alberta NewStart Inc., Lac La Biche.

A P P E N D I X 1 6

Abstract of

A STUDY OF THE ACADEMIC PROGRAM  
IN ALBERTA NEWSTART INC.

by

Bruce Handley

This report is a descriptive survey of the test results of the English and mathematics courses offered by Alberta NewStart Inc. Since the data available for this report is limited, a more thorough report will be completed after the NewStart project is completed in March 1971.

The main objective of this study was to determine whether or not trends existed relative to these academic courses and the trainees enrolled in them. It is hoped that these trends would be considered when further modifications are made to the present program.

The sample consists of 74 subjects; 34 female and 40 male, who completed the academic program in the Alberta NewStart Mobile Research Centres at Lac La Biche, Janvier, Kikino and Fort Chipewyan. The subjects were given two batteries of tests when they entered the program and retested with the same instruments when they completed the program. The test batteries included various tests in mathematics and English; these made up the Adult Basic Learning Examination. Intellectual Assessment was determined with the Raven Standard Progressive Matrices.

The time subjects spent in the program varied from one month to nine months. For convenience of analysis the time was categorized as two months; including one and two months, four months; including three and four months, six months; including five and six months, and eight months; including seven, eight, and nine months.

This report examines the pre-post test results for the sample. These results are presented for the males and females separately as well as for the entire group. Analysis of the test results are completed using intellectual ability, age, grade level on entry as baseline

references. Results from different types of courses are presented. The length of time a subject remains in the program is examined on the basis of age and sex.

Trends relative to courses and trainees observed in this study include:

1. Those subjects who remained longest in the program do tend to learn more. It is interesting to note however, that the amount of time a subject spends in the program is inversely proportional to his academic level when he enters. In other words, it may be that the subject who enters the program at a higher level is nearer the ceiling of the instrument, the ABLE, in this case, and may not show as much increase. Also since the mobiles are upgrading centres to qualify individuals for advanced training in the AVC program in Fort McMurray, they send the better students as soon as they appear to be ready. The lesser qualified, of course, remain behind.
2. The subject who remains the longest in the program is usually older with a lower academic standing. Single females also tend to remain longer in the program than do single male students.
3. The subjects appear to gain at a much more rapid rate in mathematics than they do in English. This might appear to be the case since it is easier to

detect small gains in mathematics than it is in English.

4. Those subjects who enter the program at a higher academic and intellectual level do not gain as much as the lower level students. The programs may be oriented for the lower level subject.
5. No particular program appears to be better or worse than another.
6. Age doesn't appear to make much difference in terms of rate of learning.

## APPENDIX 17

### ABSTRACT OF

#### The Dynamics of Alberta NewStart Inc. - An Analysis of a Complex Social Organization

The purpose of this study was to analyze the dynamics of Alberta NewStart Inc. as a formal complex social organization.

Using the Bakke model as theoretical framework for the study, the writer selected the critical issues of legitimation and evaluation of projects to analyze the organizational behaviour of Alberta NewStart in response to these two issues.

The procedure used in the study was to spend three months "living in" the organization analyzing relevant documentary evidence, supplemented by unstructured interviews with selected persons inside and outside the corporation. In addition information was gathered from the federal Department of Regional Economic Expansion, the funding agency of this terminal quasi non-governmental organization as well as the Department of Education, Edmonton, the other partner parent of Alberta NewStart.

Alberta NewStart Inc. attained legal legitimacy as a result of three main actions; the decision of the government of Canada to sponsor the Canada NewStart Program and concurrence of the provinces in early 1966, the decision of the Government of the Province of Alberta in mid 1967 to participate in the program, and the actual incorporation of Alberta NewStart under the Societies Act in August, 1967.

Social legitimacy was a slower process and there was evidence that some participants never did perceive the program as experimental or research oriented until late in the life of the corporation.

Whereas legitimation was found to be important in the early life of the corporation, evaluation of projects gained momentum in the penultimate and last year of operations. However, political decisions to phase over the organization into a new type of structure made evaluation findings less significant.

It was concluded from the organization behaviour that all five of the activity bonds that were identified by Bakke were essential to the effective functioning of Alberta NewStart Inc. The identification, perpetuation and homeostatic bonds appeared to be of most importance.

In addition to expanding Bakke's concept of the social organization to include conflict between or among the systems of activities it was found that co-optation and political influence should be considered when analyzing complex social organizations.