

# **An Analysis for Four Social Planning Interventions in the Fort Rouge Area of Winnipeg**

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**by David Vincent  
1971**

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**The Institute of Urban Studies**





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Published 1971 by the Institute of Urban Studies, University of Winnipeg  
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Note: The cover page and this information page are new replacements, 2016.

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AN ANALYSIS FOR FOUR SOCIAL PLANNING INTERVENTIONS  
IN THE FORT ROUGE AREA OF WINNIPEG.

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June 1971

## Chapter I: Introduction to the Fort Rouge Area of Winnipeg and the Social Planning Study

### I. Introduction

This research paper is set within the wider study context of social planning and urban change in the Fort Rouge Area of Metropolitan Winnipeg. A formal research proposal submitted to the Institute of Urban Studies in December 1970 had three objectives:

- "1. To demonstrate techniques of developing community profiles that will go beyond the analysis of demographic, socio-economic and land-use data to include the analysis of the perceptions, concerns, and possibly conflicting goals and objectives of the population and interest groups in the Fort Rouge community.
2. To analyze the nature of the interventions that have occurred and their relationship to the Fort Rouge community.
3. To assess the most effective means by which government and private resources can be made available to an urban neighbourhood."<sup>1</sup>

The research method to be used was that of action-research. The essence of this developing craft is to stimulate and encourage action for change through the application of various research techniques. At the same time, rather than precisely define research questions or problem formulations, action research determines the goals or objectives of the research effort, and proceeds to define the research strategies accordingly. The Institute of Urban Studies rejects the current dichotomy between research and planning action by encouraging researchers to accept the challenge to engage in the development of change strategies for which their research may have cleared the ground.

The results of this orientation to the Fort Rouge research have been two-fold:

1. In the early stages of the research, considerable time was spent with a group of Italians to form the Italian Social Action Committee. With the support of the Institute of Urban Studies and the James Richardson Constituency Office, a grant was obtained from the Secretary of State's Department to enable the Committee to engage in action research during the summer within the Italian community. The research staff provided initial resource input to the Committee and the Institute continued to provide research consultation.
2. The research staff were involved throughout the study period with the four social planning interventions under consideration, in particular with the Fort Rouge Information and Resource Centre and the Lunch and After School Program, and to a lesser extent with the Community Ecumenical Ministry, and the River-Osborne Recreation Committee.

A natural consequence of this involvement has been the focus of the research on the social planning interventions as analyzed in this research paper. Thus, the community profile has at this point not been attempted. However, such an analysis is still necessary for a thorough understanding of the Fort Rouge area and of the impact of the social planning interventions considered in this paper. To accomplish this, however, a more realistic time-framework than the three months laid down in the original research proposal is imperative.

#### Acknowledgments

I am grateful to the Institute of Urban Studies for the research grant which made this study possible. I should like to thank Mrs. Betty Hopkins for assisting me with the research, Mrs. Shirley Hampton for providing secretarial assistance, the Wardens and Vestry of St. Luke's Anglican

Church for the provision of an office, and the Boards and staff of the four social planning interventions for their co-operation in this study.

## II. The Fort Rouge Area of Metropolitan Winnipeg

As an introduction to the analysis of the social planning interventions, this brief section will merely highlight the salient characteristics of the Fort Rouge area. An immediate difficulty in this regard is the problem of boundary delineation. What area comprises Fort Rouge? Some people consider the area of Osborne Street south of Donald-Pembina to comprise Fort Rouge, while others locate the triangle between the rivers, as far as Cockburn on the west and Corydon Avenue on the south to be the boundaries of Fort Rouge. The Social Service Audit accorded this area the name of Osborne, while designating the aforementioned area East Fort Rouge. West Fort Rouge, according to the Social Audit, is the area between Stafford, Corydon and Pembina Highway, and in fact, many of those involved in the social planning activities in Fort Rouge usually look upon this area and the Social Audit's Osborne as a legitimate Fort Rouge neighbourhood. The area south of the Assiniboine River is the heart of the area under study and contains such sub-areas as Roslyn Road and River-Osborne. The accompanying map shows the extent of the Fort Rouge area, which in effect comprises Census Tracts 38 and 42, Osborne Street being the dividing line between the two. An additional difficulty in an analysis of Fort Rouge is the lack of up-to-date data on the area, and it will be some months at least before 1971 figures are available from the Metropolitan Corporation Enumeration Survey or from the current D.B.S. Census.

In spite of these limitations, this analysis of Fort Rouge will be examined in three sections.

1. Land Use and Population Characteristics

The following table shows the proportions of the various land uses in Fort Rouge. The data is provided by the Dominion Bureau of Statistics.

Table 1  
Land Use Acreage for Census Tracts 38 & 42

C.T.	Total Acreage	Industrial	Commercial	Residential	Parks, Schools, Comm. Clubs, Cem, Tot Lots	Public Bldgs. Churches Hospitals & Halls	Public Utilities	Undeveloped & vacant land
38	198.96	18.99	20.33	83.15	8.87	15.89	29.74	21.79
%	100.00	29.54	10.21	41.79	4.45	7.98	14.94	10.95
42	153.08	0.23	8.95	122.29	5.85	7.54	-	8.22
%	100.00	0.150	5.84	79.88	3.82	4.92		5.36
Total	352.04	19.22	29.28	205.44	14.72	23.43	29.74	30.01
%	100.00	5.45	8.31	58.35	4.18	6.65	8.44	8.52

From this table it can be seen that the predominant land use in Fort Rouge is residential, particularly in Census Tract 42, west of Osborne, which contains the Roslyn Road area of high rise apartments. The industrial development is contained in the area of Scott and Donald Street in Census Tract 38. It should also be pointed out that the acreage devoted to parks, community clubs, and tot-lots in Fort Rouge is fairly minimal. The one park of any size is Fort Rouge Park (see map). Commercial development is mostly concentrated along Osborne Street between River and Corydon, while in the section between River Avenue and Stradbrook, an interesting number of boutique and speciality stores have opened.

Within Fort Rouge, however, the emphasis is residential, and the physical characteristics are those of a densely populated community dissected by major traffic arteries, a consequence of Fort Rouge's peculiar position between the rivers.

The most recent population data for this area is put out by the Metropolitan Corporation of Greater Winnipeg. This data is provided by Polling Division, and in this regard the local polling divisions are not co-terminous with Census Tracts 38 and 42. Polling Divisions 22 and 23 are bounded by the Rivers, Daly and Wardlaw: with the addition of Polling Division 5, the southern boundary becomes Garwood Street, where Daly joins with Pembina Highway. Thus, the area for which 1969 data is available may be just slightly larger than the two census tracts.

The three Polling Divisions are Fort Rouge (23), Augustine (22) and Gladstone (5). Fort Rouge is the smallest of the three, lying between the rivers to the Fort Rouge Park and Clarke Street, while Augustine contains the area between Clarke, Wardlaw and the Assiniboine. Gladstone is south of Wardlaw to Pembina and Daly. Table 2 shows the age breakdown of this population.

Table 2  
Population by Age Group for Polling Divisions 22, 23,  
and 5 as of June 1st, 1969\*

Polling Division	5 and Under (%)	6 - 13	14 - 17	18 - 20	21 - 64	65+	TOTAL
22 %	312 4.45	279 3.98	102 1.45	265 3.78	4692 66.97	1356 19.35	7006 100.0
23 %	114 7.05	75 4.64	56 3.46	113 6.99	986 61.05	271 16.78	1615 100.0
5 %	232 7.59	255 8.34	105 3.43	136 4.45	2028 66.38	299 9.78	3055 100.0
Total %	658 5.63	609 5.21	263 2.25	514 4.40	7706 65.99	1926 16.49	11676 100.0

\* 1969 Population, Metro Area Municipalities, Population Within Metro Boundaries Distributed by Age Groups; office of the Assessment Commissioner, Metropolitan Corporation of Greater Winnipeg, December 1, 1969.



The total population of 11,676 in 1969 is 8% greater than the 1966 total of 10,745 for Census Tracts 38 and 42. The Polling Division Augustine (22) contains the whole Roslyn Road area and the apartment complexes of River and Stradbrook , and these sub-areas contribute the substantial population of some 7,000 people. Since June 1969 well over one thousand suites have been added to this apartment area , and with an average household size of 1.8 persons , the population of this densely populated area continues to increase. The predominance of the apartment character of the area is also borne out by the age breakdown shown in Table 2, where in the Augustine Polling Division (22) some 86% of the population is 21 years of age and over , and where approximately 20% of the population is 65 years of age and over . The population of elderly citizens is also high in Fort Rouge (23), but more akin to the Metropolitan average in Gladstone. Conversely the proportion of teenagers and children in the area north of Wardlaw is quite low, compared to Metropolitan Winnipeg's population 15 years of age and under of 30%.

## 2. Major Housing and Population Components

To some extent both these issues have already been referred to in the previous section. As the accompanying map shows the Fort Rouge area contains a wide range of zoning categories , ranging from single family dwellings to multiple family dwellings and planned building groups . It is not the intention of this section of the report to go into the details of the zoning history of Fort Rouge , but rather to point out the diversity of housing types within the neighbourhood . The Wellington Crescent-Roslyn Road area is characterized by new high-rise apartment blocks , while the central portion features relatively new three story walk-up apartment units . Roslyn Crescent is composed of expensive single family

dwellings, while older apartment blocks and large homes used as apartments, rooming houses and single family dwellings are interspersed throughout the remainder of the area. A large senior citizen's residence is being constructed on Nassau and a second development is planned for Stradbrook and Osborne.

With this diversity of housing types there is a concomitant diversity among the population groups living in Fort Rouge. While precise figures are not available on these groups at this time, the Research Proposal identified the following population components in Fort Rouge: young people, including a large student population, senior citizens, ranging from the well-to-do, to those living on the old-age pension, single parent families, low income families, a substantial number of single households and families in receipt of financial assistance, ethnic populations, including a large Italian population centered on Corydon Avenue, and substantial numbers of people of all ages in higher than average income brackets.

Thus within this high density area, a range of socio-economic and housing conditions is found ranging from very poor to very affluent.

### 3. Fort Rouge as a Neighbourhood

Fort Rouge as a community or as a neighbourhood is worthy of an intensive research study in these terms alone. Two papers written within a relatively short time of each other<sup>2,3</sup> both comment on the evidence of social problems in Fort Rouge, and on the fact that Fort Rouge seems to be "a dormant community". While there is no current data on the incidence and extent of social problems in Fort Rouge, the welfare case-loads have increased rapidly in this area. With regard to the description of Fort Rouge as a dormant community, the evidence of the last year would seem to cast some doubts upon its accuracy. Since January 1968 many things have happened in Fort Rouge, not the least of which is the

vigorous response of many neighbourhood people to the establishment of a year-round Youth Centre in the area, the events such as the Winter Carnival and the "Fun Fest", and the activities being generated in the neighbourhood by the social planning interventions in the Fort Rouge area.

Perhaps Fort Rouge can best be described as "...a mosaic of worlds which touch but do not interpenetrate"<sup>4</sup>, an interpretation of Fort Rouge which this author believes is for the most part true. In the analysis of the social planning interventions which follow some evidence for the erosion of this group exclusiveness is presented.

## Chapter II: An Analysis of the Social Planning Interventions

### Introduction

There are at least five points which should be considered as a context for this analysis of social planning interventions, and while each is a major subject in its own right, it is proposed in this introduction merely to state the significance of each for this study.

1. Social Planning: in a recent report by the National Research Council the authors state that "...the major new era of research and action in urban development is what has been called 'non-physical planning' or, more precisely, social planning."<sup>5</sup> Social planning has traditionally been concerned with the development and coordination of services and resources within a defined geographic area, primarily in the fields of health and welfare. A social planning intervention can then be considered as a specific social planning activity leading to the provision of a social program or system of resources to meet a defined need situation or social problem. The current thinking in social planning also includes such issues as the technical aspects of planning, the task accomplishment functions of communities, the participation of citizens and interest groups in the planning process and the relationship between community development and social planning. Within Metropolitan Winnipeg there are many groups and agencies vitally concerned with social planning issues, and the most thorough study in this regard is that by Professors Ryant and Spearman from the University of Manitoba School of Social Work.<sup>6</sup>
2. The Urban Neighbourhood: the importance of the neighbourhood is increasingly stressed in the current analyses of urban problems. Implied in this thinking is not only a reaction to the increasing scale of the urban areas and the corresponding scale of proposed solutions to urban problems, but also the acceptance

of the fact that while as a cell of the urban area the conditions under which the neighbourhood functions well or ill are critical for urban health and development, urban research has not yet provided sound enough understandings of what is a "good" neighbourhood or what are the human dimensions of the urban process.

3. The Citizen and Planning: to a considerable extent the question of citizen involvement also involves the two points already mentioned - i.e. the concept of social planning and the significance of the urban neighbourhood. In this regard two themes are evident: a) the participation of citizens in planning programs operated in their behalf and b) the involvement of residents in planning for community or neighbourhood renewal - an activity that calls for a much broader orientation to neighbourhood than that of a task accomplishment, such as a social service program. It is interesting to note James Wilson's allusion to the fundamental differences in the breadth of vision among urban residents regarding participation in urban affairs. Wilson refers to "public-regarding" and "private-regarding" behaviour, the distinction being between those who attach high value to community-wide or neighbourhood goals and those who are caught up in their own daily struggle to maintain themselves and their families.

A detailed study of citizen participation and community renewal in a Winnipeg neighbourhood is provided by Professors Lloyd Axworthy and Ralph Kurapatwa of the University of Winnipeg.

4. Emphasis on Evaluation Research: many authors in recent years have pointed out that with the large sums of money being made available in major urban and social welfare programs the public (and the policy-makers) have a right to know both the effect and the effectiveness of these programs. This trend was given increasing emphasis with the War on Poverty programs in the United States. Since that time both government and private agencies have begun to pay

increasing attention to the significance of program evaluation. An evaluation appraises the extent to which a program realizes certain goals: such evaluations permit the development of appraisals from different perspectives, including clients, agencies, staff and community residents. The Ryant-Spearman Report calls for specific program evaluation functions for both the United Way and the Department of Health and Social Development.

5. Action-Research and Planning: as was mentioned in the opening chapter of this report the research orientation of this study was that of action-research. In this we find a swing away from discipline-oriented research where often the findings and the recommendations of studies have to be restated by policy-makers before they have any direct application to the situation at hand. The trend is towards action-research whereas in this case of a specific planning study the actual planning takes precedence over the established research timetables and design priorities. As a new area of innovative research techniques such action-research will itself have to be tested in many situations to establish whether or not it is really of help to both policy-makers and citizen groups concerned with planning strategies.

Within this context therefore the analysis presented in this study concerns four social planning activities designed primarily to serve the residents of Fort Rouge. The study thus excludes social agencies based in Fort Rouge, such as The Alcoholism Foundation of Manitoba, which serve a metropolitan or even wider community. The data on which the research is based include interviews, analysis of documents and observation of events. The framework for analysis of the planning intervention is as follows:

1. The Planning Idea - Purpose and Goals
2. The Planning Activities of the Social Planning Intervention
3. The Management of the Planning Activities
4. Evaluative Assessment of the Social Planning Intervention

I. The Community Ecumenical Ministry

1. The Planning Idea - Purpose and Goals

- a) The idea for the Community Ecumenical Ministry is really borne out of the new thinking on the relationship of the church to the world and in particular to the local community. The 'new theology' of ecumenicity and social action was given practical reality in the Fort Rouge area of Winnipeg by three churches, two United and one Anglican in a series of discussions in the fall of 1965, leading to the inauguration of the Community Ecumenical Ministry in July 1966.
- b) The reasons for this form of ministry were as follows:
- "1. the increasing population density of the area caused largely by high-rise apartment construction; and the difficulty, due to lack of time, the parish minister had in meeting and ministering to the newcomers;
  2. the deeply felt need, especially by the clergy, for the church to minister to the community - in areas of service in which the established churches were not concerned - and to justify their existence;
  3. the need to work towards a unified witness by the various denominations of the Christian Church; and to find new ways of witnessing;
  4. the great potential of non-church members in the area who could be challenged and channelled into community projects;
  5. the need for a special effort to reach people in the immediate areas of the churches concerned."
- c) The general goals of the Community Ecumenical Ministry as set out in the Founding Document are as follows:
- "1. to show the churches' concern for people where they are;
  2. to promote and further the welfare of the people in the community;
  3. to involve the churches' facilities and resources - financial and human;

4. to stimulate interest and perception on the part of those living in the community to the point where they will take steps themselves to develop the community and meet the needs of the whole community;
5. community was seen as all the people who lived in the specific area; ecumenical in that two denominations of the Christian Church were joining together and hoped that in time the other denominations in the area would also be interested; an added appendix offered an understanding of ecumenical to be more the relations between church and society than the relation of the churches among themselves; ministry is the mission of carrying out plans of action with the people<sup>11</sup> of the community to meet recognized needs."

d) In emphasis, therefore, the Community Ecumenical Ministry was particularly concerned about the needs of the local community and the stimulation and encouragement of the people in the neighbourhood to devise plans of action to meet these needs. In essence, therefore, from its very inception the Community Ecumenical Ministry was oriented to a community development type of philosophy - the identification of need and the development of planning strategies with the people concerned to meet these needs. Although the purpose and goals of the CEM as quoted above exhibit a dual exchange type of orientation, i.e. a) between church-church, and b) between church and community, the emphasis from the very beginning of the CEM's activity was on the latter: the relationship of the churches to the local community. This is seen in the duties of the staff person - the Community Ecumenical Minister:

1. to minister directly to the needs of the community; and
2. to assist the congregations as they minister to the area.



- e) The goal formulation of the Community Ecumenical Ministry appears to have taken two stages: a) the earliest statements of purpose quoted above, and b) the statements that grew out of the spring evaluation in 1968. For example, in Working Document No. 1, the Program Committee states that "the basic purpose of the Community Ecumenical Ministry is seen to be community development, that is where people and their neighbourhood institutions are involved in a process of self-determination and significant social change."<sup>12</sup> To accomplish this purpose, a) the needs of the community must be known, and b) the needs of a community are to be met. Both activities are to rely on personal involvement in the community, liaison with larger research and planning bodies and the encouragement of community initiatives in planning and action.

The Statement of Purpose of the Community Ecumenical Ministry, June 1968 reads as follows:

"Churches in the Fort Rouge area of Winnipeg recognize vast social changes occurring in the community. They wish to be of service to people and help bring about constructive change to the area as a whole.

To become more involved in these concerns, the Churches are developing the Community Ecumenical Ministry, a coordinated effort to help sort out this new role. The CEM is expected to be the sensitive agent whereby concerns of the community are being met and understood. As a communicator and educator, the CEM is expected to help enable individuals or Churches to fulfill a Christian obligation to serve in the needs and changes of society. It is also expected that the CEM might help individuals or groups from the community itself to communicate more effectively to the City of Winnipeg and its decision-makers, the changing needs of a changing community.

The overlying principle of action is for a coordinated effort from those in the community and the churches to work for change together, with the view that such changes will bring about more meaningful and creative lives in the urban society."<sup>13</sup>

### Summary

Perhaps the purpose of the Community Ecumenical Ministry can best be summarized in the definition of their term, 'Ministry' - "the mission of carrying out plans of action with the people of the community to meet recognized needs." The methodology implied in this form of ministry is that of community development. The structure of this social planning intervention is that of a board of directors, with the minister and three members from each church forming the board, and employing one full time staff member, the Community Ecumenical Minister.

## 2. The Planning Activities of the Community Ecumenical Ministry

- a) The initial months following the creation of the Community Ecumenical Ministry were spent in getting to know the area and the people of Fort Rouge, in assisting the various committees of the CEM to understand the nature of this ministry, and in planning a workshop involving about 100 people from the member churches in considering their response to the needs of the Fort Rouge area.<sup>14</sup>
- b) The Conference was called "Operation-Outer Limits" and in response to community areas of concern, five committees were formed by the CEM to deal with action alternatives for :
  1. Child Care
  2. Recreation
  3. High-rise Apartments
  4. Senior Citizens
  5. Youth

Two additional areas of planning activity involve the Community Information Centre and the Fort Rouge Information and Resource Centre. This section will examine each of these seven planning areas in turn.

1. Child Care: the Child Care Committee initiated a latchkey program at Augustine Church in the spring of 1967. However, the program was transferred to Crescent-Fort Rouge Church that fall and became the Lunch & After School Program, with particular reference to the children from Gladstone School. This program is dealt with in greater detail following the section on the Community Ecumenical Ministry. CEM was concerned for the children of many working parents and single parent families in the community, and this concern was demonstrated not only in getting the program underway, but also by contributing part of the initial costs of the program and by securing additional finances from The Winnipeg Foundation. The CEM also encouraged volunteers from the churches to assist with the program. The Child Care Committee of the Community Ecumenical Ministry supervised the program and the staff are employed by the CEM. In 1970 some 28 children were enrolled in the program. The CEM has recently taken steps to transfer management and direction of the Lunch & After School Program over to the community and particularly to the parents of the children in the program. At present this involves four parents, two teachers from Gladstone School and three members from Crescent-Fort Rouge Church. A research staff member from the Institute of Urban Studies has met twice with this Board in the discussions with the CEM. While the CEM has assured the new Board that the financial arrangements under which the program operates are satisfactory, the Board nonetheless feel somewhat unclear as to their role and as yet CEM has not clarified this situation.

2. Recreation: the Outer Limits Conference recommended that as a short-term measure the Community Ecumenical Ministry look into the matter of summer playground programs for the area, and that as a long-term project
- a) a task force should determine the needs of the community as related to recreation, involving the community as much as possible in this activity, and
  - b) a committee representative of the community should be established to work towards improving the recreational activities of the area.

In this regard also the Community Ecumenical Ministry took immediate action and through the CEM Recreation Committee and with the assistance of the Anglican Church, acquired a team of Summer of Service Volunteers to provide summer recreation for the children, and also to contact parents in the community about recreation needs for children. The CEM was involved in supervising the activities of this S.O.S. team. In the fall of 1967 the CEM, through its church volunteers, visited these families and held several meetings to enable parents to share their concerns about the lack of recreation in the area. The CEM provided the initiative for this activity and also performed an enabling role to this group of parents who were able to see some immediate improvements for their efforts in an additional skating rink at the Gladstone School and in the creation of craft programs, figure skating lessons and a Tiny-Tot recreation program for pre-schoolers one morning a week in Crescent-Fort Rouge Church. The CEM volunteers served coffee and encouraged the mothers to stay and visit during this activity.

In 1968 the CEM assisted parents in the area to form the River Osborne Recreation Committee, of which a member of the Community Ecumenical Ministry Board was chairman for an initial period. The River Osborne Recreation Committee is considered as a separate social planning activity

in this study.

The role of the Community Ecumenical Ministry continued to be that of support to the new committee and mainly took the form of:

1. staffing the committee ;
2. providing facilities for recreation through the churches ;
3. contributing financial support where necessary; and
4. supporting the committee in its negotiations with the City of Winnipeg, Department of Parks and Recreation.

The role of the Community Ecumenical Ministry in the area of recreation has diminished as the River Osborne Recreation Committee has assumed the full responsibility for recreation needs in the Fort Rouge community. In December 1970 the committee acquired a full time Recreation Coordinator for the area, and work is beginning on a permanent building with committee rooms and changing rooms at the Gladstone School grounds.

In summary, therefore, in the field of recreation the Community Ecumenical Ministry has been instrumental in involving citizens in the process of obtaining and managing recreation services for this area. The CEM has now no direct involvement in the field of recreation in Fort Rouge, but rather supports the work of the River Osborne Recreation Committee.

3. Apartment Dwellers: one of the concerns that led to the formation of the Community Ecumenical Ministry was the desire of the clergy to minister to newcomers in the area, including those in the newly-developing high-rise apartments. Perhaps the fact that the CEM staff person was not involved in this committee's work is an important reason for its singular lack of success. The spring evaluation of 1968 also noted that the question of Apartment Ministry had faced the churches with "a very hard problem." The Apartment Concerns Committee had difficulty in formulating

the goals or the priorities of apartment ministry. There is no record of any activity on the part of the Apartment Concerns Committee since this date.

4. Senior Citizens: the "Outer Limits" Conference encouraged the Community Ecumenical Ministry to become active in the area relating to senior citizens. Almost 20% of the population of the Fort Rouge area as compared to a Metropolitan average of 9% are 65 years of age and over. The CEM's activity in the area of senior citizen needs has mainly taken two forms: a) adult drop-in centres, and b) senior citizens' housing.

In 1968 the CEM established a drop-in centre at Augustine Church for persons 65 years of age and over. This followed a survey of senior citizens in the area east of Osborne. Since that time the CEM has encouraged senior citizens to become active in the groups that meet in Crescent-Fort Rouge and Augustine Churches. Recently the CEM supported a proposal to establish a Senior Citizens Day Centre at Augustine Church, as a temporary location until the proposed Senior Citizens Housing Development on Stradbroke and Osborne is a reality. The community development team from the Fort Rouge Information and Resource Centre has been working with senior citizens in the area since September and has given staff support to the group requesting the Day Centre. Such centres are operated by the Age & Opportunity Bureau and involve a 9:00-5:00 program, five days per week for senior citizens. The Centre proposal is still in the planning stages.

The CEM has also been active since 1969 in the area of senior citizens housing, through the work of a small committee which has considered various alternatives in housing for Fort Rouge. Plans were developed for a Senior Citizens' Housing Project, but did not proceed beyond that point. Then the City of Winnipeg announced plans for a senior citizens housing project on Jessie and Nassau, on the site of the former Fort

Rouge Police Station. The CEM was able to provide the City with data on the numbers of senior citizens in the area, their needs and concerns relating to housing and other matters. This project was subsequently taken over by the Province, through the Manitoba Housing and Renewal Corporation, which also approached the CEM Housing Committee with regard to location priorities in the Fort Rouge area, the need for additional units and the question of Day Care Centres. At the present time the Manitoba Housing and Renewal Corporation is considering a second unit on Stradbrook and Osborne.

Thus the Community Ecumenical Ministry's concerns for senior citizens in the Fort Rouge area have been carried on by other planning bodies in the form of the Manitoba Housing and Renewal Corporation and the Age & Opportunity Bureau Inc., while the day-to-day support to the senior citizens in the neighbourhood is still provided by the churches and the staff of the Fort Rouge Information & Resource Centre.

5. Youth: the "Outer Limits" Conference noted the lack of facilities and equipment available to youth in the area and discussed various ways of assisting local youth. The earliest Community Ecumenical Ministry activity in the area of youth concerns was their association with the Coffee House at St. Luke's Church. Volunteers from the CEM usually attended the 'Winged-Ox Coffee House'<sup>15</sup> at St. Luke's on Saturday evenings and this was considered by CEM to open up new opportunities for volunteer involvements in unstructured youth programs.

The CEM was also supportive of CRYPT from its earliest development and in the summer of 1968 the CEM supported the initiatives of the Community Welfare Planning Council in the planning and financing of a drop-in centre and feed-in at St. Luke's for alienated youth. In a report of this drop-in

centre the author points out that he was introduced "to an already existing Saturday night Coffee House in the process of expanding its operation to a six-day-a-week venture." The drop-in had its own staff of young people operating in the traditional coffee house format - admission, drinks and entertainment. The report further states that "gradually the ethos (of the Coffee House) changed from a structured night-spot to an informal, friendly meeting place, which was what seemed then and in retrospect proved to be the most useful aspect of the Centre. The previously existing youth staff began to lose interest in the project as this development occurred and became more unreliable, finally not showing up at all. This development was extremely useful, as it gave an opportunity for the indigenous users of the Centre to make it their own."<sup>16</sup>

The CEM continued to support the cause of alienated youth and the following summer (1969) a drop-in centre and a feed-in centre were operated by the Community Welfare Planning Council out of St. Luke's and Augustine respectively. In the summer of 1970 the CEM operated both these programs in the same locations, and continued to support the operation of both throughout the winter of 1970-71. The youth centre in particular ran into some difficulty first with residents of the area and later with St. Luke's Church, which had closed the youth centre for an indefinite period of time.

In their involvement with youth concerns the Community Ecumenical Ministry early assisted those agencies and organizations such as the Community Welfare Planning Council and CRYPT, who realized the need for programs for transient youth in the community. In this respect the CEM were responding to initiatives taken by other community agencies.



6. Community Information Centre: one of the study groups at the "Outer Limits" Conference was that concerned with "People Immobilized by Crisis." This group stated that "people who find themselves in this situation should be able to call the church and find out readily the agency that can best help." <sup>17</sup> The idea of a community information centre is found throughout the earliest discussions of the Community Ecumenical Ministry. It was realized that in urban areas many people do not have adequate information on their rights to certain services nor even where they might locate such services. The CEM carried out a feasibility study and established a community information centre at 511 Stradbrook Avenue, on March 31, 1969. A consultant with the Community Welfare Planning Council assisted the Information Centre Steering Committee in planning and setting up the Centre. Data for the first nine months of operation show only 215 telephone and personal calls: this works out at about one call per day. The Centre continued throughout 1970 and on August 28, 1970 the Fort Rouge Information and Resource Centre opened at 511 Stradbrook Avenue with the Community Information Centre providing volunteers as receptionists. The tempo of activity has certainly changed with the Information Centre volunteers sometimes handling up to 130 calls a day for the Resource Centre, the majority of which are for service assistance from the agencies in the Centre. Many calls for information are still received by the Centre and of course volunteers are now able to transfer some of these directly to the service staff in the Centre.
7. The Fort Rouge Information & Resource Centre: since this social planning intervention is going to be considered in much greater detail later in the chapter, at this juncture the emphasis will be on the role played by the Community Ecumenical Ministry in the Centre's development to date.

The Fort Rouge Information & Resource Centre is a social service experiment by the following agencies :

- Provincial Department of Health & Social Development ;
- Children's Aid Society of Winnipeg ;
- Neighbourhood Service Centres ;
- City of Winnipeg Parks & Recreation Department ;
- Community Ecumenical Ministry ;
- Community Information Centre ; and
- Community Welfare Planning Council ;

to provide a range of social services easily accessible to the Fort Rouge community and to involve the residents of Fort Rouge in the planning and evaluation of services . The Centre opened on August 28, 1970 .

Since September 1969 the Community Ecumenical Ministry has been deeply involved as one of the planners of this social planning intervention . At that time the core members of the Fort Rouge Area Planning and Discussion Group were the Provincial Department of Health & Social Development , the Children's Aid Society of Winnipeg, the Community Ecumenical Ministry and the Community Welfare Planning Council, to whom the three agencies had turned for information on the Fort Rouge area . Each agency had a particular interest in their relationship to this area .

"The Community Ecumenical Ministry, through its leadership and involvement of community groups and people in Fort Rouge, had built up a momentum for community development, but was now looking to the social agencies for a full time community development officer to give this community concern expression and direction." <sup>18</sup> The CEM was also anxious to see a neighbourhood social service centre providing a range of social services, including community development services, located in the Fort Rouge community .

The Community Ecumenical Ministry played a special role in the early planning stages of the Fort Rouge project in that they offered to be host to the other agencies in the planning group. As such the CEM had to early agree to a commitment to this shared service project, an example which the Children's Aid Society was quick to follow, but which took the Province several months to consider. In July the Province formally agreed to locate a team in the area and the CEM as landlord made the necessary alterations on the premises at 511 Stradbrook, allowing the project to be underway by the end of August. The Board of the Community Ecumenical Ministry made almost \$4,000 available for these renovations and duties.

Perhaps these activities can be summarized as the first phase of the CEM's involvement as a planning participant in this social planning intervention. The second phase of CEM's planning involvement in the Resource Centre extended from September 1970 to the present time.

The CEM signed agreements with the participating agencies - the Health and Social Development team, the Children's Aid of Winnipeg, Neighbourhood Service Centres and the City of Winnipeg Parks & Recreation Department - for rental accommodation in the Centre from September 1, 1970 to September 1, 1973, a three-year demonstration period. The role of landlord has not been without its attendant difficulties. These have included the physical arrangements in the house itself and the role of the volunteers.

The CEM has maintained a planning function during this time, first as a member of the Advisory Board of the Resource Centre and as a participant in staff discussions, and secondly, as a function of CEM's own development as an agency in this community. Two major planning areas concerned the CEM during the first eight months of the Resource Centre's activity.

1. The first planning area was concerned with developing and promoting the evolutionary 'style' of the Resource Centre.
  2. The second planning area involved the relationship of the Resource Centre to the community.
1. The first planning area - that of developing the 'style' of the Centre - involved CEM in two issues, that of:
    - a) management and leadership functions in the Resource Centre; and
    - b) the CEM's relationship to the community development team in the Centre.

Both issues involve the overall planning style adopted by the Planning and Discussion Group. The Planning Group agreed that "...agencies are committed to allowing for an evolutionary style of services, modifying service and approach as the community better defines its needs." <sup>19</sup> The question of management and leadership was left to an Advisory Committee composed of senior agency personnel, with really no clearly defined idea of what was involved in "allowing for an evolutionary style of service." The CEM was in direct daily contact with the Resource Centre, and while it had its own idea of how the Centre should be operating, it had no mandate to direct or lead operations. Such questions were referred to the Advisory Committee and dealt with by the individual agencies with their respective staffs. Management and leadership functions in the Centre, therefore, were performed on an individual agency basis, rather than on the basis of Advisory Committee to total staff, or even individual staff with one another. The beginnings of a staff 'team' development are evident in the last two months.

A second point of tension for the CEM in the Centre involved the relationship of the CEM to the community development team. The Planning and Discussion Group were offered community development personnel by the

Province, but chose rather to request Neighbourhood Service Centres to place a community development team in the area. The Planning and Discussion Group, however, failed to involve the total staff, including the community development team, in discussions about their expectations for the Centre in the Fort Rouge area and to modify these expectations, if necessary, in the light of staff experiences in their respective fields. Thus the CEM which had previously carried community development functions in the community, handed these over to the Neighbourhood Service Centres team with both style and role expectations somewhat different from those held by the team itself. Despite the fact that one of the expectations for the community development team concerned staff development and this was very closely related to the 'style' of the Centre's development, the tension of misunderstanding probably hindered rather than helped the community development process in both the Centre and the neighbourhood.

2. The second planning area involved the relationship of the Resource Centre to the community. One of the basic goals accepted by the Planning and Discussion Group was that of "the participation of neighbourhood people in the planning and evaluation of services." <sup>20</sup> In the introduction to this chapter mention was made of the increasing attention being paid citizens in both urban and social planning. The Social Service Audit had called for the involvement of neighbourhood residents in an advisory capacity to the proposed neighbourhood health and social service centres. The Provincial Government's position paper on the Audit had also recommended citizen involvement in an advisory capacity. The Fort Rouge Planning and Discussion Group appeared anxious to move beyond an advisory capacity in their involvement of residents to a position where ultimately the community could have an increasing share of the decision-making and policy-setting roles.

This planning concern, therefore, occupied a major proportion of the CEM's time in the Resource Centre particularly since January 1971. At that time the CEM Board instructed its staff to develop strategies for the involvement of community residents in the operation and development of the Resource Centre. This decision seems prompted by three considerations:

1. the desire on the part of the Community Ecumenical Ministry to avoid any further delay in initiating procedures to involve the community in the affairs of the Centre;
2. the policy of the Community Ecumenical Ministry to hand over the administration and control of planning projects to neighbourhood people where CEM had been instrumental in their developments; and
3. the uncertainty facing the Community Ecumenical Ministry in the spring, with the goals of the agency unclear, the financial outlook far from secure and the obligations to honour the CEM's commitments as landlord of the Centre.

The CEM's planning strategy in this regard has been at best unclear. Discussions were held with the Advisory Committee on possible strategies of involving citizens. The suggested plan was to involve two stages:

- (a) the formation of an Interim Board of interested community people who through Incorporation could receive funds, honour the rental agreements of CEM with agencies, act in an advisory and evaluative capacity to the Centre and then begin to work towards a form of community coalition through contacting other groups in the area. This coalition would be concerned with a wide range of matters relating to Fort Rouge, of which social services would be one. As this process developed the Interim Board would be absorbed into the larger community organization, or go out of existence entirely as new

people became involved. The time framework would be that of the life of the Resource Centre project - i.e. until September 1973. By that time the community organization should be well under way. However, the Resource Centre Board that finally emerged from the CEM planning process included the beginnings of a coalition in its make-up. Community groups had been contacted and requested to send representatives to this Board.

- (b) Following the second meeting the CEM decided that the process had been both unclear and hurried, that the task of involving citizens in the planning and evaluation of services at the Resource Centre was a total Advisory Committee responsibility and that the CEM had the responsibility of clarifying its future role in the community, during which time it would honour the agreements with Resource Centre agencies. The CEM requested the Advisory Committee of the Resource Centre to undertake the task of citizen involvement in the life of the Centre.

#### The South Winnipeg Area Council

Before proceeding to a summary of the planning activities of the Community Ecumenical Ministry it should be pointed out that the CEM was deeply involved in the activities of the South Winnipeg Area Council when that organization was still active. The area council provided a discussion point for professional workers of all parts who were active in the area, and an opportunity to see the area and its needs as a whole and not simply from the perspective of one professional discipline.

#### Summary

These pages have attempted to record in as broad a purview as possible the extent and the emphasis of the Community Ecumenical Ministry as a social planning intervention. Given its purpose as an agent to help identify

community needs and to assist residents to meet these needs, in the five year period under consideration the planning activities have included the children of working parents, recreation needs, apartment dwellers, senior citizens, youth and the social service needs of the whole community, involving information, direct service and community development.

### 3. The Management of the Planning Activities

This section of the social planning study is interested in the extent to which citizens of Fort Rouge have been involved in planning roles within the CEM's activities as a social planning intervention. The paper has already mentioned that planning organizations are showing increasing interest in the whole area of citizen involvement. A discussion of this nature can easily get out of proportion, particularly when we are considering a planning intervention whose Board of Directors are volunteer citizens to begin with, and whose sponsoring bodies are resident institutions. On the average about one-third of the membership of the three churches lives within the community, with the remainder in the surrounding communities of Riverview, Crescentwood and River Heights. The Board of the CEM in the five years has reflected this pattern with the majority of the Board members living outside the area.

In order to put this question of community involvement into clearer perspective, two points should be raised:

1. What did the churches expect for themselves in the CEM?
  2. What expectations did the churches and the CEM have for this new form of ministry?
1. The first question concerns the expected benefits of this type of ministry for the individual churches. As the commentary on the planning idea pointed out, the churches' basic concern was to minister to an area which was undergoing rapid social change. The kind of ministry,



therefore, which developed was "the mission of carrying out plans of action with the people of the community to meet recognized needs." There has been some confusion or misunderstanding among members of the three churches concerning the impact of this ministry on their churches. This basically involves two areas:

- a) those who thought that people from the community would be drawn into the churches through the social action of the CEM; and
- b) those who felt that the concept of ecumenicity, albeit spelled out in the Founding Documents to be more the relations between church and society than the relation of churches among themselves, also implied experimentation with new forms of worship and perhaps shared ministry.

However, despite differences in these two important areas the churches firmly supported the concept of the Community Ecumenical Ministry, and expected this new form of ministry "to help enable individuals or churches to fulfill a Christian obligation to serve in the needs and changes of society."<sup>21</sup>

It would appear, therefore, that the churches and the Community Ecumenical Ministry saw this new ministry as not only serving the community but also to some extent serving the churches. It was natural, therefore, for the churches to be the decision-makers in this regard.

2. The second question concerns the expectations for the CEM held both by the CEM and the churches. From the outset, the CEM was viewed as a short-term planning initiative. The self-evaluation of the CEM in 1968 emphasizes the need to clarify the short-term and long-term aspects of the CEM's involvement in the community. The original commitment of the three churches to the CEM was for a period of three years. Funding

was then acquired for a further two-year period, and the CEM at present is preparing for an examination of its role in the community and the possibility of new initiatives for ministry. This reluctance on the part of CEM to grapple with its relationship to the community on a more definitive planning basis is illustrated by the refusal to incorporate the CEM as "a sponsoring agent to encourage the community to develop and decide service programs and to govern and manage program operation."<sup>22</sup> Thus the opportunity to widen the area of decision-making to include the community at large was at once recognized and rejected.

The issue of involving the community in the planning initiatives of the CEM was therefore settled on an individual project basis. The six areas of planning activity examined in Section 2 (excluding apartment dwellers) can be grouped within the following framework for analysis.

1. Support of Programs Involving the Community but not Community Operated:
  - a. Senior Citizen Programs: including the adult drop-in centre proposal and senior citizens' housing. Except in the area of the Day Centre where senior citizens are part of the planning committee the community of senior citizens has had initiatives taken for them by other planning bodies. The Community Ecumenical Ministry, however, continues to support the work of senior citizens in the Fort Rouge community.
2. In the Process of Enabling the Community to Manage and Direct CEM-Initiated Projects
  - a. The Lunch & After School Program: the initiatives taken by the CEM in the area of child care have already been discussed in an earlier section. There it was pointed out that having established the program on a sound financial and content basis the CEM is presently transferring the management of this

program to a community of directors of the Fort Rouge Child Care Programs Board Inc. The timing of this CEM initiative, like that of the Resource Centre Board, seems to be more clearly linked to the CEM's staff loss and the undecided nature of their involvement in the community than to the desire to involve the parents using the program in a confident and knowledgeable way. The parents have been uninvolved in the program up until this point. The Board includes three parents, the program director, two teachers from Gladstone School and two members from the Churches. At present Mrs. Betty Hopkins, who interviewed the parents during the research phase, is providing consultation to this group, both in the area of Board functioning and particularly for summer programs. The Community Ecumenical Ministry Board is assisting with the financial end of the program's operation.

- b. The Fort Rouge Information & Resource Centre, Including the Information Centre: the planning initiatives for the Resource Centre came from the Children's Aid Society, the Provincial Department of Health & Social Development and the Community Ecumenical Ministry, with the Community Welfare Planning Council providing planning and research support. The Fort Rouge community was not involved in the planning and decisions surrounding this project, although the CEM spoke to people in the area concerning its developments. This points up not so much the CEM's tendency to plan for the community as the strain placed upon CEM staff to carry out community development and social planning roles simultaneously - that is, to take the necessary time to discuss and involve various community groups

in this planning process, while at the same time carry planning roles at the senior agency level.

Since January 1971, therefore, the CEM has been planning towards the creation of a board of directors for the Fort Rouge Information and Resource Centre, including the Community Information Centre. As a previous section pointed out the process was hurried and the result unclear, prompting the CEM to request the Resource Centre's Advisory Committee to undertake the planning process (with the assistance of the CEM) of involving the community in the life and work of the Resource Centre.

This particular CEM role of enabling the community to manage and direct CEM-initiated projects seems to have been conducted within an unrealistic time framework. The initial steps have been taken, however, to directly involve the community in these two programs.

3. Support for Community-Wide Programs Managed and Directed by the Community
  - a. The River Osborne Recreation Committee: the CEM provided the initial impetus to contact and involve parents in the recreation needs of Fort Rouge. The CEM then gave support to the citizens group who took the subsequent initiatives in the recreation area. This planning activity was accomplished with CEM being the stimulator and enabler to the group during the initial stages of group development and also during 1969-70 when the Recreation Committee was urging the City of Winnipeg to provide recreation staff and facilities to the area. The recreation program is a community program directed by a committee of residents from Fort Rouge.

Summary

From the above analysis it can be seen that the trend is obviously towards the community assuming the planning control of the programs within its boundaries. The Community Ecumenical Ministry are really only directly responsible for the Lunch and After School Program, the Community Information Centre and the landlord agreements relating to the Fort Rouge Information & Resource Centre. With regard to the Resource Centre, the CEM is still active at the Advisory Committee level, while it develops its own future planning role. The CEM's relationship with youth programs is now quite minimal, since the Metropolitan Y.M.C.A. and an Advisory Board composed of local residents are managing the Youth Centre, and Mr. John Lyons is responsible for the Feed-In Centre. Both St. Luke's Anglican Church and Augustine United Church continued to be used for these programs. For those programs where the CEM still has responsibility steps have already been taken to effect the transfer of management and planning functions to community representatives.

However, the CEM itself in the five year period has continued to be directed by church members who for the most part live outside the Fort Rouge area. Representatives from the CEM's varied planning activities, with the exception of the Community Information Centre, a committee of the Board, do not sit on the CEM Board: neither do community people supportive or critical of the work of the CEM who are non-church members. It is somewhat paradoxical that the very planning organization which has worked to enable community direction of programs which it has initiated, has not of itself paralleled this process with community representation on its Board.

#### 4. Evaluative Assessment of the Social Planning Intervention

In June 1971 the Community Ecumenical Ministry will have been five years in existence. It is the purpose of this concluding section to present an overview of five years of social planning activity under the following headings:

##### 1. Planning Goals of the CEM: in Section 1 of this analysis the general goals of the CEM were set out as follows:

- "1. to show the churches' concern for people where they are;
2. to promote and further the welfare of the people in the community;
3. to involve the churches' facilities and resources - financial and human;
4. to stimulate interest and perception on the part of those living in the community to the point where they will take steps themselves to develop the community and meet the needs of the whole community."

Of all four goals the one most amenable to measurement of performance is that of church facilities and resources; all three churches have been used in the programs and activities considered in this chapter. The other three goals are of a much more general and philosophical nature. The first two goals are in a sense interdependent, for the expression of concern usually results in some activity - in this case the planning activities of the Community Ecumenical Ministry. "Plans of action" were very much a part of the CEM's philosophy and the five years demonstrate their capability in stimulating and fostering such action. The whole area of CEM's relationship to individuals and families with personal concerns outside of its established programs, is missing from the literature and reports of the CEM. Therefore, the achievement of the first two goals must be qualified in the sense that concern for people's welfare was demonstrated by either assisting community groups to develop programs

or by developing programs and encouraging the community to participate. The fourth goal is perhaps the most challenging of all for a social planning intervention with a community development approach. This goal implies a public as opposed to a private orientation on the part of the community, or as some writers have put it, a metropolitan as opposed to a local approach to community. In this sense the CEM was formed and directed by people with this former orientation. The fact that after five years there is no community group to fulfill this goal points to the place of this activity within CEM's priority. Perhaps the idea of the community coalition considered by CEM and the Resource Centre's Advisory Committee comes closest to this goal. It is almost impossible to separate out this idea from the consideration of the CEM under the next four headings.

2. CEM's Orientation and Style of Operation: from the very outset the Community Ecumenical Ministry professed a community development approach oriented towards service opportunities. This is in keeping with the definition of 'Ministry' as "the mission of carrying out plans of action with the people of the community to meet recognized needs."<sup>24</sup> Needs were to be identified and then met - i.e. the development of planning strategies with the people concerned to meet these needs. In reality this was much too demanding a task for one staff member, involving as it did some six tasks - researcher, community development officer, social planner, administrator, educator and executive director of a new and innovative agency. Thus staff faced the dilemma of making choices as to which aspects of the work would receive emphasis. At the risk of serious generalization, from the analysis of the planning activities, it would appear that the emphasis throughout the time period has been that of social planning. The "sensitive agent" role, that of listening

to people and hearing what they have to say before acting upon plans seems to have been more important at the beginning of the CEM's involvement in the community.

The CEM recognized the need for staff to work constantly in the community with individuals and groups in their involvement with the Fort Rouge Resource Centre, where a community development team was placed in the area.

3. Planning Activities: this chapter has already examined the CEM's role in initiating various programs for the Fort Rouge area. According to the basic planning principles of the CEM, that of planning with people to meet recognized needs, the recreation involvement of CEM would seem to be its most successful venture. With regard to the remaining planning activities - child care, youth, senior citizens, information centre and resource centre - the CEM developed these alone or in conjunction with other agencies. At present the CEM is working towards effecting greater community participation in the planning and operation of these programs.
4. Development of a Community Base: perhaps this area of consideration ties in most closely to the discussion of Goal Four mentioned above. It would seem that after five years the support base of the CEM is more the social service agencies than the residents of the Fort Rouge community. Of itself this is a helpful strategy because during this time the CEM has pointed the social service system and related systems such as housing, to the needs of the Fort Rouge area. This is, therefore, in accord with Goal Two above - that of promoting the welfare of the people in the community. However, the basic orientation of the CEM was towards the community, to minister to the community through the churches and other agencies where needed. It would seem that the difficulty faced by the CEM since January in attempting to form a realistic community board for



the Resource Centre would have been somewhat alleviated had the CEM been in closer contact with the community through its planning activities. This point once again emphasizes the social planning - community development dilemmas facing the CEM.

5. The Impact of the CEM on the Community: a research study which attempts to assess the CEM's impact on the community without first itself thoroughly interviewing the community faces serious limitations. Such limitations have already been recognized in an earlier chapter, while in this regard it should also be pointed out that the measurement of impact is the point within social planning where our methodology seems to be weakest.

Two points, however, should be mentioned in this regard:

- a) The CEM was instrumental in initiating several programs in the Fort Rouge area where none had existed before. This fact alone is indicative of the CEM's impact on the community throughout the five year period. Such activities involve large numbers of people in a variety of programs who may not be aware of the CEM's relationship to the particular activity. Nonetheless the CEM had been instrumental in getting things started in the neighbourhood.
- b) Although the research did not ask the community about the CEM, the Inter-Church Study of Augustine Church and St. Luke's Church did: and from their limited inquiry of both church and non-church people in the community, the response to questions on the CEM indicated a real lack of awareness of the CEM as a planning intervention in the community.

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As was mentioned earlier, the Community Ecumenical Ministry has made a significant impact on the social welfare system within Metropolitan Winnipeg and that coupled with its planning activities in the Fort Rouge area, through the ministry of three churches, adds up to a very significant social planning intervention.

## II. The Lunch and After School Program

As the previous section has indicated, the Lunch and After School Program has been run by the Community Ecumenical Ministry since the spring of 1967. Most of what can be said about this program as a planning intervention has been already said. However, in order to maintain the systematic analysis of the four planning interventions in the Fort Rouge community, it may be helpful to set down this information within the framework adopted in the introduction.

### 1. The Planning Idea - Purpose and Goals

The "Outer Limits" Conference had discussed the need for many social services and programs in the Fort Rouge area, including the need for support services to working parents and in particular working mothers. The Fort Rouge area then and now was characterized by its transient nature with people moving in and out of the community. Two elementary schools, Fort Rouge and Gladstone, serve the area, which does not have the same high proportions of children and young people as neighbouring parts of the city or the suburbs. However, the CEM felt a need for a child care planning input and following the "Outer Limits" Conference the Child Care Committee of the CEM established a trial Lunch and After School Program for the children of working parents at Augustine United Church. The pilot project was considered a success by the churches and the schools, and a program to coincide with the school year began out of Crescent-Fort Rouge United Church in the fall of 1967. The program provides lunch and a variety of program activities for children in kindergarten and elementary grades.

### 2. Planning Activities of the Lunch and After School Program

Basically the planning activities of this program have varied little in its four years of operation. The children from Gladstone School make use of the program and in the development of the project the emphasis has been on trying to contact more people in the community through the schools and the churches

and lately through the Resource Centre to let them know of the opportunities for their children in this program. In 1970 some 28 children were enrolled in the program.

The staffing of the Centre involves the teacher and the cook employed by CEM, along with volunteers from the CEM, Trinity Baptist Church and the Volunteer Bureau. The Day Nursery Centre provides staff for intake work and staff supervision.

The program is paid for mostly through fees and financial assistance through the Canada Assistance Plan. In the first two years of the project, the churches and the Winnipeg Foundation provided the necessary funds to maintain this activity, while since 1969 the Social Assistance Act has enabled families to make use of the program.

Two additional planning activities have engaged the interest of the Lunch and After School Program in the last few months.

1. The involvement of research staff from The Institute of Urban Studies Research Project with the parents who use the program. This contact was initiated through interviewing on the study, but has been maintained as the parents have come together to consider the new board and to plan for summer activities for their children. In the latter case, research staff brought together a team of university students in social work and the parents to plan summer programs, particularly for the children while the Lunch and After School Program is closed. Thus initiatives have been taken to involve the parents in planning for their children and to consider some of their own needs and concerns that as yet no-one seems to have considered.
2. The second recent planning activity of the Lunch and After School Program involves the initiatives of the CEM meeting with the parents to explain the transfer of program control from the CEM to parents and community, followed by the nomination of a board to apply for incorporation of the Lunch and After School Program. With the granting of legal incorporation

this Board is now responsible for :

- (i) the operation of child care programs for those children who for whatever reasons shall be deemed to benefit from such programs ;
- (ii) the study and reporting of such matters and conditions as affect the needs of the Fort Rouge community in the area of child care ;  
and
- (iii) in cooperation with other such bodies , the development of coordinated child care programs for various ages of children throughout the Metropolitan Winnipeg area .

These are much more extensive objectives than those originally adopted for the Lunch and After School Program by the Child Care Committee of the CEM. With a community board that has time to settle in to these new responsibilities and with staff support from the CEM, Resource Centre or Institute of Urban Studies , the planning intervention focussing on child care needs in the Fort Rouge community will be strengthened .

### 3. The Management of These Planning Activities

The Lunch and After School Program is a planning intervention initiated and directed by the Community Ecumenical Ministry through its Child Care Committee. However , the program is currently in the process of assuming its own direction through the involvement of parents and Fort Rouge residents on its Board. The Board itself is now incorporated as the Fort Rouge Child Care Program Board Inc.

### 4. Evaluative Assessment of the Social Planning Intervention

- 1. The parents of children enrolled in this program find it a valuable asset to themselves and their children. Some families in fact have moved into the Fort Rouge community simply because of the availability of the Lunch and After School Program.

2. Until recently, however, this social planning intervention has not come to grips with the needs of the families using the program other than lunch and after school care for their children. Parents have voiced other concerns such as babysitting, summer programs, housing. Some of the parents interviewed were unaware of the social services and programs available to their families in the community.
3. The Community Ecumenical Ministry has decided that the community should be managing community programs and has effected the transfer of management to a community board, with a broader range of objectives for child care provision than originally adopted by the CEM.

### III. The River Osborne Recreation Committee

The third social planning intervention in this study concerns one specifically oriented towards recreation. The River Osborne Recreation Committee is composed of a group of community residents who, with the assistance of a Recreation Coordinator from the City of Winnipeg Parks and Recreation Department, plan and operate recreation programs in the River-Osborne (Fort Rouge) area of Winnipeg. The name River-Osborne is used because it more accurately reflects the precise geographical location of this activity.

#### 1. The Planning Idea - Purpose and Goals

The goal of this planning intervention is the development of adequate recreation programs and facilities in the River-Osborne area. The activities leading up to the formation of this planning intervention have already been described under the discussion of the CEM's involvement in recreation. Thus the initial impetus to take action on recreation needs in the area came from the CEM who gave early support to a group of concerned parents in the neighbourhood. Recreation programs were available to Fort Rouge children both at Riverview and Earl Grey community clubs and staff from both areas assisted the recreation group as it developed. The Fort Rouge parents demanded recreation programs and facilities in their own area and in the four years since the group formed they have begun to steadily improve the recreation base in the community.

#### 2. The Planning Activities of the River Osborne Recreation Committee

This section of the report does not intend to give a chronological account of the Committee's activities since the summer of 1967, but rather to analyze their activities as a planning intervention in the area of recreation.

- (i) Programs: the major impact of the Recreation Committee has been in this area - to make programs available to children in the neighbourhood

and to encourage children to participate in programs and activities run by other groups in the community. Thus the Committee sponsor and encourage a wide variety of programs in the Fort Rouge area. A program timetable for the Winter-Spring Period 1970-71 (see Appendix) shows the opportunities available in the area.

The Committee sponsors programs involving hockey, figure skating, boys and girls clubs, boys and girls gym, teen basketball, tap dancing and baton. In recent months the Committee has also started an adult badminton club. The Program Time-Table also shows the programs available from the various churches in the community, such as Cubs, Brownies and Christian Service Brigade. Throughout the winter the Committee has featured children's movies at Augustine United Church.

It is difficult to obtain an accurate unduplicated count of individuals participating in these programs, but for the boys' activities alone, including hockey, junior and senior gym and boys club, some 160 were registered.

At the General Meeting of the Recreation Committee in February a youth representative was elected to the Committee with specific responsibilities to form a Youth Council to begin planning special activities and programs with teenagers in the neighbourhood.

It should be pointed out in this discussion of program that the Committee from the earliest meetings decided that programs for children and young people should be the top priority. When the Committee was able to receive more support from the City and the community, then other groups would be included in their plans. Thus in the last few months the Committee has begun to look to adults in their programming. However, during the four years of the Committee's existence an important program element has been the Wednesday morning program for Koffee and Tiny Tots at Crescent-Fort Rouge Church. In this way the Committee has also kept in

touch with many families in the neighbourhood, which is a much broader involvement than simply that of recreation.

- (ii) Facilities: the Recreation Committee has made extensive use of the community churches, particularly Crescent-Fort Rouge, Augustine and St. Luke's, the Gladstone School and the hockey and skating rinks at the Fort Rouge Park and the Gladstone School. One of the Committee's earliest successes was to acquire a second rink on the Gladstone School grounds. During 1969 and 1970 the Committee spent considerable time petitioning the City of Winnipeg for recognition of River-Osborne as a recreation area, the necessity of a winter-summer building and a Recreation Coordinator. In December 1970 the Recreation Coordinator began working in the area and work is to commence this spring on the building at the Gladstone School.
- (iii) Volunteers: an important part of the Committee's activity was the recruitment of volunteers to assist with programs. The core of volunteer help has come from the Committee itself and friends, but this is being added to as people come forward as a result of publicity and the activity of the staff and Committee. As a planning intervention, therefore, the River Osborne Recreation Committee has been able to recruit neighbourhood residents to become involved in furthering the Committee's aims and objectives for recreation in this community.
- (iv) Community Interests: the Recreation Committee has attempted to involve the whole Fort Rouge community in its programs through the Winter Carnival and Summer 'Fun Fest'. Both these activities are open to everyone in Fort Rouge and serve to publicize the work of the Committee as well as provide entertainment and enjoyment for Fort Rouge residents.



(v) Relationships with other Social Planning Interventions:

- a) Community Ecumenical Ministry: the Committee has established its own autonomy as a social planning intervention after receiving initial support and assistance from the CEM. The members of the Recreation Committee, however, strongly protested the CEM's support of the Youth Centre and Feed-In in the Fort Rouge community, particularly when the CEM announced that the Centre would be open throughout the winter and spring. The members of the Recreation Committee formed the backbone of the citizens' protest in the fall, and are still opposed to facilities for transient youth in this neighbourhood. Despite the conflict between these two planning bodies, the CEM continues to support the work of the Recreation Committee in developing recreation facilities and programs for the community, while the Committee continues to use the CEM churches with the exception of St. Luke's Church, the site of the Youth Centre.
- b) The Fort Rouge Information & Resource Centre: the Recreation Coordinator works out of the Resource Centre and has been a part of staff meetings and discussions on the work of the Centre in the community. The Recreation Committee has also been contacted and expressed interest in the concept of a community board for the Resource Centre. The Resource Centre has gained from this involvement with the Recreation Committee as community residents become familiar with its presence and its purpose in the neighbourhood.
- c) Planning for Summer Activities: the Recreation Coordinator has been in contact with the initial plans for summer recreation programs for Fort Rouge being developed by the Metropolitan Y.M.C.A. Outreach Services, and the parents and students from the Lunch and After School Program. The aim of this involvement is to help each

group understand the resources in the area for recreation and to be able to fully utilize these where possible.

- d) The City of Winnipeg Parks and Recreation Department: it was noted above that the Recreation Committee with the assistance of CEM continually pressed the City of Winnipeg for a fair share of recreation dollars for Fort Rouge. Considerable progress has been made in this regard. It is interesting to note the relationship of the Recreation Coordinator to the Committee, where although a City employee, he staffs this Committee in their planning and direction of recreation services in Fort Rouge. Thus as a planning intervention the Recreation Committee uses staff in an advisory, consultative capacity as well as sharing the planning, rather than the Committee being an adjunct to the staff.

This particular relationship is also of interest to the staff of the Resource Centre as the Centre looks toward involving community residents in the planning and evaluation of the Centre's services.

#### Summary

The River Osborne Recreation Committee has as its main goal the development of adequate recreational programs and facilities for the Fort Rouge community. In the four years since citizens were first contacted by the CEM this community group has utilized the resources of community people and institutions as well as the City of Winnipeg to provide a diversity of recreational opportunities to children and adults in the Fort Rouge community.

### 3. The Management of These Planning Activities

In the discussion of this social planning intervention concerned with recreation services it has been pointed out that with the exception of the CEM's

initiatives to bring in the Summer of Service Team and the subsequent contacts with the parents, the planning initiatives have rested with a strong citizens group. Staff support has been consistently available first from the CEM and recently from the Recreation Coordinator. In February, 1971, a Constitution for the River Osborne Recreation Committee was adopted by a General Meeting of the Committee and an Executive elected.

The Committee coordinates the work of its volunteers and supports a variety of recreational programs besides those it sponsors in the community.

#### 4. Evaluative Assessment of the Social Planning Intervention

1. Prior to the formation of the River Osborne Recreation Committee, children from the area could participate in the programs offered by Riverview and Earl Grey Community Clubs. Parents in the Fort Rouge area, however, decided that their children should be able to enjoy sports and recreation within their own community, and with the help of the CEM began to plan towards that end. Considerable progress has been made in the four years and the provision of recreation at very small cost to the Fort Rouge community has been a significant social planning intervention.
2. As the Recreation Committee and its aims become better known, the potential for community participation will increase.
3. The Recreation Coordinator is interested in making the large numbers of apartment dwellers (by far the largest population component in the area) aware of the recreation potential in Fort Rouge and of encouraging their participation in designing recreation programs of their own and in those already started by the Committee.
4. It is interesting to note in this regard that the Coordinator's perspective on recreation is an expansive one: seeing recreation more in terms of the creative use of leisure-time than in more formal definitions of recreation.

5. The River Osborne Recreation Committee represents the long-term resident homeowners of the Fort Rouge area. This group has already demonstrated their willingness and ability to act upon their concerns, in this case recreation services for the children of this neighbourhood. The group, however, represents a small percentage of the Fort Rouge population but at the same time has concerns about the overall development of the Fort Rouge area. Some of these wider concerns, such as traffic, property maintenance and the range of neighbourhood amenities, are of concern to many residents of the Fort Rouge community. It would seem most likely that for action to be taken on these issues the River Osborne Recreation Committee should enlist the support of other interested groups in Fort Rouge.

#### IV. The Fort Rouge Information and Resource Centre

##### Introduction

Of the four social planning interventions considered in this paper, the Fort Rouge Information and Resource Centre is the most recent. Begun in September 1970, the Resource Centre is a cooperative venture on the part of seven agencies to provide social services to the Fort Rouge community. Because of the comparative youthfulness of the Resource Centre this analysis of the social planning intervention will focus more on the planning strategy which created and managed the intervention than on an evaluation of the Resource Centre as such.

##### 1. The Planning Idea - Purpose and Goals

In September 1969 the Community Welfare Planning Council was approached for information on the Fort Rouge community by staff from the Children's Aid Society of Winnipeg, the South Office of the Provincial Department of Health & Social Development and the Community Ecumenical Ministry. A meeting was convened to discuss the data needs of the three agencies in their concerns for this area. Out of these discussions an idea emerged for some form of a neighbourhood social service centre in Fort Rouge, involving the three service agencies and possibly others who might be interested. The Community Ecumenical Ministry worked in the Fort Rouge neighbourhood and followed basically a community development approach in their work. The CEM, therefore, had some knowledge of Fort Rouge and wanted to see more community development services available to the community. The Children's Aid Society was considering Fort Rouge as a possible location for a field office, of which there were five in other parts of the City. The South Office of the Province was also considering a neighbourhood orientation to its services, involving the team approach with social service and community development personnel.

The discussions were therefore extended to include Care Services, Probation, Program Consultation Services (Community Development) and the Bureau of Research of the Provincial Department of Health and Social Services. City Public Welfare, the Family Bureau and City Parks and Recreation Department expressed an interest in this planning idea and were kept informed of the discussions. The Fort Rouge Area Planning and Discussion Group thus became the vehicle through which the Resource Centre came into being.<sup>26</sup>

Before examining the purposes and goals of the Resource Centre it is important to note the timing of this planning idea within the overall context of Winnipeg's social welfare system. "The Social Service Audit had been published in June 1969 and by September the Audit was well into its presentation phase. Considerable discussion had been engendered by the basic proposals of the Audit to have the Province set up a system of Health and Social Service Centres in neighbourhoods throughout Metropolitan Winnipeg. Such terms as integration, decentralization, inaccessibility, generalists, specialists, citizen participation (and) neighbourhood development had been freely discussed for some time and personnel from the voluntary social agencies seemed particularly reluctant to accept the premises and the organization of these neighbourhood health and social service centres without first some thorough testing."<sup>27</sup>

The Planning Group, therefore, was quite conscious of these discussions and their implications for any type of cooperation in Fort Rouge. At the same time the Planning Group agreed with the thinking in many social welfare studies in their critical assessment of social services, particularly regarding their inaccessibility, their manner of delivery and their apparent unresponsiveness to clients and the changing needs of the neighbourhoods they served. "Social agencies had become increasingly concerned that many people often do not

know about the services they provide, that too often these services were inadequate, fragmented and located downtown and that the users of services were rarely involved in the determination and planning of services and programs that affect their lives."<sup>28</sup>

The Planning and Discussion Group adopted two broad principles as the basis for their planning intervention in Fort Rouge :

1. social services to be made available and accessible in the best possible way to the Fort Rouge community; and
2. participation of the residents in decision-making concerning matters that affected their interests .

With these two basic themes in mind , the group's planning intervention - i.e. a neighbourhood approach to delivery of social services - involved six basic elements :

- "1. cooperation between public and private agencies in the delivery of social services ;
2. neighbourhood or community development personnel to be active in the Fort Rouge community ;
3. participation of neighbourhood people in the planning and evaluation of services ;
4. training of volunteers for new roles such as information, reception and referral ;
5. inclusion of research and evaluation procedures ; and
6. the provision of a structure to coordinate and manage the shared resources of the various participating agencies ."<sup>29</sup>

These six elements were discussed by the Planning Group between September and November . At that time each participating agency or department requested approval from its Board of Directors or senior departmental officials to become part of this neighbourhood centre project . Thus each agency

determined its own commitment to the planning idea as outlined above. Hopefully this commitment could be obtained from all the agencies to enable detailed planning to proceed by January. This did not happen. Thus the Children's Aid Society followed through with its desire to open a field office in Fort Rouge and in January 1970 moved into the Community Information Centre at 511 Stradbrook. The CEM agreed to the Resource Centre concept and attempted to expedite a similar decision from the government. In July the Department of Health and Social Development authorized a team from the South Office to locate in 511 Stradbrook. Other government departments were not included in these plans. The Province also offered community development personnel, but the Advisory Committee (the replacement for the Planning and Discussion Group) decided to request Neighbourhood Service Centres to deploy a community development team in the area to work out of the Centre. There are three points in particular, therefore, to be considered at this juncture:

1. In the time lag between November and July, the Planning and Discussion Group lost whatever contact they had with the community. Although the Planning Group agreed to the principle of community participation they were not at all clear what form such involvement should take, and at which point in time the community should become involved in the planning. The CEM had spoken to many community people about the proposed idea, but no systematic community development activity had taken place. By the late summer, therefore, the Resource Centre became a reality, social agencies took up residence at 511 Stradbrook and the community remained uninformed of and uninvolved in its activities.
2. The participating agencies in the Planning and Discussion Group lost their earlier rapport. The key participants at this stage were staff from the Department of Health and Social Development, the Children's Aid Society



of Winnipeg, the Community Ecumenical Ministry and the Community Welfare Planning Council. Although the agencies accepted the six planning elements as outlining the purposes of the Resource Centre, there were no policies established for the Centre and no agreed-upon performance criteria established for the Centre's operations. The Planning Group simply allowed for an 'open style' to the Centre's activities, willing to develop and change as community feedback occurred. Each agency was responsible for its service area, and the shared management concept guided the Centre's administration.

3. Thus the Fort Rouge Information and Resource Centre became a neighbourhood base for the delivery of services by the Children's Aid Society and the South Office of the Province. The Community Ecumenical Ministry acted as host and landlord and the Community Information Centre provided volunteers to act as receptionists in the Centre. The team from Neighbourhood Service Centres arrived in October, to be joined by the Recreation Coordinator from the City of Winnipeg Department of Parks and Recreation in December. The Research Associate from the Community Welfare Planning Council assisted with the Centre's data requirements and became the Chairman of the Advisory Committee.

2. The Planning Activities of the Fort Rouge Information and Resource Centre

The activities of the Resource Centre are really the activities of the participating agencies. These will be briefly examined in turn.

1. The Department of Health and Social Development: the team from the regional office of the Provincial Government provides the largest service input in the Centre, with four professional and three clerical staff. Additional clerical and accounting staff had been located in the Centre because of the extremely heavy caseload carried by the staff. As the following table shows, the Province had a total of 511 cases as of March 31,

FORT ROUGE INFORMATION AND RESOURCE CENTRE

Caseloads: December and March, 1970 and 1971

<u>District</u>	<u>Health &amp; Social Services</u>		<u>City</u>	<u>Children's Aid Society</u>	<u>Totals*</u>
	<u>December</u>	<u>March</u>			
Riverview-Lord Roberts (13,000 people)	100	124	104	34	262
Stafford to Cambridge, Academy to Taylor ( 9,000 people)	57	69	40	-	109
Fort Rouge: C.N.R. Tracks to Stafford, Assiniboine River to Main Street and C.N.R. (25,000 people)	209	247	163	13 (23 in care)	446
West of Cambridge Street to the boundary of Postal Zone 9	39	37	NA	-	37
Out of District (out of either Zone 9 or 13)	<u>36</u>	<u>34</u>	<u>NA</u>	<u>-</u>	<u>34</u>
Totals	441	511	307	70 <sup>+</sup>	888

\*Caseloads totals as of March 31, 1971

+This table is taken from a Report of the Agency Advisory Committee, Fort Rouge Information and Resource Centre, March 31, 1971. Although the table gives the Children's Aid Society a total of 70 cases, page 4 of the Report shows a total of 83 cases.

and even this figure is somewhat lower than the actual total, since some treatment and 'out of district' cases carried by the team are not included. The caseload in September amounted to 300; and thus an increase of two-thirds has occurred in the eight-month period. The Resource Centre at times received up to 130 telephone calls daily, and with an average of about 100, over half came to the provincial department.

This huge increase in the caseload is a result of two factors:

- (i) The area served by the team extends well beyond the Fort Rouge area identified by the Planning Group. The Province serves Postal Zones 9 and 13, a population of over 50,000 people, including three major areas:
  - a. Riverview-Lord Roberts (population 13,000)
  - b. Stafford-Cambridge Academy-Taylor (population 9,000)
  - c. Fort Rouge: Assiniboine River-Donald Pembina-Stafford (population 25,000)
- (ii) The expansion of categorical programs offered by the Province meant that the potential for caseloads was extended. More people were eligible for provincial assistance in September than when the service expectations were being discussed by the Planning and Discussion Group.

As a result of these two factors, therefore, the team has found it difficult, if not impossible, to give the kind of service and particularly support services, expected of them in this new neighbourhood centre. The staff are for the most part handling financial assistance details, but have begun to spend more time in home visits and supportive services to clients.

It is interesting at this point to note that the Centre is really not able to determine whether or not service increase is attributable to the accessibility of services in the community and the style of service operation

or simply because of the large area covered by the service team. Recently a new group of mothers on Mothers' Allowance has been formed, with input from other staff members in the Resource Centre, as well as provincial staff. At the moment, therefore, the Health and Social Development team are reassessing their overall service coverage in light of this volume of cases and the resulting constraints on the style of service performed by them.

2. Children's Aid Society of Winnipeg: the Children's Aid Society was part of the earliest discussions involving the neighbourhood centre, and in fact opened their field office in the Centre as early as January 1970. Intake and supervision are provided by the head office. While the area covered by the agency is equal to that of the Province (i.e. Postal Zones 9 and 13) the volume of cases is considerably lower. The caseload of 83 has almost doubled since September and a second worker is to join the staff at the Centre. The Children's Aid Society works mainly with unmarried mothers and families with children and teenagers. In this respect the availability of both financial assistance and recreation staff in the Centre have enabled more complete service delivery. In this respect, therefore, additional staff from other agencies in the Centre function not only as service-providers but also as case-finders for agencies. At the same time this staff interaction points up one of the weaknesses in the planning strategy for the Resource Centre in that no provision was made either for executive leadership within the Centre to give focus and direction to the provision of additional services suggested by staff or for extra staff free from any specific agency to following up on such requests. It could be argued perhaps that this is the responsibility of the community development team: however, if that is so, it was never outlined to them as a legitimate Centre

expectation. This whole area of policy and decision-making within the Centre is examined in the next section.

3. Neighbourhood Service Centres: the Advisory Committee preferred a team of community development personnel from this agency rather than from the Province. This decision was based on the one hand on the reputation of the agency and on the other hand on the feeling that community development personnel might not be as free to engage in the community as members of the Provincial team. The Board of Neighbourhood Service Centres was approached in the late summer to deploy a team in the Fort Rouge area to provide community development services to the community and to assist the staff in the Resource Centre to become familiar with this style of services and the needs of the community. Two workers joined the Centre in October and a member of the agency's Board became part of the Advisory Committee.

It should be pointed out, however, that neither the agency Board nor staff were involved in any of the planning steps prior to their arrival in Fort Rouge. Since there were different expectations among the Planning and Discussion Group and later the Advisory Committee with regard to the style of service delivery it was also to be expected that differences would also arise in expectations for community development. This is particularly true of Neighbourhood Service Centres and the Community Ecumenical Ministry. The CEM's planning expectations for the community development team included staff development and an assertive style in the community that would pick up on a variety of issues, both old and new. The community development team, however, had both a different style and different perspectives on their involvement in Fort Rouge. The Neighbourhood Service Centres saw their responsibilities as follows:

- (i) get to know the community and identify needs, issues, concerns;
- (ii) interpret the range of services available to the community from the Resource Centre;
- (iii) motivate interaction between the community and the Resource Centre;
- (iv) act as resource persons to community groups as required;
- (v) staff development, including centre leadership.

This is quite a challenging list even for two people entering a new community and engaging in a new type of service orientation. From January on, however, the team leader was increasingly absent from the area as a result of administrative duties at the agency. However, the community development work has mainly involved senior citizens' activities, particularly with regard to housing and day centres. In the seven months of their participation in the Resource Centre this involvement has been the priority. Other activities included follow-up of child care needs, resource person to Mothers' Allowance Group, Divorce Group and a number of parents concerned about a pedestrian crossing in the area, and attending meetings of the River Osborne Recreation Committee and the Lunch and After School Program. The team also initiated staff meetings in the Resource Centre.

At the moment, therefore, the community development input into the Centre is fairly minimal, with a social work student providing staff services until July.

4. Community Ecumenical Ministry: the activities of the CEM in regards to the Resource Centre have already been considered in some detail. These have been considered basically as attempting to be a stimulator of the 'planning ideas' of the Centre, acting as host and landlord and taking the responsibility for creating a community board to carry on CEM's functions

in the Centre. At the present time, however, the CEM is without an Executive Director and the concept of the community participating in the work of the Resource Centre is being dealt with by the Advisory Committee.

5. City of Winnipeg, Department of Parks and Recreation

The River Osborne Recreation Committee obtained a Recreation Coordinator for the Fort Rouge area in December 1970. The Department agreed to their staff working out of the Resource Centre. The recreation programs were already operating in the area and thus the staff has been contacting new volunteers, becoming alert to the large community of young adults in the many apartment blocks, and enabling the staff in the Resource Centre to see the possibilities of involving many of their clients in the recreation opportunities in the area.

6. Community Information Centre: an important element in the planning scheme called for new volunteer roles relating to the Centre. Since September the major role provided by volunteers has been that of receptionist, which involves both answering the phone and greeting people who come into the Centre. At first the volunteers had to cope with a hectic phone schedule, but with increasing familiarity with the staff and the agencies, the volunteers have more time to help in the Centre in a more creative way.

7. Community Welfare Planning Council: the Planning Council agreed to provide research assistance to the Centre. Although the Resource Centre is not viewed as a 'Demonstration Project', yet the participating agencies wanted to be able to record the activities of the Centre and utilize this data as a planning and administrative tool. Data gathering in the Centre has never really been satisfactory to either staff or researcher, and this is still an area of concern.

8. The Institute of Urban Studies: the research team has not been part of the Resource Centre in the sense of the agencies described above. However, the research team has been available to both Centre staff and Advisory Committee and has attended several meetings with both groups. The research endeavour is based on an action-research model, with research objectives that included both providing an analysis of the social planning interventions in the area as well as data from a survey of a sample of area households. The household survey has not been engaged in as yet, and this information would be helpful to the social planning interventions and other groups in the area. The research phase is now completed with regard to the analysis of the social planning interventions.
9. The Resource Centre Staff: it is perhaps important to briefly consider this area of Centre staff. As this analysis of the Centre's planning activities has pointed out the staff are really accountable to their separate agencies. There is no accountability to the Resource Centre as such or to any formally recognized body in the community. This factor has made the concept of a Centre 'team' a difficult one to implement, even if it were desired. Despite this fact, however, in the eight-month period, the staff, who were not involved in the planning of the Centre and who were really never oriented to the ideas inherent in the Centre's formation, have begun to understand the Centre's purpose and objectives and to engage in discussions regarding the community and the activities of the various agencies. There is increasing evidence of the staff gradually moving away from an agency orientation to seriously looking at the community's needs. Thus, for example, apart from the cooperation amongst staff in the discharge of their agency responsibilities, there are suggestions for new planning initiatives that would cut across agency lines to involve staff from several agencies. This whole area of the place of the staff, as individuals and as a team, is discussed more fully in the following section.



### 3. The Management of These Planning Activities

The Advisory Committee took over from the Planning and Discussion Group in July, after the commitment to place a team from the South Office in the Resource Centre was received from the Province. This group had rarely met between November and June, and now was faced with a fairly short time period in which to get the Resource Centre into operation. The immediate tasks facing the Advisory Committee were to make the physical alterations to 511 Stradbrook to accommodate extra staff, to contact Neighbourhood Service Centres regarding community development personnel and to communicate with each agency as to progress on the Centre's plans. The Advisory Committee was composed of senior agency personnel, including Board members from Neighbourhood Service Centres and the volunteer Coordinator from the Community Information Centre.

There are three major issues within this whole area of management and direction of the Resource Centre.

1. The Area of Policy and Decision-making: in discussions with the participating agencies it was stressed that the major differentiating factor between the Fort Rouge Information and Resource Centre and the Social Audit's proposed Health and Social Service Centres was the area of management authority. The Audit model involved the Provincial Government as the sole sponsor of the Centre, whereas the model adopted by the Planning and Discussion Group involved a partnership between public and private agencies in the delivery of social services in Fort Rouge. Included in the six basic planning elements, therefore, was a point that referred to "the provision of a structure to coordinate and manage the shared resources for the various participating agencies." (page 52, no.6) This was therefore referred to as "a shared management concept."

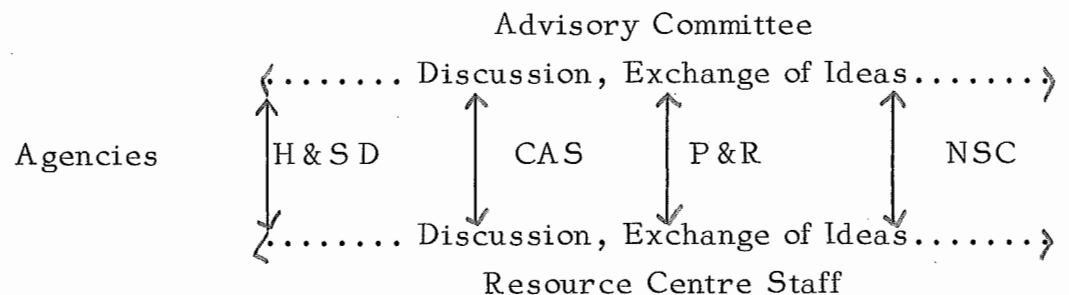
Given this form of management, what is the area available to the Advisory Committee for policy and decision-making in matters affecting the Resource Centre? With the major effort of the Centre being directed towards service delivery and with each agency retaining autonomy in matters affecting their service responsibilities, it is obvious that the Advisory Committee has a negligible policy area with regard to services. Decisions regarding service delivery are agency decisions and while others may influence those decisions they still remain within an individual agency jurisdiction.

A good example of this situation involves the Health and Social Development team. As early as December 1970 the Advisory Committee realized that a tremendous increase of cases had occurred as a result of the large area covered by this team, and the expansion of the Province's financial assistance programs. The Advisory Committee realized that in an experimental program of this nature it was imperative to control most of this rapid growth, otherwise the program's experimental nature would simply be destroyed. The Committee's action, however, was simply to write to the Minister and the Regional Director informing them of the situation and indicating that a six-month evaluation of the Centre would be available at the end of March. Part of the reasoning behind this decision was the feeling that the new legislative session might contain policies that would separate financial assistance from support services. The Advisory Committee has still not effected any changes in this situation.

The second major concern of the Resource Centre is directed towards the participation of the community in the life of the Centre. In this area, therefore, there was the possibility of the Advisory Committee establishing some policy guidelines for the implementation of this concern. In the first area of concern - social service provision - such policies

remained in the hands of each agency. This was not true of the second area to the same extent. The issue of community involvement was accepted in principle, but had not been translated into any policy formulations when the Community Ecumenical Ministry intimated that it had to make some decisions regarding the Centre's involvement in the community. The CEM anticipated that some form of community board for the Resource Centre could be operative by the spring, and following some discussion and exchange of ideas the Advisory Committee suggested to the CEM that it proceed to effect the involvement of residents of Fort Rouge in the life of the Centre. As a result of faulty communications neither the CEM nor the Advisory Committee were happy with the final outcome of CEM's initiatives and the Advisory Committee is now accepting its responsibility for planning the strategies for citizen involvement in Fort Rouge. A major question in this regard, however, involves the extent to which agencies are willing to have planning and evaluation functions performed by community citizens with regard to policies over which agencies claim sole jurisdiction.

2. The Mechanism for Translating Policies and Decisions: it is obvious that with regard to services, if each participating agency sets its own policies and makes its own decisions with regard to its services, that the vehicle for communicating agency decisions to Resource Centre staff is as follows:



Each agency communicates with its own staff regarding agency policies and decisions. Recently the Advisory Committee and the Centre staff have begun to meet together to discuss the Centre's work, problem areas, purposes and goals.

The area within which the Advisory Committee makes decisions is small and, therefore, there is a minimum of directives or requests to the Centre staff as a whole. The organizational structure for such directives is that of within-agency staff communication, and regular staff meetings.

3. Leadership Functions Within the Resource Centre: this question follows on from the previous discussion of the way in which decisions and directives are communicated, particularly to staff. It has been suggested already that the Centre does not really have a staff complement of its own. Rather a group of agencies occupy a common operations base and communicate agency concerns to each individual agency staff. This raises a very important question of leadership both within the staff and the Advisory Committee, but particularly with regard to the staff, since they are involved with the day-to-day activities of the Centre. After eight months of operation there is no staff 'leader' or 'chairman' even on a rotating basis. Therefore, there is again no mechanism for ensuring that certain Centre staff responsibilities are carried through.

Two examples can help to illustrate this point. The first concerns a request from the Advisory Committee to the staff to come up with a more appropriate format for data collection in the Centre. This request was communicated to staff and no action was taken.

The second example originated within a staff meeting and concerned the decision to acquire students through ECO'71 to help the Centre with summer programs. In this example also nothing was done.

Thus with regard to the management and direction of the Resource Centre the participating agencies manage their own affairs as these affect the

Centre and the Advisory Committee therefore acts as a vehicle for communication among agencies working out of the Fort Rouge Information and Resource Centre. Both staff members in the Centre and community residents are even further removed from the area of decision-making.

#### 4. Evaluation and Assessment of the Social Planning Intervention

1. The emphasis in this particular social planning intervention has been on the planning strategy that provided for the inception of a neighbourhood social service centre to make social services available and accessible to the Fort Rouge community and to involve residents of the area in planning and evaluating these services.
2. After eight months the Centre has been concentrating on the first of these objectives. The Advisory Committee prepared a progress report on the Centre's activities up until March 31st: this report gives details of the services given and some of the issues facing the Resource Centre.<sup>30</sup>
3. In summary, the Fort Rouge Information and Resource Centre is an attempt by social service agencies to better serve a community by:
  - (i) their presence in the neighbourhood and an emphasis on a style of service that stresses support services to individuals and families in need;
  - (ii) cooperating with other social agencies in shared premises;
  - (iii) having community development personnel to enable the community to identify its needs, and to become involved with the work of the Centre;
  - (iv) involving volunteers in the work of the Resource Centre.

Each major service-giving agency has been actively involved with its agency responsibilities in the community since locating in the Centre. The Centre's community development aspect, however, has practically disappeared from the area.

4. From the perspective, therefore, of a planning strategy, the following points are significant :

- (i) The planning idea was framed in six broad planning statements : the idea was not spelled out in detail as to the various steps that were involved in affecting a better service, and neither were the performance criteria established for what constituted a "better service". Similarly, terms such as "neighbourhood approach" to the delivery of social services were left undefined.
- (ii) Thus within the Planning Group there were different responses of agencies as to the priorities of human needs in a community and how these should be met. Each agency made its own commitment to the planning idea and this was translated into agency services.
- (iii) The planning initiative came from senior agency personnel concerned about improved service delivery: therefore, this group retained planning functions and in the minds of participating agencies, with the exception perhaps of the Community Ecumenical Ministry, this intervention in Fort Rouge was seen as a relatively small affair. Thus technical planning resources were not made available, particularly by the government because of this fact.
- (iv) The Centre seems to give the impression of having much greater potential to offer the community than it actually has: it is the contention of this analysis that under the present conditions the focus of the Resource Centre will be towards the agencies rather than towards the community. This is clear both from an analysis of management and service functions.

- (v) Staff discussions would seem to indicate their perception of their position as midway between belonging to their agencies and belonging to the community. Perhaps after eight months it is still too early to determine in which direction staff might take the Resource Centre.

### Chapter III: Summary and Conclusions

This research report has provided an analysis of four social planning interventions in the Fort Rouge area of Winnipeg. In summary form, these social planning activities can be understood as follows:

1. The Community Ecumenical Ministry

The initiator of much of the social planning activity in Fort Rouge, the Community Ecumenical Ministry is now the least active of the four interventions studied. With no executive director, the CEM provides administrative and secretarial assistance to the staff and Advisory Committee of the Fort Rouge Information and Resource Centre, as well as maintains liaison with the new board of the Lunch and After School Program. The major activity of the CEM is thus continued participation in the Resource Centre, as host and landlord.

2. The Lunch and After School Program

In March of this year, a board composed of parents whose children participated in the program, teachers from Gladstone School, and members from Crescent-Fort Rouge United Church was incorporated as the Fort Rouge Child Care Programs Board. This new board is still very much involved in finding its way, while the parents have given encouragement to a group of social work students who received a grant under the Opportunities for Youth Program to develop summer programs for interested families in Fort Rouge. Both the student program and the new board are being assisted by Mrs. Betty Hopkins, who became involved with both groups during the course of this research.

3. The River Osborne Recreation Committee

The Recreation Committee is now into its summer programs, and has just finished organizing a very successful Fort Rouge "Fun Fest". This group has a very strong community consciousness, enhanced by sponsoring two community-wide 'carnivals' during the year.



4. The Fort Rouge Information and Resource Centre

The analysis of this social planning intervention has pointed out that the Resource Centre has been extremely active in the provision of social welfare services, involving the Provincial Department of Health and Social Development, the Children's Aid Society of Winnipeg and in effect, the City of Winnipeg Parks and Recreation Department and the River Osborne Recreation Committee. The involvement of the Resource Centre in assisting the community identify and act upon its needs has met with limited success, and in this regard Neighbourhood Service Centres is aiming to work much more independently of the Resource Centre in continuing to provide community development services to Fort Rouge. The analysis also points out that the Centre has neither policies nor policy-making instruments of its own, as each agency is autonomous and thus manages its own affairs. The association of these agencies with one another and the inclusion of community volunteers has provided the potential for an effective form of community service.

It is also apparent from an analysis of these social planning activities that many of the population groups who live in the Fort Rouge area are to some extent involved with these four social planning interventions. Senior citizens, youth, long-term residents and their families, single parent families and families receiving financial assistance are part of the social planning network in Fort Rouge. Two groups, however, who are missing from this involvement are the ethnic groups in Fort Rouge (although some of the children take part in the recreation programs) and occupants of the many high-rise apartments in the Roslyn-River Avenue complex.

One of the factors examined in this study has been the role of the citizen in the planning and decision-making affecting these social planning interventions. In this context, the River Osborne Recreation Committee is the most involved, a result of community response to the early initiatives from the Community

Ecumenical Ministry. The CEM Board itself is composed of representatives from the three founding churches, St. Luke's Anglican Church, Augustine and Crescent-Fort Rouge United Churches. In the last few months Board members have gone to speak to the other churches in the Fort Rouge area to discuss the work of community ministry in general and to look at some form of continued response to Fort Rouge in particular.

The Fort Rouge Child Care Programs Board, Inc. has some community people participating, and as was pointed out earlier, the parents are interested in extending programs to other neighbourhood children and families, at least during the summer. The Fort Rouge Information and Resource Centre has no official community base as such, although individual staff of the Resource Centre work with mothers on Mothers' Allowance (two groups) and senior citizens in their planning for a senior citizens' centre and senior citizens' housing. The Mothers' Allowance Groups, besides being of considerable assistance to the members themselves, also act both in the form of an internal monitor of the Department's performance and as a force for making the community aware of the needs of this low-income group.

Thus while there are these various citizen groups in the community, there is still a need for strong citizen organization in the Fort Rouge area whereby existing groups can draw support from one another where required, and new forms of citizen organization can be developed as the need arises. In this regard, Neighbourhood Service Centres is planning to locate staff in the Fort Rouge area to support and extend the work of community organization.

Such community organization can be encouraged and supported by the Institute of Urban Studies through the provision of continued research initiatives in Fort Rouge, including on-going evaluation of major programs which affect the area, and the offer of technical and consultant resources to citizens groups in the Fort Rouge neighbourhood. The analysis of four social planning interventions in Fort Rouge is an initial step in this process.

APPENDICES

Appendix A

Map of the Fort Rouge Area of Winnipeg:  
this map is used by kind permission of the  
Department of City Planning, University of  
Manitoba.

This map is contained in the report of -  
"Fort Rouge High Density Developments, Development Plan"

prepared by

Frank Flanagan  
Selwyn Davis  
Larry Newton

presented to

Department of City Planning  
Faculty of Graduate Studies, University of Manitoba

April 1971

## Footnotes

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2. Anne Matthews, "Outer Limits . . .," A paper presented to the "Operation Outer Limits Conference," sponsored by the Community Ecumenical Ministry, April 1967.
3. David Vincent, "Fort Rouge at the Crossroads," mimeographed, January 1968.
4. Scott Greer, "Urbanism and Social Structure," in Marvin B. Sussman (ed.) Community Structure and Analysis, 1959, p. 112.
5. Strategic Approach to Urban Research and Development, Social and Behavioural Science Considerations. Report of the Committee on Social and Behavioural Urban Research, Division of Behavioural Sciences, National Research Council, to the Department of Housing and Urban Development. Published by the National Academy of Sciences, Washington D.C., 1969, p. 30.
6. Joseph C. Ryant and Leonard B. Spearman, School of Social Work, University of Manitoba, Social Planning in Metropolitan Winnipeg: A Model for Implementation. Sponsored by the Manitoba Government, United Way of Greater Winnipeg, The Winnipeg Foundation and the Community Welfare Planning Council. Winnipeg, September, 1970.
7. Strategic Approach to Urban Research and Development, p. 30.
8. Wilson, J.A., "Planning and Politics: Citizen Participation in Urban Renewal," in Roland L. Warren (ed.) Perspective on the American Community, Rand McNally & Co., Chicago 1960, pp. 480-81. Quoted in Roger Patillo, "Urban Community Development and Social Planning - A Viewpoint." The Social Worker, July 1970.
9. Lloyd Axworthy and Ralph Kuropatwa, "An Experiment in Community Renewal: Observations and Proposals Arising from a Demonstration Project in Winnipeg." Institute of Urban Studies, mimeographed, June 1971.
10. Community Ecumenical Ministry, "Working Paper No. 2," Evaluation, Spring 1968.
11. Community Ecumenical Ministry, "Working Paper No. 3," Evaluation, Spring 1968.
12. Community Ecumenical Ministry, "Working Paper No. 1," Evaluation, Spring 1968.
13. Community Ecumenical Ministry, "Statement of Purpose," June 1968.
14. "Operation-Outer Limits": a Conference sponsored by the Community Ecumenical Ministry, April 1967, at the Royal Alexandra Hotel, Winnipeg.
15. John Bradley, "The 'Winged Ox' Drop-In Centre," Community Welfare Planning Council, Summer 1968.

16. John Bradley, "The 'Winged Ox' Drop-In Centre," Community Welfare Planning Council, Summer 1968, p. 1.
17. "Operation-Outer Limits," Reports of Work Group, p. 1.
18. David Vincent, "The Fort Rouge Resource Centre," mimeographed, September 1970, p. 1.
19. Ibid, p. 4.
20. Ibid, p. 2.
21. Community Ecumenical Ministry, "Statement of Purpose," June 1968.
22. Community Ecumenical Ministry, "A Paper Outlining the Objectives of the Community Ecumenical Ministry Inc.," 1968.
23. Community Ecumenical Ministry, "Working Paper No. 3," Evaluation, Spring 1968.
24. Ibid
25. Community Ecumenical Ministry, Inter-Church Study, Augustine United Church and St. Luke's Anglican Church, April 26, 1971.
26. The author of this paper was Chairman of the group until September 1, 1970.
27. Vincent, op. cit., p. 2.
28. Ibid, p. 2.
29. Ibid, p. 2-3.
30. Report of the Agency Advisory Committee, Fort Rouge Information and Resource Centre, March 31, 1971.

Appendix B

PROGRAM TIME-TABLE

AREA River-Osborne Recreation District

DATE: From Winter to Spring

COORDINATOR Ingi Ingaldson 453-6836

LOCATION	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY	SUNDAY
Ft. Rouge Rink (River and Lewis)	CLOSED	PUBLIC SKATING	2 - 9 p.m.	TUESDAY-----FRIDAY		9 a.m.-6 p.m.	12 - 4 p.m.
		6 - 7 p.m. 9 & 10 year. House League	6 - 7 p.m. Peanut Leag. (6-8 years)	6 - 7 p.m. House League 7 - 8 p.m. Playground C Practice	6 - 7 p.m. Peanut League (6-8 years) OPEN		
		7 - 8 p.m. Play-ground C Practice	OPEN				
Gladstone Rink Gertrude off Osborne	CLOSED	PUBLIC SKATING	2 - 9 p.m.	TUESDAY-----FRIDAY		9 a.m.-6 p.m.	12 - 4 p.m.
		7 - 8 p.m. Play-ground A	6 - 7 p.m. Peanut League	7 - 8 p.m. Playground A	6 - 7 p.m. Peanut League		
Gladstone School Gertrude & Nassau	Adult Badminton 2nd & 4th each month	7 - 9 p.m. Senior Boys Gym 11 years & over. 10¢ fee Dave Vincent 475-8274	7 - 9 p.m. Senior Girls Gym 11 years & over. 10¢ fee P.Stefaniuk 452-3039 & L.Tino 453-8677	7 - 9 p.m. Junior Boys Gym 6-10 yrs. D.Lizotte 453-4719 Mrs.Hogue 453-3168 10¢ fee			
Crescent-Fort Rouge Church 475-6011	LUNCH & AFTER SCHOOL PROGRAM MONDAY-FRIDAY 11:30 - 6:00 p.m. MRS. MARY COWAN 284-5474						
	1 - 4:30 Pre-natal Clinic 5 - 6 p.m. Baton	1 - 4:30 p.m. Pre-natal Classes 5 - 6:30 p.m.	9 - 11 a.m. Koffee & Kids & Tiny Tots \$1.50/8 weeks	1 - 4:30 p.m. Well Baby Clinic			
	Classes \$1.50/8 wks. Mrs. Hummel 474-2700 7-8:30 Girl Guides D.Fridfinnson	Brownies Mrs.Marsh 453-1346 River-Osborne Rec. Cttee. 3rd Tues. of month 8 p.m.	Mrs. Whitaker 475-0193 1:00-4:30 p.m. Pre-natal Classes				

