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THE EDMONTON SOCIAL PLANNING COUNCIL:

DESCRIBED AND ANALYZED

I. D. 601

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Preface

As an introduction to this paper it is important to note that there is great variation (much greater than occurs in most organizations) in the way in which the members of the Edmonton Social Planning Council perceive the Council objectives and programs.

This paper is based on extensive research, but it is unlikely that any Council member would totally concur with my description and analysis.

The causes for this are discussed in this paper, but I want to note two major reasons now.

The Council has not developed long term goals for itself or ultimate goals for society. The Council attempts to be responsive to the needs of changing society.

The Council is essentially a vehicle for people concerned about social change to use to work towards a more equal, fulfilling society.

Only Council members, not the Council itself, have long term social goals.

The horizontal structure of the Council means that there is no executive or director with the power and responsibility to establish goals, programs and guidelines. Rather this responsibility is shared by the staff and co-ordinating group.

Introduction

The goals of this paper are the following:

- to describe the Edmonton Social Planning Council as it exists today;
- to compare the Edmonton Council with general North American Council trends;
- and to analyze the goals and strategies of the Edmonton Council in terms of a selected set of social change theories.

O U T L I N E

This outlines the format followed in this paper:

PART I -- Description of the Edmonton Social Planning Council

- 1. Brief Historical Background
- 2. Philosophical Rationale and Basic Assumptions
- 3. Objectives and Scope
- 4. Base of Legitimation
- 5. Problem Definition
- 6. Clientele Characteristics
- 7. Agency Organization
- 8. Methods of Work
- 9. Introduction and Progress of Programs
- 10. Accomplishments and Evaluation

PART II -- Comparison of the Edmonton Social Planning Council with North American Community Welfare Councils

1. Personnel and Budget
 - a) Background of staff
 - b) Composition of Board
 - c) Budget - Sources
2. Historical Development
3. Role and Activities

PART III -- Rothman's Analytical Framework -- Three Models of Community Organization Practice

1. Overview of the Three Models
 - a) Locality Development
 - b) Social Planning
 - c) Social Action
2. Analysis of the Edmonton Social Planning Council in terms of the Models, by selected variables.

PART IV -- Conclusion

PART I -- Description of the Edmonton Social Planning Council

1) Historical Background of the Edmonton Social Planning Council

The Edmonton Social Planning Council had its origins in 1928 when some concerned Edmonton church organizations and citizens worked with the Social Service Council of Canada to form a Social Service Council of Northern Alberta.

This group perceived its major functions to be the co-ordination of service agencies and the prevention of a duplication of services. As a result of this goal, the major activity of the group was a survey of relief work,

The survey concluded that there was too much overlapping of services and recommended that a permanent co-ordinating agency be established to co-ordinate the work of social agencies.

However, due to the Depression of 1929, no further action was taken towards a co-ordinating agency until 1939 when the Junior Chamber of Commerce perceived a need for a fund raising Community Chest organization. They made the assumption that a council of voluntary agencies needed to precede the formation of the Community Chest in order to plan for the administration of Chest funds.

As the result of actions taken by prominent Edmonton citizens, the Edmonton Council for Social Agencies was established in the spring of 1940.

This Council consisted primarily of and existed essentially to serve and to co-ordinate the social welfare agencies. Its primary functions were to provide information for the participating agencies and to facilitate the development of new agencies to deal with unmet needs.

The direct service which the Council provided to the Edmonton social welfare agencies was the Social Services Exchange -- a card index file in which each agency using the exchange registered the names of the families

it was assisting. If two or more agencies registered the same name, the Exchange staff informed them of their mutual giving.

The Edmonton Council for Social Agencies played a central planning role by assessing the gaps in the existing social services available to Edmontonians and by encouraging the development of new organizations or the expansion of services by existing agencies. Examples of this work during the Council's first decade include:

- the Family Welfare Bureau,
- "in-city" camps for low income children,
- a Social Service Department at the Royal Alexandra Hospital,
- an emergency housekeeping service (with the assistance of the Junior League)
- John Howard Society -- Edmonton branch, and
- Edmonton Friendship Club (for senior citizens).

Thus initially the Edmonton Council of Social Agencies worked to co-ordinate the programs of existing agencies and to develop new ways of dealing with unmet needs.

In the 1950's, the focus of the Council evolved from primarily co-ordinating the social work agencies to emphasizing the development of new programs and working with the wider community. The Council's membership expanded to include other groups such as service clubs, home and school associations, and ethnic and cultural activity groups. This new focus was reflected in a new name -- the Edmonton Council of Community Services,

The Council also modified its structure to consist essentially of ad hoc committees dealing with immediate and particular social problems. To provide closer co-operation between central planning and financing, the staff of both the Council and the Community Chest were combined.

However, in the early 1960's, the Edmonton Council of Community Services became much more involved with research, planning and social policy recommendations. This is evidenced by the number of studies conducted such as a Northwest Edmonton study, an Indian and Metis study, a Juvenile Court study, a day care study, a transient men study and a study on aging.

The Council increased its involvement with both the municipal and provincial governments, Government administrators and personnel often co-operated and/or participated in the research projects. The Council's change in emphasis resulted in another new name -- the Edmonton Welfare Council -- a name selected as it represented more accurately the present direction of the Council in terms of philosophy and function.

In the mid-1960's, the Edmonton Welfare Council moved into a period of questioning and transition. Some of the Council members became disenchanted with the research and planning role. They perceived their activities as failing to effect any significant change in terms of the needs of Edmontonians -- particularly the socio-economically deprived Edmontonians. This group concluded that a community development, social animation approach would more effectively create social change. They anticipated that the Council would be most useful as an agency representing the interests of the poor.

At the same time, many board and executive members remained convinced that research and planning were the ways in which the Council could most effectively attack poverty and other social problem issues.

These differing approaches within the Council had serious repercussions for several years. Much of the traditional support of the Council was eroded. Many of the people in the Edmonton establishment

who had worked for the Council and served on its board, left. The community development efforts of the Council's detached community development worker to set up new organizations to be more responsive to needs, particularly of the poor, threatened and/or criticized the programs of existing private agencies,

Thus, in this period of experimentation in the late 1960's, the Council functioned to both explore and develop new and more meaningful ways of attempting to meet the needs of the people without fully abandoning its research and planning role.

The result of examining the needs and interests of the community as a whole has been the development of a more realistic research and planning role. A discussion of this existing role will form the essence of this paper,

Throughout its history, the Edmonton Social Planning Council has evolved to be responsive to the existing needs of a changing society as it sees them,

Initially the Council assumed the role of co-ordinating other social agencies. From the early 1950's to the mid-1960's, the Council played a research planning role. However, in the late 1960's, the Council partially rejected the research planning approach and adopted an advocacy, community animation mobilization role combined with a modified research and planning role.

2) Philosophical Rationale -- Ideological Leanings

The philosophical rationale of the Edmonton Social Planning Council is defined by the members -- staff and volunteer -- involved in the Council at any given time.

As a result, the Council is a flexible, innovative, constantly evolving entity -- changing both as members' analysis of the world evolves and as society's needs change.

The Council encompasses a variety of viewpoints and is not committed to any one ideological stance or professional value system. It is essentially a mechanism for people working for social change to be used to reach their goals.

However, the following are some basic assumptions and values which are shared: *— how do you know?*

- a) that the existing economic and social systems discriminate against people in the lower socio-economic segment of society, producing serious and unfair inequalities;
- b) that social change is necessary and possible within the existing social system;
- c) that the physical and social environment can be improved to provide a more fulfilling and meaningful life for all people -- particularly the disenfranchised;
- d) that people should have the right and the opportunity to participate in the decisions that affect their lives, and
- e) that the means of achieving change is a balanced approach of research and mobilization.

While referring to his own ideological leanings, the Co-ordinator

reflected the ideas of many Council members by saying:

"Economically, I'm Marxist; politically, a liberal; and socially, a conservative."

In summary, the dominant approach of the Council can be described as populist and socialist,

Would you accept it as a liberal approach?

10

3) Objectives and Scope

The formal objectives of the Edmonton Social Planning Council are explicitly and succinctly stated in the 1972 Constitution, as follows:

"The Edmonton Social Planning Council is an agent for social change and development.

An objective of the organization is to develop and maintain a voluntary non-governmental capability for informed decision making and action,

The Council provides resources to initiate and also to support efforts through which citizen plans can be developed and implemented,"

4) Legal Base and Legislative Support

The Edmonton Social Planning Council is officially registered as a non-governmental, voluntary organization. Unlike government agencies, it has no formal legislative base,

What are the implications of this status?

5) Problem Definition

The problem the Council is presently organized to work on is very broad and ongoing.

Essentially the existing social and economic organization discriminates unfairly against the "underprivileged" segment of the population and fails to facilitate a participating and fulfilling life for the majority of the people,

The Council is working primarily for systems change and administration reform to bring society closer to an "ideal" by documenting accurately what exists and proposing through innovative research, alternatives which are generally more satisfying or just,

The research is channeled to citizen action groups and legislative organizations for mobilization and/or implementation.

The Council is organized so that both staff and general members have the freedom and the responsibility for clarifying their concept of the "ideal" and their personal strategies of how to work for it.

6) Clientele Characteristics

In general terms, the client system of the Edmonton Social Planning Council consists of the entire Edmonton population.

However, in actual practice, there are a number of factors which function to limit groups and issues the Council gets involved with.

The guidelines influencing whether the Council will become involved with a client group or research issue include the following:

a) if the group/topic fit into the four areas of substantive concern -- humane urban environment, humane social controls, decent standard of living, and participatory democracy;

b) if the group/topic are congruent with the Council's ideological leanings;

c) if the group/topic fall within the area of expertise and/or interest of the staff or members.

The Council functions both as an initiating and responding organization.

7) Agency Organization

Key Elements

The following compose the key elements of the organization of the Social Planning Council:

- a) General membership
- b) Co-ordinating Group
- c) Citizens' Commissions
- d) Task forces
- e) Staff

a) General membership

Any person residing in Edmonton can become a member of the Council by applying in writing and ~~paying the two dollar membership fee.~~

b) Co-ordinating Group

The Co-ordinating Group consists of ten people elected annually at the Annual General Meeting plus any people it chooses to co-opt into its membership.

According to the Council Constitution, the Co-ordinating Group is responsible for "the management of the business and affairs of the Council." In other words, the Co-ordinating Group functions as the board of the Council.

c) Citizens' Commissions

It is the responsibility of the Citizens' Commissions to continuously explore present social policies; to recommend social objectives; and to evaluate the community's progress in achieving the objectives.

The work of each commission is directed toward one of the following long-term social goals:

1. Participatory Democracy, which covers concern with the accessibility of public information; the development of mechanisms to link citizens and officials; and the success of neighborhood councils.
2. Decent Standard of Living, which encompasses issues like the present patchwork of welfare programs and their collective inadequacy to eliminate poverty, the ongoing problem of many people in obtaining adequate health care and the large number of people earning wages below the poverty line.
3. Humane Social Controls includes problems like our present treatment of criminal offenders, alcoholics, drug addicts, transients, children and the mentally ill.
4. Humane Urban Environment focuses on the social consequences of our urban transportation choices, our city design plans and the adequacy of housing standards and supply.

Each of the four commissions is composed of at least six citizens representing a broad range of experience and expertise. Each staff member also has special responsibility for one of the commissions. The commissions meet regularly throughout the year and are responsible for preparing an annual "social audit".

(Edmonton Social Planning Council Annual Report, 1972)

Appendix I is a Summary of Activities of the Council which expands on and illustrates the work of the commissions.

d) Task forces

Task forces are established on government position papers, on-going programs, issues, problems and the like, as the need is seen

to exist. The task forces are usually composed of about a dozen people -- both from the community and the Council membership -- who are broadly representative of the interest groups concerned, including people directly affected by the matter under consideration (consumers), people with technical expertise, government officials from relevant departments, and a Council staff member. The task forces typically meet about four times over two months and issue brief factual reports,

(E.S.P.C, Annual Report, 1972)

e) Staff

- i) Members
- ii) Key roles of action workers
- iii) How key action worker fits into the organization
- iv) Support to key action worker

1) Members of the Staff

The staff consists of the office manager, the co-ordinator, the senior planner, two or three planners, and two support staff -- typists. Theoretically, all the staff members are equal and no one is responsible to or directed by anyone else, with the exception of the support staff,

ii) Roles of Action Workers

The key action workers are the planners and the co-ordinator. Their responsibilities are research, co-ordination, consultation, public education, lobbying, and mobilizing and organizing.

Each Council staff person is expected to be able to act as a resource person -- consultant to other groups, and to have the following knowledge and skills:

- how to mobilize people
- how to gain information
- how to strategize and plan action.

Their primary functions are to initiate action research on issues and to respond to requests for assistance from community self-help groups.

iii) How Key Action Worker Fits Into the Organization
The Co-ordinating Group determines which issues merit study and then delegates responsibility for the research to a task force which defines the issue to prevent diffuse action. Each task force and citizens' commission is contacted and co-ordinated by a staff member.

Thus, structurally the staff members function as the liaison between the task forces, citizens' commissions, staff, and co-ordinating group.

The Council action workers are expected to be capable of working independently and professionally competent or trained.

iv) Support to Key Action Workers
Thus, the Council, with its equalitarian approach, is not structured to provide intellectual, informational or emotional support for its staff members, although some staff people would benefit from and appreciate more guidance and consultation.

However, in terms of material support, the action workers have excellent secretarial assistance and a well designed physical working area, with a versatile general meeting/lounging area and a set of small, individual offices.

As well, the Co-ordinating Group and the people working with the Council provide a wealth of resources and ideas which are easily accessible to staff members who want assistance on difficulties.

Staff who want to participate in short training programs can likely arrange such without difficulty as the Council is flexible and philosophically oriented towards human development.

Relationship of Key Elements

Chart I diagrams the formal organizational structure of the Edmonton Social Planning Council.

Where is Chart I ?

B. Methods of Work

- a) Methods of involvement and participation
- b) Methods of execution of plans and communication of ideas to groups
- c) Budget
- d) Leadership training methods
- e) Role of pilot efforts and experimentation
- f) Planning and evaluation as functions

Overview

Chart II shows a model of the Dimensions of Social Planning developed by the E.S.P.C. to illustrate and guide the work of the Council,

a) Methods of involvement and participation

People become involved with the Edmonton Social Planning Council usually as a result of an invitation by a Council member to work on a project or due to the initiative of a group or individual.

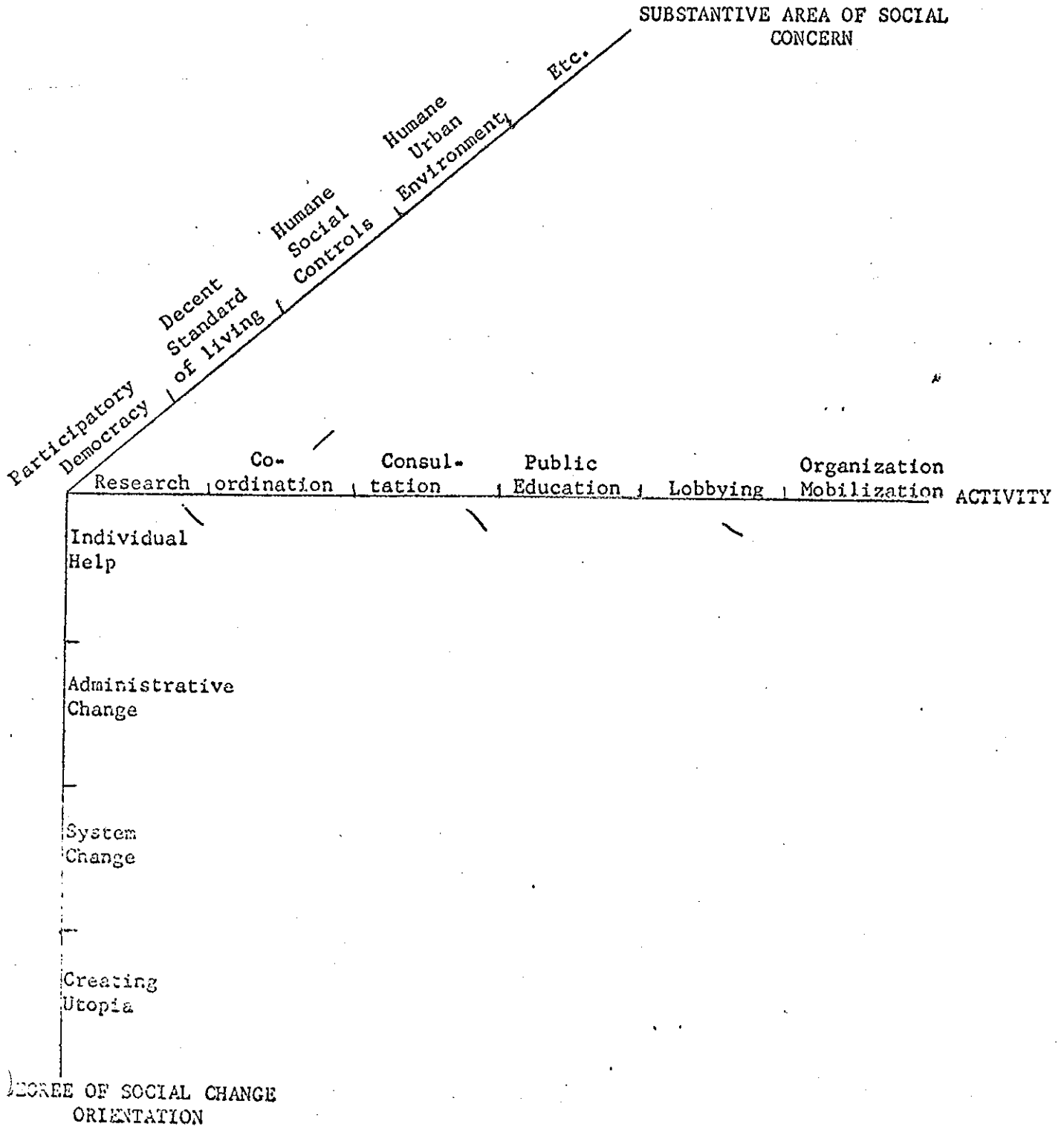
People who seek out the Council usually want to use the Council services in some way, such as information, problem-solving, recommendations, assistance and support in detailed research, etc.

People sought out by the Council are usually asked to perform some service for the Council, such as providing information and assistance on a task force, citizens' commission, or co-ordinating group.

The Council staff member assigned to co-ordinate a citizens' commission or task force searches among the people and positions (in administration, academia, business, politics, and the community) (s)he know or can learn about, for individuals with relevant knowledge on

CHART II

DIMENSIONS OF SOCIAL PLANNING



the topic -- either due to direct participation in the problem or due to professional and occupational expertise, influence and access to data.

These people are invited to become involved with the Council planning and researching. As a result, most of the people involved with the Council have an extensive educational background and/or professional occupation. Thus, they have become involved because they were part of a broad network of people known to the existing staff and members. Involvement is very much influenced by informal contacts and the grapevine communication system.

Groups and individuals who come to the Council for information, support and assistance are encouraged to be involved with the Council on only a temporary basis, and to become self-sufficient as quickly as possible.

Thus, participation in the Council is an evolving phenomenon, with many people flowing in and out of its on-going life. The consistently involved people are not a large, broad-based group, but a small, middle-class, intellectual, change-oriented elite.

b) Methods of plan implementation and of communication of ideas to groups

The method used to implement a plan depends on whether the program is Council-initiated and planned, or reactive.

When staff members react to requests, what occurs depends mostly on the specific situation and no general methodology is followed.

The method of task forces for doing research is to form and to prepare briefs which are shared with legislators (and policy influencers), co-operating or requesting groups, and the news media. The research report targets are community action groups who can use

the data as a basis for action; and government and other established organizations which can modify or develop new policies on the basis of the information and recommendations.

The ideal arrangement conceptualized by some co-ordinating group members is for Council to work in a team with action groups.

The Social Planning Council would generate the detailed data and the action organizations would work to educate and mobilize citizens on researched issues.

Where the action groups did not exist, the Council would help to develop them towards attaining self-sufficiency.

However, the Council with its present staff and their approach, has not developed systematic plans for follow-up action, nor for getting task force data to relevant action groups.

Rather, the responsibility for action and follow-up is left to individual task force members and the initiating group (when available).

Data are made available to related action groups as they hear about them and request them, sometimes at no cost and sometimes at cost. Most of the communication occurs through informal communication links and from news media coverage.

Staff lobbying on specific issues is done on an informal, ad hoc basis.

However, the Council members and staff represent the Council on a number of governmental advisory groups such as the Mayor's Committee on Human Resource Development, and on the boards of a number of established service delivery organizations which provides a vehicle for influencing other organizations.

Thus, the non-systematic method of communicating to relevant groups works to a certain degree.

c) Budget

The total budget of the Council is approximately \$70,000. (A copy of the 1972 budget is in Appendix II.) This limits the number of professional staff members and the programs and approaches which can be developed.

The budget cannot be easily expanded although the Council has made some limited efforts to do so. The greatest efforts and results have been in obtaining research, teaching, and OFY/LIP contracts/grants. These funds, however, must be used only for the contract project and cannot be used to increase work on and staff, for Council priorities.

d) Leadership Training Methods

The E.S.P.C. has no planned methods for training its staff or its members.

However, the staff often participate as resource people in conferences and workshops with the opportunity to learn as well as share. As well, the budget allocates approximately \$1,000 for meetings and conferences,

e) Role of Pilot Efforts and Experimentation

As the E.S.P.C. is a small organization, it does not set up experimental pilot programs as such, separate from its on-going processes and structure.

Traditionally, the organization as a whole has been responsive and innovative -- especially in the past decade. In the late 1960's, the Council experimented with a social action animation mobilization approach, employing a detached worker.

At present, the Council (due largely to the staff's skills and interests) is concentrating on its research and social conscience role.

Structurally, the Council is experimenting with a horizontal structure,

Thus, the Council experiments a great deal with innovative alternatives, but rarely develops pilot projects and lacks mechanisms for evaluating each strategy and its implementation.

Nevertheless, in some ways, the evaluation of the strategies being used is not of great significance for they are extensions of the personality and strength of the staff members. For evaluators to conclude that the strategy is not very effective and to recommend a different approach would be to ask staff members not to do what they are best at, or to leave.

However, evaluation of approaches can provide guidelines for staff selection at times of replacement or expansion.

f) Planning and Evaluation

The Edmonton Social Planning Council does not have well-developed methods for planning and evaluating its work.

The responsibility for planning and developing priorities is fragmented. The Co-ordinating Group has responsibility for overall planning, but has delegated responsibility for developing objectives and long-term plans to the Citizens' Commissions.

Each commission develops social objectives for its area of concern and proposes possible task forces to facilitate achieving the objectives. Each commission annually prepares a "social audit", evaluating the progress of society (not the actions of the E.S.P.C.), in moving towards the objectives.

The staff work mostly individually with the commissions and task forces they are co-ordinating and do not meet regularly together to plan staff work.

Thus, planning of methods of achieving goals is left very much to each individual and sub-group,

Neither does the Council have a formal program or procedure for evaluating its social change strategies and the implementation of them. Rather, activities are assessed using intuitive measures at periodic intervals,

52

9) Introduction and Progress of Programs

Due to the nature of the Council's method of working, the way programs -- research projects and consulting -- are introduced, developed and concluded has been discussed in the previous section.

Appendix II provides supplementary data on E.S.P.C. programs.

10) Accomplishments and Evaluation

The Edmonton Social Planning Council has developed a generally effective and useful structure and role for itself.

Weaknesses:

However, like every organization it has some weaknesses, both in its structure and program plan and implementation.

a) Structural

i) Communication within the Council -- Internal

- Communication among Working Groups

Due to the horizontal, non-hierarchical Council structure, the only consistent communication links among the Council working groups (commissions, task forces, and co-ordinating group) are the staff members. As all the groups are dependent on the staff for information on the plans and priorities of the other groups, whenever the staff neglects to pass on needed information, particularly to the co-ordinating group, less effective work is done. As the staff members control the information flow, they have the power to control the work of the co-ordinating group and the Council.

- Communication among the Staff

The staff members work very independently of each other and lack any regular, organized means of, either formally or informally, meeting together to plan their work, establish priorities and to share information, resources and feedback. The Council could be more effective in its program planning and implementation if the staff worked more as a team, for each staff person has different strengths and weaknesses which could be balanced with more team work.

ii) Communication between the Council and the public -- External

At present, there is no systematic method of involving people (who are potentially interested and useful) in the Council's work.

b) Congruence between Council structure and Staff Roles and Skills

At present there is a lack of congruence between the structure and strengths of the staff. The equalitarian, individualistic horizontal structure assumes each staff person has the skill and initiative to be self-reliant and work independently. However, some of the staff members would benefit from and/or appreciate more guidance and direction from a director. Thus, the Council could be more effective if the staff were changed to fit with structure or if the structure were modified to fit the needs of the staff.

c) Relationship between Philosophy and Practice of Agency Organization

In theory, the Council staff are all equal, but in reality some staff members have more power and influence than others depending on: previous experience, articulateness, educational

background, degree of permanence, length of time on staff, salary, and sex. However, while some members are more influential than others, they do not have to take any extra responsibility -- thus they have power without responsibility.

d) Administration

Both within the staff and the co-ordinating group (which has no executive and three chairpersons), no one has been assigned responsibility to attend to the administrative work, such as preparing agendas, which facilitates good decision-making and action.

Both the staff and co-ordinating work would be more effective if they improved their administrative skills and structure.

Programs and People

Lack of Mobilizing and Follow-Up

The major weakness of the E.S.P.C. is the lack of systematic work done to get the task force reports and commissions' social audits to action groups, the public, and the legislators.

The Council's functions include, in addition to research and consulting, lobbying, public education and mobilizing.

The Council and its staff have developed considerable expertise in doing research and consulting, but have done little work in the other areas. The follow-up work on the research reports is not planned for, nor guided by staff members.

Many members of the co-ordinating committee believe the Council should have a balanced, dual approach to change, focusing both on research and on mobilization.

The existing staff are most skilled in a research approach, however, so broadening the activities of the Council would involve either hiring more staff members with mobilization skills or changing the existing staff to form a small, extremely competent staff with balanced areas of expertise.

If the Council staff were to expand, the Council would require a larger budget.

Co-ordinating Group

The co-ordinating group consists of approximately twelve to fourteen people, of whom approximately five are staff members. Thus, the Council does not have the variety of input ideas and resources that are potentially available to the Council if it co-opted more members.

Structural Strengths

The experiment of a horizontal structure is generally regarded as successful by both staff and co-ordinating group members (E.S.P.C. Annual Report, 1972).

By giving each action worker a great deal of responsibility and freedom, the structural flexibility encourages each to do what (s)he is most skillful at and most interested in. The result is an excellent use of resources.

Program Accomplishments and Strengths

A major accomplishment of the Edmonton Social Planning Council, in this era when many councils are ceasing to function, is that it continues to exist. The Edmonton Council has developed an integrated ideology which provides a rationale for the Council objectives and is generally accepted by the Council members.

30

The Council has prepared a thoughtfully planned method of working to achieve the objectives based on the ideology.

Direct results of the Council's task force reports are not visible for there has not been enough time to assess the impact. Producing task force reports is like planting seeds -- it takes time to discover which seeds produce what results.

The Council is expanding its expertise in co-ordinating and developing quality research work. A major strength is the higher credibility in the political arena that the Council is gaining. The Council is being seen by the municipal and provincial governments as socially responsible.

The E.S.P.C. is doing a good job at getting the information produced to the media.

2

PART II -- Comparison of Edmonton Social Planning Council with
North American Community Welfare Councils

This section of the paper is concerned with analyzing how the presently functioning Edmonton Social Planning Council conforms to and deviates from the major trends in Canadian and American Welfare Councils.

The following set of analytic categories are used as a comparison framework:

- a) Personnel and Budget
 - i) Background of staff
 - ii) Composition of Board
 - iii) Budget -- Sources
 - b) Historical Development
 - c) Role and Activities
- a) (i) Background of staff

The staff of most Community Welfare Councils are professional social workers with almost sixty percent of the professional staff and about seventy-five percent of the executive personnel having obtained a masters degree in social work. (Encyclopedia of Social Work, 1971)

Thus, one can infer that the professional ethics, value systems, diagnostic tools, and problem-solving processes typical of professional social workers will dominate in the selection and implementation of the programs of most Community Welfare Councils.

However, no staff member of the Edmonton Social Planning Council has a social work degree. Rather, the E.S.P.C. staff have received university training to the Bachelors and/or Masters level

in community development, education, sociology, political science and urban studies. Some of the dominant non-academic training experiences include participation in student and political social change organizations, such as the New Democratic Party, Students' Union for Peace Action, and the like. The previous work experiences of the staff include among other things, teaching, developing preventive social service delivery systems, and designing a participatory urbanization research task force.

Therefore, the educational, professional and ideological value systems, and problem-solving processes of the Edmonton Council staff are very diverse,

As a result, in terms of academic and experiential training and derived value systems, the staff of the Edmonton Social Planning Council is very different from the staff of most North American Councils.

a) (ii) Board Composition

The educational/occupational background of board members is a useful tool for understanding and hypothesizing the role of the Community Welfare Council in the community.

With these data one can infer (tentatively, at least) the relationship between the Council and the community power structure; the general types of goals and programs of the Council; and which community interests are represented.

Data on the educational/occupational backgrounds of Community Welfare Council board members were collected in a broad survey of over one hundred and fifty North American Councils, made in the mid-1960's.

The results are shown in Table I.

TABLE I
OCCUPATIONAL BACKGROUNDS OF BOARD MEMBERS

<u>Occupation</u>	<u>Percentage</u>
Business and industry	34%
Professionals (like lawyers)	22%
Health and Welfare Professionals	12%
Public Administration	8%
Religious	5%
Higher Education	4%
Media (Radio, Journalism)	2%
Labour	2%
Elected Public Officials	2%
Others	9%

Source: Encyclopedia of Social Work, 1971, p. 152.

This wide survey indicates that most boards are dominated by representatives from business and industry with almost no one from labour or the working class -- and very few people from government (either as legislators or administrators), the media, higher education and religious institutions.

The links are strongest with the private economic sector and the power elite of the community power structure. This group usually has the most to gain from maintaining the economic and social status quo and rarely has an interest in searching for or advocating changes in the system.

The composition of the board of the Edmonton Social Planning Council differs from the composition of the boards described here in a number of significant ways,

2.9

First, the E.S.P.C. has a Co-ordinating Group, not a board, that consists of both elected general members and staff. Thus, the horizontal structure of the Edmonton Council deviates from the traditional hierarchical system of most councils (and organizations).

Second, very few members of the Co-ordinating Group are from business and industry or from the community leadership "power structure". Approximately one-third of the Co-ordinating Group consists of Council staff (their backgrounds have been discussed in a previous section). Four members of the Co-ordinating Group are from the University -- a community development graduate student, a theologian, a chaplain, and an extension department professor. Several are from social planning/social service delivery agencies (both government and public. Some have professional social work training and the others do not). Several members are social change/service delivery improvement people, voluntarily involved in a wide range of organizations. One is a member of Humans on Welfare (HOW), and another is the manager of a middle level industry.

It is possible to describe and categorize most members of the Co-ordinating Group in several ways occupationally, as many have varied educational and occupational histories.

However, there are clear common trends among the Co-ordinating Group membership: a concern for social change, a broad cross section of competent people, and people not selected for their position and power but for their innovativeness and competence.

However, the Council believes it is equally credible and influential without "eminent" members. Briefs and recommendations

are as seriously considered by the media and legislators when they are well researched and carefully documented as when advocated by established leaders,

a) (iii) Budget Source

Another source of useful information about an organization is the source and size of its budget.

In general, welfare councils have two forms of income -- general operating funds and special project funds.

The local Community Chest/United Fund provides most -- over 85% of the general operating funds with the special project funds coming mostly from all levels of government, and to some extent from foundations.

In terms of budget sources, the Edmonton Social Planning Council conforms closely to established pattern,

In 1972, the Council received almost \$59,000 from the United Community Fund of Greater Edmonton, and \$12,000 from the City of Edmonton. More recently, this basic sum has been supplemented by research and community college teaching contracts.

However, while the U.C.F. provides the majority of the E.S.P.C. budget, the U.C.F. does not have control over Council programs, although the Council must not become politically involved -- particularly in partisan politics.

The Social Planning Council and the U.C.F. have a long-term contract that states that the U.C.F. will continue to provide support for the Council in approximately the same proportion of the total U.C.F. budget that the Council presently receives. In return, the Council is responsible for continuing the services it presently provides to Edmonton people, or for clearly redefining its function in the community.

b) Historical Development

The historical origins and early development of most councils are very similar to the historical development of the Edmonton Social Planning Council (as described in a previous section).

In the last decade, though, the E.S.P.C. has developed a fairly unique program.

c) Role and Activities

The activities of community welfare councils, expectedly, are very diverse -- a factor which complicates the comparison of the E.S.P.C. programs with work done by other councils.

The work of many councils can be broadly categorized as problem-focused or agency-focused. Problem-focused activities refer to first defining a social problem area, such as services to the indigent, to the chronically ill, to special groups (like single mothers), or in the rehabilitation field, and then working with the agencies and organizations relevant to the problem to develop or expand services to deal with the issue.

Organization-focused work involves attempting to establish working relations with other organizations, such as legislative and government officials, poverty and urban renewal workers, and U.C.F. budget decision-makers.

In some places, councils have essentially become agencies dealing with poverty or delinquency issues. However, at present, many councils are going through a period of painful review, as they do not have a clear, satisfying function or set of goals. Some are going out of existence.

The traditional role and functions of a council such as planner and co-ordinator of service delivery agency programs are no longer relevant.

Rapidly expanding needs and expectations require large resources with the result that the many levels of government are accepting the major responsibility for planning and providing social welfare services.

As part of the process of function and goal redefinition, councils are faced with defining their constituencies, source of legitimation, and relations with the United Community Fund.

Traditionally, councils have had a variety of constituencies depending on the task, but have developed no on-going support base. Many councils perceive the social welfare agencies and the U.C.F./Community Chest as their primary constituency.

Many councils are concerned about having the right to take action -- particularly action which is not supported by social agencies.

One may infer this reluctance to take initiative without having authority or a clear mandate is related to the social work procedure of responding to the needs and requests that others bring to the worker. Social workers, who dominate the council staffs, do not have a background or training in diagnosing unrecognized problems or groups and developing innovative or preventative programs for new constituencies.

According to the Encyclopedia of Social Work, councils could work in some of the following areas in the future:

- become a local research and data center, developing information on the local situation

- become a service center for U.C.F. Community Chest agencies, providing program advice and consultation.

- develop into a citizens' planning body,

(Encyclopedia of Social Work, 1971)

The Edmonton Social Planning Council differs from the trend existing among councils of searching for a meaningful role. The Edmonton Council has gone through a period of transition and redefinition, and has developed a definite philosophy and role.

It develops social objectives, assesses society in terms of those objectives, and develops a set of research reports and recommendations on changes needed to reach the objectives. The Council frequently works on issues which today have not been recognized as problems, but which will be seen as such tomorrow.

Thus, Council here fills a role of acting as a community conscience, in describing and reflecting the community back to itself, and pointing out alternatives. As the research briefs are essentially descriptive and carefully documented, they can be presented to other agencies and the governments without significantly alienating them. In this way, Council can stimulate other organizations to expand their services to meet new needs, or continue their services more creatively or effectively. The Council also develops or provides support (if needed) for action and citizen groups who are interested in facilitating social change on researched issues.

The Council uses its own basic assumptions to legitimize its right to initiate action such as task force reports. In addition, the Council acts as a mechanism for community members to influence decision-making which affects them. The quality of the Council's research provides credibility to its reports and recommendations.

30

As a result of its innovative, self-initiated stances and credibility, the Council is frequently invited by other organizations -- governmental and community -- to play an advisory/consultant role.

Thus, the Council in Edmonton has defined for itself an important and on-going role. There will always be a need for a mechanism to assist citizens to participate in influencing decisions which affect them. Also on-going is the need to develop creative solutions to existing problems and to sensitize the public and institutions to unrecognized social problems.

PART III -- Rothman's Analytical Framework -- Three Models of
Community Organization Practice

In this section of the paper, I plan to analyze the Edmonton Social Planning Council in terms of a typology developed by Jack Rothman which differentiates three models of community organization-development¹: locality development, social planning, and social action.

Rothman's basic thesis in his paper (Rothman, 1968) describing his typology is that empirical reality shows that there are different forms of community development-organization. The welter of differing, contrasting and sometimes clashing conceptualizations of community development by different writers, and the lack of serious philosophical and theoretical base, causes a great deal of confusion.

Thus, for clear understanding and communication, it is important to identify and to describe the different approaches to community development.

The three models distinguished by Rothman provide analytical tools for examining change organizations. They are ideal types or analytical extremes. In actual practice, the categories are overlapping rather than discrete. Most social change work done by individuals or organizations use some mixture of the types, either sequentially or simultaneously.

¹In this paper, the term community development will be used in two ways. The first way the word will be used is as a synonym for community organization, i.e., an all-encompassing overview, descriptive term to refer to all models of social change, (Thus, the terms community development and community organization will be used interchangeably.) The second way the term community development will be used is to refer to one specific type of community development, which is usually called locality development. The context will illustrate which meaning of the term is being used just as the context indicates with the word "man" whether the word stands for people in general or for one category of human beings -- the male sex.

However, one can understand the essence of the Edmonton Social Planning Council more fully by using each of Rothman's twelve selected variables to compare the Council to the three models.

The variables which Rothman uses as dimensions to distinguish the models are as follows:

- 1) Goal categories of community action
- 2) Assumptions concerning community structure and problem conditions
- 3) Basic change strategy
- 4) Characteristic change tactics and techniques
- 5) Salient practitioner roles
- 6) Medium of change
- 7) Orientation toward power structure(s)
- 8) Boundary definition of the community client system or constituency
- 9) Assumptions regarding interests of community subparts
- 10) Conception of the public interest
- 11) Conception of the client population or constituency
- 12) Conception of client role

In analyzing the Council, several related categories have been collapsed into one. A summary of some of the essential features of the three models is outlined and then the Council is analyzed according to each dimension.

Locality Development (Model A)

Locality Development is based on the assumption that community change may be achieved best by extensive participation of a broad spectrum of people from the same geographic area, participating in determining the goals and working together for

their achievement.

In the literature, this concept of locality development is frequently referred to as community development.

Prominent examples of locality development/community development theory include Biddle and Biddle (1967), Goodenough (1963), Dunham (1963), Franklin (1966), Clinard (1966), and the United Nations (1955).

Social Planning (Model B)

Social planning is essentially a technical process of problem-solving aimed at diminishing substantive social problems such as housing, delinquency, services to the aged and mentally ill.

This model is based on the assumption that change in a complex society, particularly an industrial society, requires expert planners who can use their technical expertise to determine and achieve appropriate goals.

The amount of community participation involved in this rational, deliberate approach to change, varies depending on how the problem presents itself.

The aim of social planning is to provide and deliver services and goods to people who need them.

Encouraging fundamental social change and developing the community capacity for problem-solving is of low significance in a social planning approach.

Noted social planning literature includes Morris and Binstock (1966), Wilson (1964), and Perloff (1961).

Social Action (Model C)

The social action approach is based on the assumption that the resources and opportunities of society are unequally and unjustly distributed. The disadvantaged segment of the population needs to acquire methods (like organizing) to cause fundamental social change.

The aim of social action is to more equally redistribute power and resources and to modify dysfunctional institutional policies (especially those of government delivery systems) to conform more closely to the interests and needs of the disadvantaged.

The disadvantaged participate in the whole social change process.

Well-known social action theorists include Alinsky (1946, 1966), Warran Haggstrom (1964), Grosser (1965), and Cloward and Elman (1966).

Analysis of the Edmonton Social Planning Council according to Selected Practice Variables:

1) Goal Categories

In much of the community development literature, goals are described as being "task" goals or "process" goals. The two types of goals will be defined briefly in order to provide a background for looking at the types of goals which can apply to the three community development models,

Process goals are concerned with the ability of a group to function and to solve problems over an extended period of time. Process goals involve the improvement of groups' and individuals ability to work with people and towards group goals, more effectively. Process goals involve expanding the skills and changing attitudes of people.

Task goals are concerned with the accomplishment of a specific task or the solution of a concrete, delimited problem such as expanding community services or building a physical structure. Task goals involve changing the environment of people, but if and how people participate in the change process is of little significance.

The task and process concepts can apply both to the goals and to the actual method of operation of a worker or organization.

It is relatively common for the goals and the methods actually used to be incongruent with each other -- i.e., the goals are process oriented, but the practitioner works in a task way, or vice versa.

Locality development is concerned with developing the community to become functionally integrated and to work co-operatively at problem solving on a self-help basis. As the goals of locality development are primarily improving the skills and the "mental health" of the community, locality development can be described in terms of goals and methods, as a process-focused approach.

Social planners' aims and work are oriented primarily towards the solution of specific, delineated social problems. This means the social planning approach is primarily a task-oriented approach in both goals and method.

The aim of social action workers is both to achieve substantive social and systems change objectives, and to train the people to be aware of methods they can use to achieve future goals.

Social action programs develop both task and process goals and methods. The strategies planned depend on external (opposition)

and internal (groups development) factors involved in a given situation. Some strategies are an integration of task and process force. For example, "creating power may be associated with building personal self-esteem", according to Haggstrom. (Haggstrom, 1965, p. 332) Participating in a successful, task-oriented social change project can help people change their self images and, thus, their way of acting.

The goal of the Edmonton Social Planning Council according to its constitution, is to maintain a mechanism for supporting social change projects -- i.e., a non-governmental capability for informed decision making.

Thus, the major goal of the Council is a fairly explicit task. However, the reason for the Council is to provide people a means of achieving their own process and task goals.

The Council's method of operation also consists of two distinct processes. The task forces are very task-oriented structures that pay little attention to their own processes and the skill development of their own members.

However, the aim of the consultation and group development group is very much a process goal.

The Council has two programs of action that are related but different, and each has its own goals and methods -- one being primarily task and the other mostly process.

Thus, on this dimension, the Council is most similar to the Social Action Model, but shares significant similarities with the other two models.

2) Assumptions Regarding Community Structure and Problem Conditions

From a local development analysis, the community is composed of people of good will, who require assistance in getting together to deal with their community problems.

The problems in North America are essentially the result of mindless industrialization. People miss the feeling of belonging to a group (a social and geographic entity). In the third world, the problem is bringing people together to co-operatively and voluntarily improve the infrastructure, particularly the physical infrastructure, necessary for economic development.

The planner perceives the community as a number of substantive social problem conditions. The planner focuses on the problems -- such as inadequate housing, transportation problems, need for industrial development, better school systems, and lack of good provision for the aged and mentally ill -- without seriously considering the community structure and its relationship to the substantive problems.

The social action practitioner perceives the community as comprised of a hierarchy of privilege and power, who permit or perpetuate the social injustice and exploitation of minority and disenfranchised groups. The essential problem here is equalizing power so that "underprivileged" people can choose their lifestyle and have an influence on problems which affect them.

The Edmonton Social Planning Council members essentially share the social action worker's analysis of society as being hierarchical with injustices perpetuating the powerless situation of the "underprivileged". A major goal is to influence the power structures to modify the social system so there can be more equal participation,

3) Basic Change Strategies

The dominant change strategy in locality development is to bring together a wide range of people to determine their "felt" needs and to develop a plan for co-operating together to deal with the problems.

The basic strategy in planning is to research the problem, developing a rational plan based on the pertinent facts, and to expect the people of power to implement the plan due to its factual and rational basis. Non-experts may or may not be involved in the planning process, depending on their utility.

In social action, organizing a group of people around an issue is the essential strategy. The aim is to organize a successful mass action program that will put forth enough pressure on the clearly defined source of the problem, the power structure, to achieve needed change and to make people aware of the power they have when they work together.

On this dimension of change strategies, the E.S.P.C. uses essentially a social planning model with some variations. Some of the unique aspects of the E.S.P.C.'s social planning approach are these:

- the plans of the E.S.P.C. are very creative and innovative (e.g., the Light Rapid Transit proposed)
- the briefs of the Council consider and/or represent the interests of the "disenfranchised"
- the reports document existing situations which are not generally recognized as problems (e.g., economic discrimination against Alberta women)
- the Council often channels its data to action groups which

41
can use it to do social action work

- the Council provides extensive support and consultation services to self-help groups, etc.

4) Characteristic Change Tactics and Techniques

In locality development, the tactics of consensus (discussion, communication, and agreement) among a wide variety of people and groups are of great importance (Warren, 1965), and co-operative, inclusive techniques are stressed,

For social planning, analytic research and fact-finding skills are basic, and the use of conflict and consensus techniques is determined by the situation.

In social action, the tactics frequently used are the politicization and mobilization of large numbers of people to confront the "exploiters". This method requires careful analysis of the opposition and thoughtful strategizing.

In terms of confrontation consensus tactics, the Edmonton Social Planning Council is committed to neither approach. The Council is prepared to recommend and support confrontation tactics if the situation demands it, and generally regards confrontation as only one of a variety of change techniques -- one best used only as a last resort.

5) Major Practitioner Roles

The major roles of the locality development practitioner can be described as encourager (Biddle, 1965), enabler (Ross, 1965), catalyst, co-ordinator, and teacher of problem-solving and group-building skills. This role is essentially concerned with developing capabilities of clients to deal with their "felt" needs, and has

little to do with selecting specific task objectives.

In social planning, the primary roles of the change person are researcher, fact-finder, and analyst. The social planner should have skills in relating to bureaucracies and other professionals, diagnosing a community, evaluating programs, and recommending program procedures and organization designs (Ross, 1965).

The social action worker's roles can be delineated as animator, organizer, mobilizer, activist and advocate. The social action worker is a partisan in social conflict, who uses his expertise exclusively for the interests of the people he is working with and organizing -- the disenfranchised (Grosser, 1965).

The roles of key Council workers are primarily researcher, co-ordinator, consultant, public educator, lobbyist and organizer/mobilizer. In terms of this variable, the Council conforms most closely to the planning model (but with the same unique aspects as noted for the previous dimension), and with some similarities to the locality development and social action models. Consulting with and supporting groups to achieve their goals and/or to become independent is a similar process to encouraging and enabling. Occasionally Council workers work to animate and mobilize groups of people on an issue.

6) Medium of Change

In the locality development model, change is sought through the manipulation of small task-oriented groups; in social planning, it's the manipulation of formal organizations and of data; and in

social action, the manipulation of mass organizations and political processes.

The Edmonton Social Planning Council activities are primarily accomplished in small task-oriented groups, but the Council work involves much manipulation of data and some use of the formal organizations and particularly their personnel.

Thus, on this dimension the Council relates most closely to the locality development model and secondly to the planning model.

7) Orientation Towards the Power Structure

Locality development assumes that all the people in a geographic area can be involved in the social change process. The power structure, i.e., establishment people with authority, are seen as collaborators and participants in working for social change. A major consequence of this orientation is that the only goals on which all community members can agree are accepted, and thus system change goals are usually excluded.

The social planner is usually employed or sponsored by the power structure. The social planning specialist must not prepare proposals which deviate significantly from her/his employer's interests.

The power structure in the social action model is usually seen as the force preventing the constituent group from achieving its goal (be it system change or improved social service delivery). The power structure is seen as an entity which needs to be persuaded or coerced by planned strategies into conceding the objectives of the disadvantaged group.

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The analysis of Social Planning Council members fits most closely with the social action analysis on most issues, but the Council strategy is primarily one of persuasion based on rational data.

8) Boundary Definition of the Community Client System or Constituency

In locality development an entire geographic entity, the community (such as a neighborhood, village or city) forms the client system.

"Community development is concerned with the participation of all groups in the community -- with both sexes, all age groups, all racial nationality, religious, economic, social and cultural groups."

Dunham, 1963, p. 184 #

In social planning, the client group can consist of either the entire geographic community or some specialized sub-group, such as the aged, mentally ill, or slum neighborhood.

In social action, the constituents consist of some "oppressed minority" -- a sub-group of the total community which is discriminated against economically, politically and/or socially.

The constituency of the Social Planning Council is a constantly evolving thing, depending at any given time on the staff worker and issue involved. In some cases, the Council works to make the entire physical environment of the city more beautiful and functional. (Light Rapid Transit Proposal and River Valley Project are examples of this.) At other times, the Council works with and for a politically and economically disadvantaged segment of the population. (Women are a good example of this constituency.)

However, as the Council attempts to be sure to represent (and, if possible, to include) the participation of the "disadvantaged"

45

it best fits the social action model while, again, having some similarities with the other models on this dimension.

9) Assumptions About Interests of Community Sub-groups (Classes)

In locality development, the interests of each income level -- the entire community -- is seen to have common interests and any differences are viewed as reconcilable, as people are by nature co-operative and rational.

The social planners try to develop rational, pragmatic plans which will benefit people in general, but do not describe groups in terms of class interest or make assumptions about the degree of intractibility of conflicting interests.

The social action model analyzes society as consisting of classes of opposing interest. This provides a rationale for the use of confrontation and power tactics, for it is not logical to expect the elite to voluntarily give up their power and privileges,

The Council recognizes that the interests of different income groups are definitely different and often irreconcilable. The Council often orients its expertise and skills to the disadvantaged to provide tools for social action, Thus, the Council and the social action workers analyze society in the same way.

10) Conception of Public Interest

There are several methods for categorizing the theories of public interest, which will be outlined briefly here to provide background on this analytic tool.

46

Schubert (1960) groups the conceptions of public interest into three categories: rationalist, idealist and realist.

The rationalist view is based on the assumption there is a common good, and that the common good can be determined through a process of discussion and exchange by the representatives of a wide variety of interest groups. An example of the operationalization of this conception is parliamentary decision making.

The idealist view also assumes there is a general common good (public interest) which can be known. For the idealist, the common good can best be established and taken care of by experts and professionals making judgements based on their knowledge, experience, research and moral insight.

The realist does not assume a common good, but rather perceives the community as being made up of a set of differing and evolving interest groups competing for the power and influence to implement their own interests. Public policy and interest is actually only a balance of power at a given point in time.

Meyerson and Banfield (1955) divide the theories of conceptualizing public interest into two categories: the unitary and the individualistic.

The unitary conception of public interest is based on the assumption there is an overall public interest (a set of goals of the population as a whole) which can be determined. It is the responsibility of the legislator to work for the interests of the people in general and to prevent the specific interests of sub-groups from interfering with establishing generally beneficial policies.

The individualistic conception assumes there is no overall public interest and the only interests are those of special interest groups. It is the interplay of individual interests which produces the policies which benefit the most people.

One can use these two systems of categorizing the philosophies of the common good to gain greater understanding of the three community development models.

Locality development has a rationalist/unitary concept of the public interest. The common good exists and can be determined and legislated through a process of co-operative decision making.

The social planning model tends to have an idealist-unitary conception of the public interest. The common good exists and can best be determined by the moral, knowledgeable specialist. Planners tend to believe that knowledge, facts and theory are impartial, value-free, and interest-free, and thus they can, through research, establish goals and plans which will benefit the community as a whole.

The social action model is primarily based on a realist-individualist conception of the public interest. There is no overall "public good" -- only a number of special interest groups vying for power and influence. The aim is to help the groups which are discriminated against economically and politically to gain sufficient power to influence relevant policies and to more adequately represent their interests.

The dominant philosophy of the Edmonton Social Planning Council is a realist-individualistic conception of the public interest. On most issues the Council works from the assumption there is only a number of specialized interest groups seeking power to establish

76
action and policies in their interest, When working with issues from this point of view, the Council attempts to provide tools (research data) to the interest groups it believes are lacking in influence but deserve more power.

However, on some issues Council acts from an idealist conception of the public interest. The Council members have done innovative research and know what would benefit the whole city and, thus, what should be implemented. The Light Rapid Transit Proposal is an example of work done from the idealistic conception. Here, the Council is presenting a plan which is actually in the best interests of the city regardless of how much car drivers advocate more freeways. Even so, in planning for the acceptance of proposals developed from an idealist conception, the Council still strategizes from an individualistic-theoretical base,

11) Conception of Client Population. (Constituency) and Its Role

In locality development, the clients/constituents are seen as normal citizens with common "felt needs", and many strengths and resources which only need to be developed with the assistance of the community development worker. The role of the "clients" is to participate actively in groups, working for social change and providing learning opportunities.

In social planning, the clients/constituents are perceived as recipients or consumers of programs which are designed by experts to meet their needs without necessarily involving them in the designing process,

In social action, the constituents are seen as victims of

an exploitive, oppressive system. Their role is to act as a peer or employer of the organizer/animateur for many organizers will not enter a community without an invitation from the people.

The Council does not develop programs for consumers and makes a point of involving at least token members from any minority group it works on behalf of. Rather the Council members look upon the people they do research for and consult with, as citizens and peers with strengths and skills which could be expanded. The Council responds to requests for assistance, but does not work with a group without an invitation. Thus, the locality development and social action models provide the theoretical basis for the Council's approach.

Conclusion

In summary, on the dimensions dealing with goals and analysis of the social, political and economic structure (such as the conception of the power structure, the community structure, the boundary of the constituent group, the interests of the community sub-groups, the role of the constituents, and the public interest), one can see that the Edmonton Social Planning Council fits in closely with the social action model.

However, on the dimensions dealing with methods, basic change strategy and practioner roles, the Council conforms to the social planning approach.

Thus, one can conclude that in terms of basic goals, assumptions and ideology, the Council fits most closely with the social action model of substantive system change, but that the Council has selected another method to achieve the goal.

This shows how very important it is for social change workers and organizations to clarify their ideology and basic assumptions and to develop a plan of action that is congruent with the ideology. The E.S.P.C. illustrates that a wide variety of methods can be used to work for a set of goals and that a set of assumptions does not lock one into a type of methodology. However, a methodology that is not guided by a clear conception of what it is aimed for is of minimum value.

A great weakness of many of the other social welfare councils is their lack of a guiding ideology or "raison d'etre". Thus, the E.S.P.C. operationalizes several models of community development organizational theory.

51

PART IV -- Conclusion of Paper on the Edmonton Social Planning
Council

In summary, the Edmonton Social Planning Council is a useful organization, working for social change according to carefully planned methodology and with a facilitating structure.

The Council provides a good model of one approach to social change.

In its work the Council focuses on social development, designing preventative and innovative proposals to prevent social problems and facilitate growth in human potential. The Council is a political, lobbying organization and does some work training people in political change. The Council does not generate proposals for economic development, although it advocates amendments to the present economic distribution system -- especially a system of guaranteed annual income. Cultural development is not a significant aspect of the Council's work.

Thus, I have described in detail how the Edmonton Social Planning Council functions, evaluated its structure and programs, and compared its trends to those existing among North American community welfare councils. I have analyzed the Council in terms of three models of community development.

In conclusion, I have developed in this paper all the concepts and inferences that have occurred to me, and to note them again would only be redundant.

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APPENDIX I

EDMONTON SOCIAL PLANNING COUNCIL

SUMMARY OF ACTIVITIES

(The activities of the Edmonton Social Planning Council are organized under four major headings, each of which designates a major social goal.)

I. PARTICIPATORY DEMOCRACY

A. INFORMATION ACCESSIBILITY

- i) Report on Information Services in Edmonton (September, 1972) submitted to AID and other information services at AID's request.
- ii) Consultation and development help to AID, including supervision of Social Services Students interning with AID Service.
- iii) LIP Grant (application) to establish Women's Support Group and Information Centre.
- iv) Consultation to Women's Centre and various other women's programs, including the Alberta Ad Hoc Committee on the Status of Women, the U of A Women's Program Centre, Women's Services Committee and OFY project "Women's Support Group".
- v) Consultation to Edmonton Association for Public Broadcasting.
- vi) Dissemination of information from public bodies (including City Council, School Boards, etc.) to relevant organizations.
- vii) Maintenance of a library of public and private documents for use by Edmonton organizations.

B. COMMUNITY COUNCILS

- i) Publication of Citizens' Resource Catalogue (September 1972, mimeographed 62 pages).
- ii) Consultation and development help to League for the Promotion of Community Councils.
- iii) Participation and major consultation to Community Council Handbook project (with West 10 and L.P.C.C.).
- iv) Participation on the Mayor's Committee on Human Resources (West 10) and planning group of same.
- v) Consultation to various community councils, e.g. Northeast Edmonton Citizens Association, Area 13 Co-ordination Council.

C. LINKING CITIZENS AND DECISION MAKERS

- i) Aid to U of A Senate.
- ii) Video feedback to Cabinet Committee of citizens' reactions to Worth Commission (includes written viewer's guide).
- iii) Participation in LIP/OFY Workshop; video feedback to OFY officials.
- iv) Consultation to various government agencies through citizens' advisory committees.
- v) Help in establishing OFY Advisory Board.

II. DECENT STANDARD OF LIVING

A. POVERTY AND WELFARE

- i) Major study on Alternatives to Poverty and Welfare in Alberta (printed revised edition January 1973, \$1.50, submitted to Government of Alberta in response to Rawson background paper on public assistance).
- ii) Public education on welfare and poverty in Alberta through talks, radio programs, talks to students, etc. (includes pamphlet, Twenty Questions on Welfare).
- iii) Campaign to get organizations to endorse Guaranteed Annual Income.
- iv) Establishment and completion of Task Force on Public Assistance Food Allowance; Report available.
- v) Consultation to and/or development aid to various self-help groups concerned with poverty and welfare including Action Group of Disabled, Pensioners Concerned, Low-Income Social Advisory, Humans on Welfare, Social Services for the Handicapped, Single Parents, and M.O.V.E. (The amount of involvement with these groups varies from simply supplying meeting space and occasional clerical help to intensive consultation and aid for particular projects.)
- vi) Participation in Christmas Bureau; preparation of Report on Christmas Bureaus; and consultation to Christmas Bureau in registering as a separate society. (The Edmonton Social Planning Council no longer participates in the Christmas Bureau.)
- vii) Consultation to Northern Alberta Workshop and Winter Conference on "Options for Women".

- viii) Consultation to OFY summer camp project.
- ix) Consultation to Urban Core Program of the Edmonton Public School Board.

B. HEALTH CARE

- i) Participation in the Edmonton Area Hospital Planning Council.

III. HUMANE SOCIAL CONTROLS

A. WOMEN'S OVERNIGHT SHELTER

- i) Research grant (application) to undertake major report on Women's Overnight Shelter: A Unique Experiment.
- ii) On-going consultation and administrative aid to Women's Overnight Shelter.

B. THE JAIL SYSTEM

- i) Study on Alternatives to Jail Systems in Alberta.
- ii) Consultation to Community Corrections for the Female Offender re: evaluative research.

C. COMMUNITY MENTAL HEALTH

- i) Study group on community mental health services in Alberta.

D. ADDICTIONS

- i) Limited involvement with groups and agencies on issues related to addictions and alcoholism, including Alcohol and Drug Abuse Commission, Native Self-Help Group, A.S.A.D.A.
- ii) Addresses to various groups and education classes.

E. EARLY EDUCATION

- i) Consultation and development aid to Edmonton Child Development Association.
- ii) Participation in preparation of Early Education Handbook.
- iii) Establishment and completion of Task Force on Early Childhood Services; Report to be released.

IV. HUMANE URBAN ENVIRONMENT

A. GENERAL

i) Involvement in Intermets.

ii) Consultation to Urban Design Group.

B. TRANSPORTATION

i) Submissions to city public hearings on transportation in Edmonton, emphasizing social consequences of various transportation alternatives.

ii) Public education as to social consequences of various transportation alternatives, including numerous staff speeches to public meetings.

iii) LIP grant (application) to organize transportation charettes.

iv) Consultation and development aid to Kiwanis House effort to get bus shelter.

v) Consultation to City of Edmonton Planners re: citizen participation in transportation planning.

vi) Consultation to West 10 Area Council re: City of Edmonton transportation plan.

vii) Consultation to Westmount Committee on 127 Street.

C. CAMPUS PLANNING

i) Participation in U of A Senate Task Force on campus development and submissions to Senate on this subject.

D. HOUSING AND NEIGHBOURHOOD DESIGN

i) Consultation to Edmonton Citizens for Better Housing.

ii) Establishment of Task Force on problems associated with high-density housing in Northeast Edmonton; Report being prepared; local action now underway.

iii) Submission to U of A Senate on future of Northern Garneau.

iv) Consultation to Spruce Avenue citizens group re: Westgreen Shopping Centre - 106 Street development.