

1961
MAY

NEW DIRECTIONS IN DETERMINING COMMUNITY NEEDS

REPORT OF
THE ANNUAL MEETING AND CONFERENCE
OF THE
COUNCIL OF COMMUNITY SERVICES OF EDMONTON AND DISTRICT
MAY 26 AND 27, 1961

CONTENTS

<u>Page</u>	<u>Subject</u>
2 - 4	"Planning for or with People" Address by Mr. W.B. Baker
4	Panel Discussion of Mr. Baker's Address
5 - 7	"New Directions in Determining Community Needs"
7 - 8	Panel Discussion of Dr. Lagey's Address
9	Edmonton Council of Community Services Annual Meeting
10 - 12	Report of the President - Mr. D. Homersham
13 - 15	Report of the Executive Director - Mr. W.M. Nicholls
16 - 20	Problem Census
21	Evaluation of the Annual Meeting and Conference
22 - 24	Persons attending the Annual Meeting and/or Conference

"PLANNING FOR OR WITH PEOPLE"

Address by Mr. W.B. Baker

Director, Saskatoon Centre for
Community Study

In his opening remarks Mr. Baker underlined the importance of understanding the particular community. He pointed out that he has been working largely with small and rural communities in Saskatchewan. Edmonton, on the other hand, is a large urban community. He said he was beginning to question, however, if there are as many fundamental differences between urban and rural communities as we sometimes think. Perhaps the urban community is only more complex.

Mr Baker defined the community as "the arena within which things get done". He gave as an example the development of a community skating rink. There was in this instance the involvement of a certain community. However, in other instances, the community would be larger: for example, the community which is involved in the School Board or in the Health Centre. The community depends upon what kind of problem one is trying to solve.

Mr. Baker said the subject he had been given - "Planning for or with People" - had tremendous implications. We are now moving into urban development. As we do so, it is important to examine carefully our old concepts and ways of working and develop new conceptions since the situation in which we work today is quite different to the situation in which we worked some years ago. We have to go back to re-examine why we involve citizens.

Edmonton has developed a way of doing things which would be quite different from Saskatoon or Regina. The Edmonton Council of Community Services has a unique history. We have here a highly developed instrument which other communities are just beginning to develop and it is important that the Council consider carefully the question of planning for or with people.

Mr. Baker suggested we are faced with a choice between a planned society and a planning society. The voluntary agency is a most important part of the planning society. Through the voluntary agency the individual is helped to involve himself in the fundamental issues of the community. However, there are many communities which do not have voluntary agencies. He gave as an example the number of Indian and Metis communities where there are absolutely no voluntary agencies. What are the implications for such a community?

Mr. Baker noted there are four basic changes which are taking place in our communities today. It is important for us to be aware of these changes because in many communities they are creating new problems. The first is the basic fact that our communities are becoming more complex. With this increased complexity the skills of professionals are needed. A second change which is taking place is the emergence of massive but increasingly passive participation of citizens. Mr. Baker spoke of the participation of citizens in our communities through cash. We are becoming more concerned about public opinion and public opinion polls, and our communities have been vastly affected by the mass media.

The third change that has taken place in our communities is the growing predominance of centrally determined but locally injected values. This very often creates a conflict with the social and spiritual values of the local community.

Mr. Baker asked: what is the source of our values - the way we ought to behave? Pressures used to be on the family. Today, however, teenagers are individuals and are anonymous. We are bombarded with values from the outside. He noted that Edmonton is a very mobile community and it must be very difficult to know what counts in Edmonton.

The fourth change that is taking place is the emergence of the scientific revolution as a successor to the industrial revolution. In this age the social sciences have increased significance and importance. The social sciences can give us better insight into our communities and into our problems. They can also be used for manipulative purposes. We have a choice of having in our communities cheerful robots or responsible individuals. We can have manipulated masses or an educated public capable of effective participation.

Let us not get caught up in the battle between political ideologies, Mr. Baker cautioned. There has been a smoke screen set up which prevents the understanding of the welfare state. The welfare state has emerged to eliminate social maladjustment through social legislation. We have examples of the welfare state in our communities, in our schools and in our hospitals, and in our old folks' homes. The modern welfare state has provided fundamental answers to social maladjustments.

One area in our community which we need to examine very closely is the institutional and hospital life. We tend to separate and isolate the ill and deviant from our community. Are our old folks' homes becoming pre-cemetery cold storage vaults? Are our institutions sponging up society's problems? Are we really helping these people to come back and take their places in the community, Mr. Baker asked.

Life in our community has become more complex - professionals have specialized. If professionals do not have the answers the final decision has to be made by the community. The expert's role is to advise, the citizen's role is to decide. It is important to focus on issues rather than techniques. How does a community come to understand community problems? This is probably the basic question facing the voluntary organizations in our community. The voluntary organizations have proliferated, they have moved from all community functions to highly specialized functions meeting special needs. The people in the voluntary organizations are doing the housekeeping of our society.

Our big problems today are basically human problems, Mr. Baker stated, and more than ever it is necessary to develop effective departments of social sciences in our Universities. Also, we need to look very closely at the goals of our formal educational system. Terminal education today is an anachronism, it is of utmost importance to provide our citizens with opportunities for continuing education.

Another point which Mr. Baker raised was the emergence of large scale organization. With its emergence, important community decisions are made outside the community at some head office. Decisions to start new organizations or to increase the services of existing ones are no longer made in the community and the community has no control over these decisions. We need to take a close look at these large centrally controlled organizations. We are developing a procedure in our local communities whereby local organizations collect money so the central organizations can conduct research on a national basis. What is this doing to our local community? These, Mr. Baker suggested are all areas where we are planning for people rather than planning with them.

Mr Baker asked: what do we mean by citizen participation? There is little social research in this area. All citizens cannot participate equally - matters of prestige and power come into the picture. There is unfortunately very little

literature on the role of the voluntary organization. There needs to be a clarification of the relationship between organizations.

In concluding, Mr. Baker asked: what is the Edmonton Council doing? Is it working effectively in providing an opportunity for the citizens to plan and does it include an effective research program to enable them to make informed decisions? We need this vital service in our communities if we are to plan with rather than for people.

PANEL DISCUSSION OF MR. BAKER'S ADDRESS

Panel Members: Mr. Glen Eyford, chairman; Mrs. C.J. Farrell; Mr. N. Lansdown; Dr. R.L. James; Mr. J. Harper Prowse; Mr. Baker.

In the panel discussion, concern was expressed that there is an increasing tendency for community decisions to be made outside the community at the head office of the organization. There was also a concern that we are wasting our community leadership. Leadership tends to be in the hands of a few. One opinion was that it was difficult to dislodge the old community leadership and difficult for the young leaders to break through. Mr. Baker suggested that organizations have seven-year cycles. New leadership brings new purposes.

It was asked if we should give leadership training courses and the comment was made that we cannot train leaders in a vacuum. One of the panelists suggested that leadership is a combination of a number of things brought together in a specific situation. He also suggested that the situation makes leaders and leaders make a situation. It is difficult to train leaders apart from the leadership situation.

The question of distinguishing between the expert and the leader was raised. It was suggested it is important that we sit down and clarify the roles between the expert and the leader. The leader is somewhere between the expert and the people. One panelist suggested that the leader's job is to sell his decisions to people in his organization. Another member of the panel felt that the expert should be closer to the people and should not have to go through the leaders.

It was asked who are the experts? One example that was suggested was the Town Planner. A parallel was drawn with the shoe salesman. The function of the expert was to try the shoe on, but the function of the client was to make the decision as to whether or not the shoe was right for him. It was asked if people had the right to commit unborn generations. Another viewpoint was that there is often a conflict of values between the leaders and the led.

Fluoridization was given as an example of a conflict between the experts and the people. Some of the panelists felt this was an example of a situation where the expert should be able to make the decision. The people should be planned for. The question was posed: who is the right expert and who chooses the expert to make the decisions? The opinion was expressed that the expert should be in an advisory role, that he should help the community to think things through.

It was suggested it is the role of the Edmonton Council of Community Services to work quietly strengthening the effectiveness of all the existing community organizations. It was asked if it was being suggested an expert could not be a leader. One panelist thought the expert should be a catalyst. The kinds of jobs we have to do require experts, but the experts tend to see the community with blinkers. An expert has to be very careful when he suggests changes.

"NEW DIRECTIONS IN DETERMINING COMMUNITY NEEDS"

Address by Dr. J.C. Lagey

Research Director Community Chests and
Councils of Greater Vancouver

In his introduction Dr. Lagey said that "priorities" had become a dirty word and raised all sorts of anxieties in the health and welfare community. In the first place among members of budget committees as they bear the brunt of the results of any setting of priorities. In the second place among the front line workers in agencies who wonder whether their particular work will be regarded as high or low priority.

Priorities, however, have become a fact of life. Over the past ten years communities throughout the States and Canada have become occupied with developing some system of priorities on a rational and objective basis. It indicates a coming of age in the health and welfare community from the nice and comfortable informal way of doing things.

It is not something invented by Community Funds and Councils because they had nothing better to do, but rather something forced upon them by the community at large. Legislatures and business men were asking why in a period of expanding economy and wealth more and more money was being spent for health and welfare. Foundations such as the Ford Foundation were becoming interested in making money available for studies in the area of determining priority needs.

Particularly with the rise of Chests and Funds the community at large is in need of more and more information and understanding about what health and welfare organizations are doing. Dr. Lagey said that it is partly due to our faulty communication as to what we are doing that the public still has the image of health and welfare organizations as 'alms givers'. In reality we are now dealing with the secondary stage of breakdown, namely, in people's relationships with one another.

The pressures for some system of priorities have come from principally two sources,

a) from a general awareness of Council's and Chest's responsibilities to the community at large, stemming from an uneasiness that we have not checked in a controlled and scientific way the results of our services. The few studies that have been done with people that have received health and welfare services, have raised very challenging questions about our so-called "good results". Dr. Lagey stressed here that it is very difficult for any professional to evaluate the results of the services which he himself has offered.

b) Pressure has also come from Community Chests or United Funds through their larger donors. Big corporations recently have come to employ the methods of research in their own businesses, e.g. market research, attitude studies, etc. The corporation beleaguered by requests for donations for health and welfare has in turn turned to its own researchers to find out where he should put his emphasis, and has raised the question through his representatives on Funds and Chests of where the money he is donating goes.

Up to now, Dr. Lagey continued, most Councils have been concerned with identifying needs. In the past few years this process has increased its speed and it is time

(Address by Dr. J.C. Lagey)

to take stock and develop rational means to measure these needs and the strategy in meeting them - i.e. priorities or, as some prefer, determining needs and resources. In brief this requires a system of classifying services, and rating them according to some objective scientific scale.

When we do this we may discover all the services that are no longer needed; or that any other services should stay at their present level of development; or again that certain services should be pushed ahead.

The development of a priority system, Dr. Lagey said, is extremely difficult. No community has done this successfully so far. Many different priority schemes have been set up, but on the whole few have gone the whole way: that is to say, for all agencies - and few have been able to push their system to its logical conclusion, implementation. Usually a survey of agencies has been made, some classification carried out, and ratings done, but no firm follow-up recommendations have been made. Los Angeles seems to be the only plan that has survived, while others such as Pittsburgh, Toronto and Milwaukee, have gone by the board. Vancouver at this point is forced into a study of priorities because of a repeated money shortage in the Community Chest.

Dr. Lagey then elaborated on the various steps involved in the process of setting up a system of priorities.

- I. A decision has to be made on the kind of plan one wishes to institute in the particular community. Should it be done for only new or expanded services? Should it be done for services offered through United Community Fund agencies? Or lastly, should it be done for the whole panorama of services offered in a community?
- II. A classification has to be made of the services that are being offered. Dr. Lagey stressed that it was important to classify services not agencies. He mentioned that in Vancouver the Council is planning to go the whole way for all services offered, but that the Chest will do it only for the services offered through their member agencies.
- III. The budgets of the various agencies must then be broken down so that it can be estimated how much approximately is being expended for any particular service in a multi-service agency.
- IV. A selection of criteria to be used for evaluating the effectiveness of services offered. The ones mentioned by Dr. Lagey were as follows:
 - a) Does the service have a bona fide health and welfare interest?
 - b) What are the results in terms of people that have been receiving this service from the agency?
 - c) Is this service appropriately financed; that is to say, should it be under private or under public sponsorship?
 - d) Is there a responsible and interested group of people behind the service?
 - e) How many people are involved in the service?
 - f) The indispensability of the service regardless of the number of people served.
 - g) Is the service a preventative one or a treatment one?
 - h) Has self-evaluation been done by the service?
 - i) Is expansion of the service warranted in terms of the population growth or decrease?

(Address by Dr. J.C. Lagey)

Dr. Lagey stressed we must be careful not to apply a rigid system because this would defeat the purpose for which it was set up in the first place.

- V. With the classification of services and criteria for their effectiveness the rating of services can then be made. It is important that the ratings be made by an independent group of citizens with professional staff from Councils or Funds or both as consultants only.
- VI. The implementation of the plan through referral to the Board of Directors of the Council and/or the Fund for action.

Throughout all of this Dr. Lagey admonished that communications both with the agencies involved and the community at large is of prime importance. He said that both the setting up of such a system as well as its execution must be carried out in the open with the full knowledge of everyone involved as well as the community at large. He warned that such a system will not come about over night. One staff person from the Fund or Council or both, must be related to the whole process. He felt that the executive director of the Fund must be a member of any priorities committee and that board members and staff members from agencies must be involved in the process. In order to get the best results functional budgetting by agencies would be an absolute requirement. And lastly, Dr. Lagey stressed that priorities without power - that is to say, without implementation - would be useless.

PANEL DISCUSSION OF DR. LAGEY'S ADDRESS

Panel Members: Dr. J. Guild, chairman; Mr. J.L. Bodie; Mrs. Adlynn Hewitt; Mr. R.W. Jones; Mr. Norm. Silverman; Mr. Lee Tracy.

In the main the panel seemed to divide itself into those who did not want to lay down any hard and fast rules about which services were more important than others; and those that felt since decisions are always being made on the basis of some explicit criteria for priority we should now try to identify and make explicit objective criteria on which we would judge the relative merits of services.

One panelist said that in giving or allocating of funds he disagreed with Art Piggott's dictum "Don't Let Your Bleeding Heart Rule Your Bloody Head". He stated that we cannot dictate the personal preferences of the givers, which would happen if we made a rigid system of priorities that would rank services sometimes in contrary positions to the ranking done by any of the individual givers.

Another objection to a system of priorities was that there are no objective yardsticks or scientific tools for evaluation and therefore any system of priorities would be unrealistic. In addition, it was suggested that Dr. Lagey's report so far had indicated that the systems set-up were not successful. Was there not a danger that priorities would be imposed upon the community with criteria based on intangibles. It was stated that budget committees are using some criteria to assess services now, and with a little more information available to them their assessment could be improved.

Opposition to this approach was expressed by the suggestion that a community must be given a knowledgeable picture of what is happening to the funds they contribute. There may be a system of priorities operating at this point, but no one knows what they are because the criteria used by allocations committees or budget committees are implicit rather than explicit. It was asked: If we don't know what the facts are in any

(Address by Dr. J.C. Lagey)

given service how can we possibly judge?

It was suggested that in effect all were agreed budgets must be evaluated and that it was more a matter of degree or extent to which they should be evaluated. The criteria should be made explicit, recognizing that, even with criteria, the factor of expediency would not be entirely eliminated.

Dr. Lagey, in commenting on the panel discussion, explained that priorities were not a rigid system but were rather directional emphases given to budget committees for their protection so that they would have explicit criteria upon which to make judgments.

In his summation, Dr. Guild stressed the importance both of a Council supplying information to the allocations committee and vice versa, the Fund asking for specific information from the Council.

EDMONTON COUNCIL OF COMMUNITY SERVICES

A N N U A L M E E T I N G

May 27, 1961

Attendance: 86 people were present

Chairman: D. Homersham, President, Edmonton Council of Community Services

Luncheon: Grace was said by the Rev. David Crawford and luncheon was served. After the toast to the Queen, Mr. Homersham introduced the Head Table guests.

MINUTES LAST ANNUAL MEETING: Motion: Mr. Deildal and Mr. Fraser - that the minutes of the last annual meeting be adopted as circulated. Carried.

PRESIDENT'S REPORT - See pages 10 - 12

TREASURER'S REPORT - Motion: Mr. Coburn and Dr. Mintz - that the Financial Report as presented in the Annual Report be adopted. Carried.

APPOINTMENT OF AUDITORS - Motion: Mr. Coburn and Mrs. Hewes - that the firm of Peat, Marwick and Mitchell be appointed as Auditors for the Council for the 1961 - '62 program year. Carried

YOUTH SERVICES DIVISION - Mr. Critchley read the report of the Division for Mr. Baker, who was unable to be present. Mr. Critchley especially welcomed Miss Margaret Kopala, secretary of the City-Wide Teen Council.

ELECTION OF MEMBERS TO THE YOUTH SERVICES EXECUTIVE COMMITTEE - Dr. Margaret Thompson, Chairman of the Nominating Committee, presented the following names for election for a three year term: Mr. Ian Roger, Rev. David Crawford, Miss Elsie McFarland. There being no further nominations it was moved by Dr. Thompson and seconded by Rev. Maggs that the slate be accepted as presented. Carried

WELFARE INFORMATION SERVICE - Mr. Milne, chairman, reported for the Service and moved the adoption of his report as printed.

NOMINATING COMMITTEE - Mr. A.W. Fraser, chairman, presented the report of the Nominating Committee and asked for further nominations from the floor. There being no further nominations, it was moved by Mr. Stewart, seconded by Mrs. Lawson - that Dr. Julius Guild, Mr. David Graham, Mrs. E.E. Bishop, Dr. H. Matas, Mr. Keith Wass, Mr. John Ward, Mr. Morton Coburn, and Mr. Jack Weber be elected to the Council Board of Directors for a three-year term; that Mr. Colin Campbell and Mrs. H.B. Collier be elected for a two-year term, and Mr. Jackson Willis for a one-year term. Carried.

OBJECTS AND BY-LAWS - Mr. W.H. Pettigrew, chairman of the Committee elaborated on the changes in the objects and by-laws of the Council which had been duly sent out to the members prior to the Annual Meeting.

Motion: Mr. Pettigrew and Dr. Guild - that the Council membership confirm the Objects and By-laws as recommended by the Board of Directors of the Council of Community Services. Carried

EXECUTIVE DIRECTOR'S REPORT - See pages 13 - 15

EDMONTON COUNCIL OF COMMUNITY SERVICES

ANNUAL MEETING

REPORT OF PRESIDENT - MR. D. HOMERSHAM

With the writing of this report may I take time to pay tribute to the men and women who, 21 years ago, had the foresight and vision to see the need in this growing community for a co-ordinating and planning body to mobilize resources to determine and meet community needs. Too often we are inclined to forget the total number of voluntary hours of labor that, over a period of 21 years, has gone into providing a necessary community service and the building of a strong organization.

Today the Council stands dedicated to these aims and purposes...To study the needs of the people of the community; to bring together organized groups and individuals to study these common problems; to promote and support capable volunteer and professional leadership; to co-ordinate activities and eliminate duplication; to improve public understanding of the services that are available; to undertake research and area surveys; and to develop working agreements and solutions to health, welfare and recreational problems and to work for the prevention and control of social problems that are inevitable in congested urban areas.

This past year, due to a new concept in federated fund raising through the founding of the United Community Fund, the Council of Community Services has not only seen periods of adjustment and re-adjustment but its place in the community has become increasingly important.

I would like to pay tribute at this time to Dr. Francis Winspear, to Mr. J.M. Blanchard, to the Board of the United Community Fund, to the Committee Chairmen and to the many thousands of volunteer workers for successfully conducting the first United Appeal in the Greater Edmonton area. Without this spirit of brotherhood, without this concern for the well-being of mankind the work of the Council would be greatly impaired.

I would commend for your special attention reports on the Youth Services Division and the Welfare Information Service. These services have been carried out within the broad framework of the Council and largely supported financially by the City of Edmonton and the Provincial Welfare Department. These are important community-wide services which have amply demonstrated their value and have in addition contributed measurably to opening many areas of cooperation and planning with governmental services. May I take this opportunity of expressing appreciation to Hon. R.D. Jorgenson, Minister of Public Welfare and to Mr. Duncan M. Rogers, Deputy Minister, and to Mayor Elmer E. Roper and Mr. D.K. Wass, Superintendent, City Welfare Department for their active support and encouragement.

The beginning of our program year saw the need for the offices of the Community Chest and the Council of Community Services to be removed from the Civic Block and re-located elsewhere. Temporary accommodation was found on the third floor of the Royal Bank Chambers.

It was the feeling of the Board that the constitution of the Council should be reviewed and re-drafted in view of the expanded duties the Council would be expected to perform as a co-ordinating and social planning body in the years that lie ahead. A constitution committee was set up under the capable chairmanship of Mr. W.H. Pettigrew and the

revised document appears before you today. I would like officially to express my appreciation to Mr. Pettigrew and his committee for the excellent work they have done.

The pages of this annual report will give you some idea of the range and direction of the work undertaken. Time permits me only to touch on a few of these briefly, but I would like to emphasize the extreme importance of continuing in these fields of endeavour:

1. To offer the services of the Council in co-ordinating and furthering the work of rehabilitation services in the greater Edmonton area.
2. To explore the practicability of a central health and welfare building in Edmonton.
3. To study the need for adequate day care for pre-school children throughout greater Edmonton.
4. To study the short and long range effects of unemployment on social welfare services in the city, and specifically the need for rehabilitation of single transient men.
5. To work for the prevention of discrimination against race, creed and color in areas within the province of the Council.
6. To strengthen the identification of agency delegates with the ongoing efforts of the Council.
7. To further efforts to improve social, economic and educational opportunities for Indian and Metis people.
8. Consistently to bring to attention appropriate information and recommendations based on a thorough working knowledge of the community and its social services.
9. To seek implementation of Council recommendations on detailed enquiries already undertaken by the Council into child welfare, family services and problems of the aging.

On Wednesday, December 7th last year, at a joint meeting between the Executive Committee of the United Community Fund and the Management Committee of the Edmonton Council of Community Services, it was agreed to separate the duties and responsibilities of the integrated staff and subsequent to the drafting of the instrument of separation, both these societies have operated under separate staffs.

Because of the inaccessability of the Council offices, located on the third floor of the Royal Bank Chambers, approachable only by three flights of stairs, the Council moved its offices to 10011 - 103rd Street.

Following this period of re-adjustment the Council has given priority to the requirements of an adequate administrative staff...and to the drafting of an effective

program of research and planning for the health, welfare and recreational needs of this growing community. To accomplish this a committee of responsible citizens has been appointed and the resultant program emanating from this self-appraisal study of the Council's role in the community will be made available to you next fall.

Before closing this report I would like everyone to be aware that all this would not have been possible had it not been for an efficient administration staff under the direction of your Executive Director, Mr. William Nicholls and for an almost unprecedented amount of volunteer effort so generously and willingly contributed not only by the Board of Directors but by members of numerous committees. Frequently, in order to expedite the business at hand meetings have gone on until nearly midnight and I would like to go on record as extending a vote of appreciation to all those dedicated citizens who have served so faithfully.

I would like also to express at this time my sincere thanks to the retiring Board members, several of whom have served on the Board of Directors for several years. Mrs. C.J. Farrell, Mrs. J. Murray Davis, Mr. George Berge, Mrs. G.R. Conquest and Rev. W. Mundy.

The generous support of the Edmonton Journal, Edmonton's six radio stations, CFRN, CJCA, CHED, CKUA, CHFA, and CBX, and Channel 3 Television station is gratefully acknowledged. Without this support the work of the Council and the role it is playing in the community could not be interpreted to the public.

Finally may I say a word to the delegates assembled here and representing the 70 member organizations of the Council of Community Services. Through the mutual understanding and development of our work, in all its fields, we can go forward together. This is your Council. Together we can solve existing problems and more effectively serve our community. During the next twelve months I pledge myself to uphold, further and develop the aims and objects recorded in this report...because, like you, I believe "service to humanity is the best work in life".

EDMONTON COUNCIL OF COMMUNITY SERVICES

ANNUAL MEETING

REPORT OF EXECUTIVE DIRECTOR - MR. W.H. NICHOLLS

It was Mark Twain who once made this apt observation 'Why is it we spend so much time swatting flies when the world is full of Bengal tigers?! Every organization must periodically examine what it is doing to find out whether its objects are 'flies' or 'tigers'. The annual meeting is always a time when it is possible to ascertain the impact of the work done during the previous year. It is also a time for an objective review of accomplishments and failures. I am sure all of us would agree that we would profit from a little more time spent on analysing our failures than on drawing on successes. This observation has been made more than once at this conference by Dr. Lagey who has emphasized the importance of 'outcome research' - in other words, exactly what is the outcome of what we say we are doing? Have we tools to measure it? Even if the tools are not as sharp as we would like them, do we not have responsibility for this type of analysis?

The annual meeting is also a time to look ahead at the major challenges and the jobs to be done. In the 21 years of service to this community by the Council of Community Services we can see the Council has never been a static organization. There have been many ups and downs. What I would like to address our thoughts to at this point are the new themes that appear to be developing. This annual meeting conference is in itself a demonstration of the importance of some of these themes.

The first theme is the development of planning objectives in our work. This means we are engaged in the development of short-term planning objectives which will in turn be extended to long-term objectives. We have been only too conscious of the fact we have been working on many fronts simultaneously, thus spreading our resources and dulling the effect of the work by extending it for longer periods of time. Considering the total range of problems in a community that has mushroomed in growth in the post-war years, it is important to have a policy and plan in working on these problems. Even if the plan should prove faulty, at least it can serve to concentrate our efforts with the knowledge we are working toward described goals not merely hitting out on the basis of emergencies and urgencies.

The second theme is the development of clearly enunciated policies which indicate where the Council stands on matters of community needs. The 21 years of volunteer and staff work in examining needs gives us a basis upon which we can evaluate prospective changes. For example in the area of rehabilitation services, there is no doubt of the need for a coordinated approach on the part of voluntary organizations if the full effect of the services required will be reached. It would follow therefore that the Council should support those developments in the rehabilitation field which are directed toward better coordination, and correspondingly discourage haphazard unrelated and possibly duplicating efforts. We might also point out the fact that Edmonton is blessed with a large number of youth-serving organizations operating leisure time activities for young people. It is doubtful for the time being that we need an expansion of new services catering to large groups. On the other hand we lack individualized group services found in other cities of this size. Such services are able to concentrate on smaller numbers of children and youth who need more of our specialized attention because of their problems.

The third theme is the development of continuity in our work and follow-through. This has become more possible than ever before now that Council staff is able to devote full time work to the Council. In the short time since this change has taken

place there have been a number of revisions of our internal operation; we have undertaken with Council delegates a very close examination of the relationship of the delegates and the Board and believe results of this will be seen in a much more closely working organization in the coming year. A self-study of the Council has been started for the purpose of determining ways in which the Council can become more effective. It has been possible to devote much more attention to relationships and concerns which relate governmental and voluntary services. We are also planning a consistent vigorous program of public information about community problems and ways of meeting them. For sometime we have seen a need for a closer working relationship between the Edmonton Council and other Councils in the province. It is hoped joint efforts will be strengthened throughout the coming year.

This conference in a sense represents an expression of the new things developing within the Council. It has dealt with such matters as:

- 1) The importance of the basic question of whether we are planning with or for people.
- 2) It has brought out the importance of establishing priorities in planning to meet community needs.
- 3) It has introduced the question of whether we should devote particular attention to 'multi-problem' families.
- 4) It is a conscious attempt to involve citizens and organizations in identifying needs.

I am sure we can all be impressed with this conference as an example of the leadership which can be brought to bear on community needs of common concern.

To bring some perspective and sense of direction for our own efforts in Edmonton I would like to relate what we are attempting to do to the whole field in which we are all working and in which we are all affected both personally and in the organizations with which we are associated. In doing so, I would like to make reference to a recent article by Professor John S. Morgan of the Toronto School of Social Work. Professor Morgan is well known as one of Canada's leading authorities on social welfare organization.

"The time has come to bring welfare up-to-date. Too many of us think of welfare as something that the rich provide for the poor or the wise give to the foolish. In actual fact, in a modern industrial society, all of us are recipients of welfare services and all of us contribute in some way to the provision of welfare services. The problem of welfare in the future is to organize the complex operations of this mutual dependency in the most effective, the most economical and the most efficient way.

Industrialized society is necessarily a money society. The greatest single risk to which **each** of us is exposed is the interruption or cessation of a regular income with which to maintain our standard of living and pay for the necessities of life. The greatest part of our welfare services, therefore, is concerned with income maintenance. An objective examination clearly demonstrates that we all are beneficiaries of 'welfare services' that are designed to help us meet this risk."

Prof. Morgan goes on to analyze the various elements that make up the welfare aspects of our society. These range from provisions made in industrial and business corporations for retirement pensions, to fringe benefits and other measures to enhance the standard of living of workers to give them some protection against loss of income on retirement. He says these occupational welfare benefits have been calculated to cost as much as 16% of payroll. He refers to fiscal welfare benefits which include deductions from net income before taxation such as allowance for dependents - a simple and effective welfare measure for the protection of his family. There are also statutory health and welfare services operated by the government at a cost in 1960 of about three billion dollars or about 11.4 per cent of the net national income.

A fourth type of welfare is provided by private agencies - an estimated 125 million dollars in 1960. Corporation donations are tax deductible and therefore represent a further reduction of tax revenues or an indirect subsidy of welfare from the taxpayer. Professor Morgan directs our attention to coming changes.

"The time is coming when we need to change our objective in welfare. Hitherto we have been too much concerned to help people after they have been hurt. We need now to give more attention to the prevention of need and to the creation of constructive welfare services. It is plainly more beneficial to the individual and to the nation to prevent unnecessary unemployment than to concentrate on the payment of benefits to ameliorate its effects ... It would be more humane, and better economics, to provide supporting services to prevent mental illness than to go on an ever-increasing expansion of our mental hospitals.

"The future of welfare, then lies in a recognition that we all are beneficiaries of welfare services in a modern industrialized state; and in a proper use of all the various means of paying for welfare, whether through the mechanisms of occupational benefits, or through the fiscal benefits of the tax-system, or through the contributions payable to the social insurance schemes, or the revenues collected by private agencies.

"The present organization of welfare cries aloud for simplification and integration of its administrative arrangements. The future calls for a re-orientation of our objectives to give prevention and cure the priority over relief. Within these broad changes there lie a thousand individual intricate and difficult problems that must be studied and solved one by one; but we are not likely to make the effort until we recognize welfare as an essential and constructive function of society in our time."

In closing I would like to pay tribute to the work of Miss Christine Gardiner retiring Executive Director of the Y.W.C.A. in Edmonton, to Mr. E.S. Bishop who left us at the end of 1960 after a long career in Edmonton with deep associations with the Council and its work. I would like to express appreciation to the members of the Board and Committees who have laboured hard and responsibly during the past year. All of us can look with satisfaction on happy associations. We have been most fortunate in our staff which has brought a creative, imaginative, qualified and energetic approach to our common efforts.

PROBLEM CENSUS - Saturday Afternoon
May 27, 1961

Mr. W.H. Pettigrew served as chairman of the Saturday afternoon problem census session. The Conference was divided into seven separate groups and asked to undertake a problem census of the major problems and needs in Greater Edmonton under the following headings: PROBLEM OR CONCERN: THE RESOURCES AVAILABLE: WHAT NEEDS TO BE DONE. The groups met for an hour and a quarter and then re-assembled and reports were received from each group. Mr. W.M. Nicholls, Executive Director of the Edmonton Council of Community Services, commented on the various reports.

PROBLEM CENSUS CHAIRMEN

Mr. Glen Eyford (Group 1); Miss Elsie McFarland (Group 2); Mr. A.V. Pettigrew (Group 3); Mr. Andy Dorosh (Group 4); Mrs. Mary Davis (Group 5); Mr. Don Stewart (Group 6); Mrs. Gertrude Laing (Group 7).

PROBLEM CENSUS RECORDERS

Mrs. Betty Hewes (Group 1); Rev. William Horton (Group 2); Mr. Ernie Taylor (Group 3); Mrs. Thelma Scambler (Group 4); Mrs. Betty Farrell (Group 5); Sister St. Francis-Cabrini (Group 6); Mr. Paul Azaroff (Group 7).

PROBLEM, CONCERN, OR NEED

Rehabilitation:

1. The accelerating number of small associations formed to afford education and rehabilitation facilities to specialized groups - epilepsy, polio, muscular dystrophy, etc.
Suggestions: could more effective assistance be offered by coordination?; a conference of all agencies and public departments concerned to attempt to coordinate such rehabilitation under one umbrella.
2. Specialized housing for the physically handicapped. Most homes have too many stairs, the cupboards are too high, the doorways are too narrow, and the bathrooms inadequate.
Suggestions: special housing for the handicapped; adapting present housing for the handicapped; adapt the ground floor of the building for the handicapped; centrally located housing; make the need known to service clubs, government, architects, etc.
3. Inadequate transportation for homebound handicapped for treatment, training, and recreation.
Suggestions: there is a need for more smaller transportation; specialized assessment for handicapped people - at present agencies working in the field find it necessary to seek each one of the assessment services separately. There should be an assessment team available to all voluntary organizations in the rehabilitation field.
4. Educational facilities for the multiple handicapped child - e.g. the blind, retarded child.
Suggestion: approach the Department of Education to see that the new school will meet the needs of these children.
5. Home care for the handicapped who are ready to leave hospital but for whom adequate home care is not available.
Suggestion: rehabilitation agency should coordinate publicity program to find these homes.

6. Boarding home care for children and young adults with special needs - e.g. mentally retarded, the deaf class at Garneau.

Suggestion: coordination of a program to recruit such homes.

7. Identification of dwellings of the handicapped.

Suggestion: markers on such homes showing clearly to firemen, police, civil defense, etc. that a handicapped person lives in the dwelling.

8. Education of the multiple handicapped child.

Suggestion: specially trained staff and someone specialized in all areas of work with handicapped children.

9. Education of the public concerning the handicapped.

Suggestion: legislation and education through the schools.

10. Employment of the handicapped.

Suggestion: special placement should be brought up to date so as to be available to deal with the problems as they arise.

11. Long term provision for prosthetic appliances such as wheelchairs, crutches, etc.

Suggestion: that this be accepted as a public responsibility and that taxes and duty to import such appliances should be removed.

12. A general service for the partially disabled where a hospital is not needed.

Suggestion: A service such as the Emergency Homemaker Service or meals on wheels.

13. The problem of women who have not made a satisfactory emotional and psychological adjustment - e.g. ex-mental patients and alcoholics.

Suggestion: a rehabilitation program for women and girls, accommodation, and the provision of opportunity for employment.

14. Devices for people who can't use the stairs.

Suggestion: need for recommendations to town planning groups, architects, etc.

Education:

1. Compulsory education for new Canadians.

2. What to do with school drop-outs?

3. Adequate public presentation of the problem of public education.

Suggestion: citizens' forum; a second newspaper in Edmonton; TV stations using more local material.

4. Continuing education.

Suggestion: greater unanimity of thinking and planning of education of the whole person and not just for the first twelve years of life.

Indian and Metis:

1. A referral centre for native Canadians with a 24-hour service.

Suggestions: a halfway house or hostel to meet cultural, recreational, etc. needs. There was agreement on this problem but disagreement concerning the hostel suggestion.

2. The lack of understanding of and facilities and opportunities for Indians and Metis.
Suggestion: information and referral centre and a hostel.

Unmarried Mothers:

1. Financial assistance for the unmarried mother.
Suggestion: a stated policy consistently applied and practised; more confidence in agency decisions about the individual case.
2. The prevention of sexual delinquency of teenage girls and boys.
Suggestion: a whole area of prevention requiring the cooperation and study by all professional groups involved and concerned - that is to say social workers, medical practitioners, schools, police, recreation workers, etc. - resulting in diagnosis and a plan to be implemented. There is also need for further opportunities for participation by youth in community projects.
3. Preventive Work with teenage unmarried mothers.
Suggestion: family education, sex education, and counselling before and after.

Medical and Dental:

1. Better provision for the dental needs of low income groups, indigents, handicapped, and the unmarried mother. It was noted that dental care is only available if a person is on total assistance. No emergency help is available and the facilities of the University Dental Clinic are very limited.
Suggestion: the whole area of dental care for low income groups needs to be explored.
2. The need for social services in hospitals. It was suggested that hospitals could provide social workers for patients but that antagonism existed between the medical profession and social workers. Social workers could find the cause for lengthy stays in hospital and could work with the family and acquaint it with the need for home rehabilitation.
Suggestion: recommendations to government and draw the problem to the attention of hospital boards.

Delinquency:

1. A halfway house for girls (not adults) just getting out of prison.
Suggestion: a hostel with counselling services.
2. A halfway house for males.
3. A small institute to cope with pre-delinquent girls - 13 to 17.
Suggestion: a large institution is not needed but counselling should be a component. The Y.W.C.A. might be able to work in this area and group foster homes might be appropriate.

Education for Parenthood and Family Counselling:

1. Information should be given with marriage licenses as to what to do when problems arise in the marriage. This information should also be available before marriage.
2. A planned parenthood information, referral, and clinic centre.

3. Special services for counselling young people.

Suggestion: this is a problem area that the Council of Community Services should study.

Child Welfare:

1. Social assessment before any legal decision on the custody of children.

2. Non-ward care for infants and teenagers. It was noted that the City Welfare Department has a non-ward program but it has been difficult to implement because of the lack of foster homes.

Suggestion: greater cooperation between provincial and city welfare on recruitment of such homes with an educational program designed to add prestige and status to being foster home parents.

3. Foster home care where parents are able to pay for the care.

Suggestion: an existing agency should be given authority to begin this service.

Fund Raising:

Separate appeals for funds on a large scale. Suggestion: should not be allowed to continue if they can be integrated in a larger appeal or undertaken by government.

Culture and Recreation:

1. Cultural activities for both children and adults.

Suggestion: better coordination of existing programs and a municipal department of cultural affairs.

2. Adequate First-aid training as a pre-requisite for playground supervisors.

3. Free Catholic camps for children, - there is a lack of Catholic worship in camps.

Suggestion: provide worship for Catholics in interdenominational camps, provide for immediate camp policy of accepting Catholic children and allow them to travel to a nearby town for Sunday worship.

Public Relations:

1. The lack of communications available to tell the story of community-serving organizations. Suggestion: specialized promotion of special services and education to improve methods of publicity and public relations.

Funerals:

1. Better information on funerals before time of death.

Financial Assistance and Housing:

1. Need for more adequate low-cost housing for married students.

2. The provision of clothing for people in need.

Suggestion: the whole problem should be re-assessed. For example, should a clothing bureau like the Christmas Bureau be provided.

3. The inadequacy of financial assistance for housekeepers for the aged, minimum income families, and homes in which there is a handicapped person and the need for a housekeeper to keep the family together.

Community Facilities:

1. Meeting facilities for conferences in order to facilitate the work of citizens in support of voluntary organizations. The available buildings, because of structure, cost or location, do not necessarily meet the need.

Suggestion: the proposed recreation building which would include meeting facilities.

2. The greater use of schools by community groups.

Suggestion: education to stimulate citizens to see that costs of janitor services would be much less than building and maintaining other community buildings.

Handicapped:

1. Accommodation for children awaiting admission to Red Deer.

Suggestion: the question of whether or not this is the responsibility of the Department of Health or Welfare should be determined and the responsible department encouraged to expand its services.

COMMENTS BY MR. NICHOLLS

In commenting on the reports, Mr. Nicholls noted they would be a very useful source of information and guidance for the planned program development committee of the Council. He noted that the Council is presently involved in approximately 75% of the problems, concerns, or needs that had been reported. In dealing with the items mentioned it was apparent that some would need to be studied further, some could be referred directly to the bodies responsible, and some could perhaps best be handled in conferences of interested groups and individuals.

In concluding his remarks, Mr. Nicholls noted that this was but a beginning of a process whereby the Council intended more systematically to define and meet community needs.

EVALUATION OF THE ANNUAL MEETING AND CONFERENCE

At the conclusion of the Conference on Saturday afternoon, evaluation forms were distributed to delegates. Of the 58 persons remaining at the end of the Conference, replies were received from 37. In considering the replies, it should be remembered that approximately 110 persons were involved in part or all of the Annual Meeting and Conference.

QUESTION 1

Do you feel that this is a satisfactory time of the year for holding such an event?

Yes 23 - No 14 Most of the persons who did not feel it was a satisfactory time of the year thought it would be better held 1, 2 or 3 months earlier.

QUESTION 2

Are Friday and Saturday the best days?

Yes 31 - No 5

QUESTION 3

Comment concerning arrangements before and during Annual Meeting and Conference.

Most persons considered that pre-conference arrangements and arrangements during the conference were good. The main negative comments were concerning the facilities, the food, and the length of time taken in serving meals.

QUESTION 4

Please give your appraisal of the Conference sessions and the Annual Meeting.

A. Friday evening (Mr. Baker and panel)

Most of those replying described Professor Baker's address as excellent. Satisfaction was also expressed with the panel with the major reservation being that it lacked focus and was handicapped by heat and acoustics.

B. Saturday morning (Dr. Lagey and panel)

Adjectives most frequently applied to Dr. Lagey's address and the panel were "excellent", "challenging", and "thought provoking".

C. Saturday noon (Annual Meeting)

The most frequent comment applied to the Annual Meeting was "a good Annual Meeting". Among the suggestions for improvement were: "it is unnecessary to read reports when they have been given out"; "I thought the Treasurer's report should not have been rushed as much as it was"; "dull but I suppose necessary"; "no negative vote was called for in most issues, only affirmative votes".

D. Saturday afternoon (Problem Census)

The replies to this question indicated that the delegates were enthusiastically in agreement as to the value of the problem census and the process it represented. Its educational value was frequently noted and several replies suggested that such meetings should be more frequently held.

PERSONS ATTENDING CONFERENCE AND/OR ANNUAL MEETING

Note: Some persons were able to be present for only part of the Conference

	<u>Name</u>	<u>Organization</u>
1	A. Affleck	E.C.C.S.
2	Mrs. M. Archibald	Jasper Place Welfare
3	Capt. I. Arkinstall	The Salvation Army
4	P. Azaroff	United Community Fund
5	J.E. Baker	Central Volunteer Bureau
6	W. Baker	Saskatoon Centre for Community Study
7	Mrs. D.M. Barnes	University Women's Club
8	L. Bateman	City Welfare Department
9	L. Bell	" " "
10	E. Bellerose	Canadian Native Society
11	Mrs. A. Bernstein	Red Cross Society
12	Mrs. E.E. Bishop	Junior League
13	E.M. Blanchard	United Community Fund
14	Mrs. S. Blanchard	Edmonton Epilepsy League
15	L. Bodie	United Fund Board
16	Mrs. D.P. Bond	C.N.I.B.
17	Dr. M.R. Bow	Red Cross Society
18	Miss W. Broderick	Dept. of Indian Affairs
19	Miss J.C. Brown	
20	Sister St. Francis-Cabrini	Misericordia Social Service Dept.
21	D. Campbell	Dept. of Extension, University of Alberta
22	Miss I. Chenard	University of Alberta
23	Mrs. C. Chessworth	Yukon Territorial Government
24	M. Coburn	Edmonton Public Library
25	D. Critchley	E.C.C.S.
26	Rev. John Dal Maso	St. Mary's Home & Technical School
27	Mrs. M. Davis	E.C.C.S.
28	G. deCocq	E.C.C.S.
29	Rev. D. Crawford	Youth Services Executive E.C.C.S.
30	R.M. Deildal	John Howard Society
31	W. Diachuk	Jasper Place Welfare Department
32	C.R. Dickey	Alcoholism Foundation
33	A. Dorosh	City Welfare Department
34	Miss E. Down	
35	H. Doxsee	Alberta T.B. Association
36	J. Dunnigan	Can. Ass'n Health, Phys. Ed., & Recreation
37	W. Dymniaw	" " " " "
38	Mrs. W. Eadie	V.O.N.
39	Miss H. Eriksson	Family Service Bureau
40	Glen Eyford	E.C.C.S.
41	Mrs. C.J. Farrell	E.C.C.S.
42	Miss Helen Ferris	Gallow Coach
43	Mrs. T.H. Field	E.C.C.S.
44	A.W. Fraser	Alcoholism Foundation
45	P. Gariepy	Paraplegic Association
46	J.C. Gillespie	City Health Department
47	G. Grandbois	Canadian Native Society
48	Dr. J. Guild	E.C.C.S.
49	Mrs. J.E. Hart	E.C.C.S.
50	J. Heffernan	O'Connell Home

	<u>Name</u>	<u>Organization</u>
51	Mrs. B. Hewes	E.C.C.S.
52	Mrs. A. Hewitt	Family Service Bureau
53	B. Hipfner	C.N.I.B.
54	D. Homersham	E.C.C.S.
55	Rev. W.G. Horton	Unitarian Church
56	Major W. Hosty	The Salvation Army
57	A.J.B. Hough	University of Alberta
58	Miss E. Hunsperger	Beulah Home
59	Mrs. C.B. Jakes	Study Group on Family Welfare Services
60	Dr. R.L. James	University of Alberta
61	Mrs. A. Jarema	Kiwanis Children's Home
62	Mr. R. Jones	Alcoholism Foundation
63	Hon. R.D. Jorgenson	Provincial Welfare Department
64	G. Keltie	United Community Fund
65	E.J. Kibblewhite	Leduc-Strathcona Health Unit
66	F. Klemen	City Welfare Department
67	Miss M. Kopala	City-wide Teen Council
68	Mrs. L. LaFleche	Red Cross Society
69	Mrs. L. LaForge	Multiple Sclerosis Society
70	Mr. LaForge	" " "
71	Mrs. Gertrude Laing	Calgary Council of Community Services
72	Mrs. A. Lamb	Rehabilitation Society
73	Dr. J. Lagey	Community Chest & Council of Greater Vanc.
74	N. Lansdown	Canadian Congress of Labor
75	Sister Marie Laramee	Youville Home, St. Albert
76	Mrs. L. Lightfoot	Study Group on Family Welfare Services
77	Mr. R. LeBlanc	Family Service Bureau
78	Mrs. R. LeBlanc	Family Service Bureau
79	Mrs. D. McCallum	United Community Fund Board
80	H.J. McCoy	Edmonton Lions Club
81	D.C. McDonald	John Howard Society
82	M. McDonald	City Welfare Department
83	Miss E. McFarland	Prov. Govt. Recreation & Cultural Dev. Br.
84	Mrs. McGregor	Agnes Forbes Lodge, Fort Saskatchewan
85	Miss E. McKitrick	Friends of the Indians
86	Mrs. A. McKoch	Epileptic League
87	G. McLellan	Alcoholism Foundation
88	Rev. K. McLeod	All People's Mission
89	Rev. R.J. Maggs	Anglican Social Service
90	Mrs. H. Maloney	Central Volunteer Bureau
91	Miss A. Marchand	City Welfare Department
92	Dr. M. Matas	Camsell Hospital
93	R. Mellow	City Welfare Department
94	D. Milne	Welfare Information Service
95	Mrs. D. Mintz	Jewish Family Services
96	Dr. David Mintz	B'nai B'rith
97	Miss J. Miller	City Welfare Department
98	Mrs. R. Morrison	Ex-Servicemen's Children's Home
99	Miss I. Munroe	Family Service Bureau
100	Miss G. Murphy	Marian Centre
101	W.M. Nicholls	E.C.C.S.
102	Mrs. L.A. Nickols	Junior League

Name	Organization	
103	Mrs. H. Pasco	National Council of Jewish Women
104	A.V. Pettigrew	City Recreation Department
105	W.H. Pettigrew	E.C.C.S.
106	Mayor M. Prokop	Jasper Place
107	J. Harper Prowse	E.C.C.S.
108	Father W.A. Reynolds	E.C.C.S.
109	Ian Roger	Youth Services Executive E.C.C.S.
110	Mrs. A. Rumbelow	Y.W.C.A.
111	Mrs. T. Scambler	Welfare Information Service
112	N. Silverman	Central Volunteer Bureau
113	H. Snider	City Welfare Department
114	Mrs. E.N. Stewart	E.C.C.S.
115	D. Stewart	Alcoholism Foundation
116	Mrs. D. Stewart	C.N.I.B.
117	Rev. J.R. Stuart	Oak Hill Boys Ranch
118	Mrs. J.D. Sturrock	Citizenship Council
119	M.E. Stewart	United Community Fund Board
120	E. Taylor	E.C.C.S.
121	E. Thiessen	Alberta Tuberculosis Association
122	Dr. M. Thompson	Youth Services Executive E.C.C.S.
123	L. Tracy	United Community Fund
124	W.A. Tymchuk	C.N.I.B.
125	Sister L.A. Tyszko	Sisters of Service Residential Club
126	Mrs. S. Uren	Central Volunteer Bureau
127	Miss D. Ward	City Welfare Department
128	W.L. Warke	St. John Ambulance
129	K. Wass	City Welfare Department
130	Mrs. K. Wass	
131	G.W. Welsh	Juvenile Offenders Branch
132	B. Wray	Citizenship Branch
133	J.R. Wright	City Parks Department
134	H. Yakymchko	City Welfare Department