

Windsor Park and Norwood Information and Resource Centre Evaluation

by Christine McKee with assistance from Joy Epstein
1976

The Institute of Urban Studies





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WINDSOR PARK AND NORWOOD INFORMATION AND RESOURCE CENTRE EVALUATION

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TABLE OF CONTENTS

Introduction

CHAPTER I	<u>CONTEXT, PROBLEM DEFINITION AND NEEDS</u> <u>UNDERLYING PROVISION OF SERVICE.</u>	1
-----------	---	---

Context and Problem Definition

1-1	Historical Background	1
1-2	Role of community outreach and preventive models of service in continuum of provision of child welfare services	3
1-3	To what extent are services provided by the Information and Resource Centres unique?	4
1-4	Philosophy of Community Outreach and Preventive model of service	5
1-5	Reasons for separating Resource Centres form mainstreams of C.A.S. work	5
1-6	Statutory framework	6
1-7	Government funding anomalies	6

DEFINING NEED

1-8	Needs must underlie provision of service	8
1-9	Ways of assessing need	8
1-10	Visual surveys	8
1-11	Census Information	12
1-12	Consultation with experts	12

CHAPTER II	<u>DEFINITION OF PROGRAM OBJECTIVES</u>	15
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2-1	Overall objectives	15
2-2	Specific objectives	15
2-3	Operational objectives	17

CHAPTER III	<u>DESCRIPTION AND EXAMINATION OF PROGRAM INPUTS</u>	
-------------	--	--

3-1	Financing of Program	20	
3-2	Proportion of man/hours spent in providing different types of service	23	
3-3	Differential man/hour costs of different types of program. . .	24	
3-4	Present Management Structure	26	
3-5	Staffing of Program-Use of Time	29	
3-6	Description of Programs . . . Windsor Park	36	
		Norwood	37
3-7	Provision of Services . . . Windsor Park	39	
		Norwood.	42
3-8	Recording and Filing Procedures	47	
3-9	Dissemination of Information.	47	
3-10	Users	48	

3-11 Critical examination of present delivery system 50

CHAPTER IV DESCRIPTION AND EXAMINATION OF PROGRAM OUTCOMES 54

4-1 How successful were the Centres in meeting overall Community Outreach and Preventive objectives. 54

4-2 What benefits do the programs and services provided confer on client groups? 57

4-3 Does the program reach projected target groups? 58

4-4 How effective is preventive component of service available through the Resource Centres? 58

4-5 To what extent is it necessary to separate the preventive component of C.A.S. work? 65

4-6 What important secondary outcomes have been produced by the Windsor Park and Norwood Programs? 65

4-7 What was the perception of professional community representatives of the Windsor Park and Norwood Centres 67

CHAPTER V ASSESSMENT AND RECOMMENDATIONS 69

APPENDIX I Analysis of Volunteer Interviews A1

APPENDIX II Recording Instruments A6

APPENDIX III Questionnaires and Question Schedules A9

APPENDIX IV Research Methods A32

APPENDIX V Assessing Future Need in the Southdale Area

LIST OF MAPS, TABLES AND DIAGRAMS

		<u>Page</u>
MAP 1	The Norwood Area	9
TABLE 1a	Community Outreach and Prevention Budget - Expenditures for 1975 and budget for 1976 . . .Windsor Park	20
TABLE 1b	Community Outreach and Prevention Budget - Expenditures for 1975 and budget for 1976 . . .Norwood	21
TABLE 2	Total Costs of Community Outreach and Prevention Program , 1975 and 1976	21
TABLE 3	Community Outreach and Prevention Program Budgeting Income for 1975 and Budget for 1976	22
TABLE 4	Provision of Services - differential use of staff time .	23
TABLE 5	Apportionment of time of subsidiary worker, Norwood Centre	23
TABLE 6a	Comparative cost of programs - Windsor Park, 1975.	24
TABLE 6b	Comparative cost of programs - Norwood, 1975	24
TABLE 7	Work time spent per month on each activity in Windsor Park	31
TABLE 8	Comparison of time spent on different activities between Norwood and Windsor Park Centres.	34
TABLE 9	Different Ways in which users heard about Centre.	35
TABLE 10	Windsor Park Requests for Service	40
TABLE 11	Resource Codes and Definitions - Norwood Centre Sept. 1976.	43
TABLE 12a	Analysis of requests for service - Norwood.	44
TABLE 12b	Analysis of service activity provided - Norwood	44
TABLE 12c	Type of Person Making Contact.	45
TABLE 12 d	Special Characteristics	45
TABLE 12e	Means of making Contact	45
TABLE 13	CASE I - Costs of Action taken	61
TABLE 14	CASE I - Costs of other forms of CAS action	61
TABLE 15	CASE II - Costs of different courses of action	62
TABLE 16	CASE III - Costs of different courses of action.	63
DIAGRAM I	Management Structure Under which the Windsor Park and Norwood Centres operate directly	27
DIAGRAM II	Overall Management Structure of C.A.S. Eastern	28

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Christine McKee

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INTRODUCTION

The purpose of this Report is to provide an evaluation of the Windsor Park and Norwood Information and Resource Centres which operate under the auspices of the Children's Aid Society of Eastern Manitoba. The Report was prepared for the Children's Aid Society of Eastern Manitoba and the United Way by the Institute of Urban Studies, University of Winnipeg. The following terms of reference were agreed for this study.

1. a) To describe the aims and goals of the centres, with a clear delineation of the type of service provided and how this service contributes to the attainment of the identifiable goals.
b) To determine in what way these services differ from traditional Children's Aid Society Services.
2. a) To discover who in the community receives service from the centres and the benefits they receive.
b) To determine whether there are people in the community whom the centre intends to serve for whom the Centres are providing little or no direct service.
3. To comment on:
 - a) The structural relationship between the Children's Aid Society of Eastern Manitoba and the Resource Centres
 - b) Opportunities for community funding
 - c) Opportunities for on-going evaluations from within the Centres themselves.
4. To review community perceptions of the Centres and availability of and accessibility to services. These perceptions to be discussed in terms of both individual clients and other agencies in the community..
5. To measure and evaluate the preventive component of services available through the Resource Centres.
6. To analyse total costs per program and provide a breakdown of cost per client served within these programs.
7. To determine what, if any, is the cost saving of a preventive, community outreach model as compared to traditional crisis oriented services.

The report is divided into five chapters. Chapter I examines the context in which the Resource Centres operate, the problems involved in their operation and attempts to determine the needs underlying the provision of services and programs. An attempt is made in Chapter II to define the objectives of the two Centres and to compare stated objectives with operational objectives. Chapter III examines program inputs in some detail. The financing of the Centres, management structure, staffing, use of staff time, services and programs provided, users of the program, recording and filing procedures and advertising policy are all

discussed here. This chapter ends with a critical examination of the present delivery system. Chapter IV describes and examines program outcomes by asking a series of questions such as 'to what extent have objectives been met?' 'What benefits do the programs and services provided confer on clients?' 'Does the program reach projected target groups' etc. An assessment of data and recommendations can be found in Chapter V.

CHAPTER I CONTEXT, PROBLEM DEFINITION AND NEEDS UNDERLYING PROVISION OF SERVICE

CONTEXT AND PROBLEM DEFINITION

1-1 Historical Background

Until 1971, the Board of the Children's Aid Society of Eastern Manitoba was a large, somewhat unwieldy structure consisting of forty-three members. Many problems were recognized by the Board and Staff of the Society in connection with making informed policy and management decisions and providing necessary direction. First, there was a fairly heavy representation of councillors from the rural municipalities, towns and villages which the Society serves, which did not necessarily provide meaningful representation from these areas. Secondly, many Board members lacked the commitment to, and knowledge and understanding of, child welfare services, to provide the Society with the executive direction required. Thirdly, the existing management model did not relate closely to existing community needs and concerns. Fourthly, it was thought that services should be more geographically accessible to the communities served, so that the unique nature of different communities could be acknowledged and reacted to.

A decentralized management model was therefore devised, which by 1972 had cut the Board from 43 members to 11. Basically it set up several Regional Advisory Committees each of which was represented on the main Children's Aid Society of Eastern Manitoba Board. It also allowed for several members at large.¹ The following quotation from the modified constitution of the Children's Aid Society of Eastern Manitoba defines the status and function of the Regional Advisory Committees.

"Regional Advisory Committees shall consist of Society members from the Community representing the areas designated in Article VIII, Section 1(a). These members shall elect a Chairman at least two weeks before the Annual Meeting of the Society, who will be in turn on the Board. The Committee shall also elect a Vice-Chairman, who in the absence of the Chairman, shall exercise all the rights and duties of the Chairman, including representation on the Management Board. The Regional Advisory Committees shall receive brief and correspondence from citizens in the area with respect to the policies, programs and operation of the Society. The Committees shall meet from time to time and make recommendations to the board. The Secretary of the Regional Advisory Committee will be the supervisor for the Social Workers of the Society who are serving that particular region. The purpose of the Regional Advisory Committees shall be:

- a) To make recommendations for the improvement of the Society's programs in a given area;
- b) To be a liaison with other social agencies and Government bodies in the area to promote the purposes of the Society.
- c) To be a liaison between the citizens and the Society.

A quorum of the Regional Advisory Committee shall consist of five members.¹¹ In Winnipeg, the St. Boniface Regional Committee provided the formal link between the Board and local community when the C.A.S. Board was reconstituted in 1972.

1. The Board is now composed of 12 members including one representative from each of the Regional Committees and four or five members at large. The main office for the agency is in St. Boniface with decentralized resource centres in Winnipeg, in Norwood and Windsor Park and rural Centres in Scantebury, St. Pierre, Steinbach, Beausejour, Lac du Bonnet and on Roseau River Indian Reserve.

Before and during the time of Board reorganization, there was a growing awareness amongst Society staff and Board members that there was a need to place more emphasis on the preventive and community outreach aspects of the work of the Children's Aid Society of Eastern Manitoba. There were a number of influences which contributed to this awareness. First, the Social Service Audit² had pointed out the fragmentation of service produced by the limited terms of reference of most social agencies, and observed that social services provided in Metropolitan Winnipeg were basically remedial in nature. It emphasized the need for a more preventive and community outreach approach to social problems. It pointed out "the bewildering complexity of the present system, of duplication, fragmentation, and a lack of continuity and follow through It is hard for the person who needs help to know where to turn". Recommendations included the establishment of a series of decentralized local Social Service Centres by non-government agencies, most especially the Children's Aid Society, to provide information and aid on a community basis.

Second, there was a recognized need to more closely relate the service provided by the Children's Aid Society, to community issues and needs.

Thirdly, there was a desire to move away from a 'treatment', reactive model towards more preventive aspects.

Fourth, a parallel development before and during management reorganization was the identification by a group of residents in the Windsor Park area of a number of community issues and problems; and demands for the provision of services to deal with them. At that time Windsor Park, was a very young community. It was experiencing rising difficulties in the areas of delinquency, family disorganization, drugs, recreation, etc. As such, social problems became increasingly manifested, especially the youth problem. When roving gangs began terrorizing the school population, community concern rose and the community began to organize itself in response to the crisis.

Talks amongst the churches resulted in preliminary consideration of opening a centre, staffed by clergy, to meet needs which were not being met by existing groups. Simultaneous C.A.S. of Eastern Manitoba, aware that it was not sufficiently involved in the communities it served, arranged talks with a United Church minister in Windsor Park and staff and board members of CAS.

In early 1970 Len Rutman, who was connected with CAS as a supervisor of CAS social work students, was prompted, by the publication of the Social Service Audit, toward the concept of neighbourhood centres that could bring social service work nearer to the community. He spoke to Glen Thompson, CAS board member, about starting such a centre Windsor Park, and then proceeded to do the necessary community organization work for the next two or three months. He talked with ministers, teachers, and women's groups trying to get an understanding of the needs of the area and to see what kind of facilities the people visualized. It developed that the most suitable kind of model would down-play the counselling component and avoid a problem orientation. In this middle class community it was felt that these kinds of functions carried a social stigma, and people would be reluctant to use such a service. It was decided to stress the community education function, and to act as a clearing house for information. While Mr. Rutman was making his rounds through the community, he found four people who were especially keen on the concept of a neighbourhood centre. He asked them to serve on the Board of

2. Social Service Audit Committee. . . . Social Services Audit, Community Welfare Planning Council, May 1969, pg 27 and 30.

Residents, and then they added four more. Mr. Rutman secured the office and necessary furnishings and also obtained grants from local churches, the Rotary club, and IUS. The Windsor Park Information and Resource Centre began operations in the summer of 1970, with a Resident Board of eight and with the staff of one social worker initially on loan from CAS of Eastern Manitoba. The Board was very soon increased to include eleven Windsor Park residents.

In conjunction with management reorganization there was, therefore, an impetus to re-assess and re-evaluate the kind of social work practised by the agency, in meeting the needs of children and families, to incorporate and reflect a community outreach and preventive perspective. Implementation has taken the shape of the systematic creation of Resource Centres in Norwood, Scanterbury, St. Pierre, Steinbach, Beausejour, Lac Du Bonnet and Roseau River Indian Reserve, largely based on the Windsor Park Model.

1-2 Role of Community Outreach and Preventive Models of Service in Continuum of Provision of Child Welfare Services

There are three main aspects of Child Welfare Services operated through Children's Aid Societies in Manitoba; traditional child welfare work, crisis oriented work, and preventative work.

Traditional child welfare work can be defined as those services which the agency provides under the Child Welfare Act, such as investigating complaints and protecting and placing children. It tends to be case-oriented, heavily authoritarian and involving statutory functions. Crisis work tends to involve situations where drastic measures may have to be taken in relation to a presenting problem e.g. removal of a child, or situations which assume crisis proportions for a particular individual or client e.g. desertion, eviction, serious inability to cope, out of wedlock pregnancy. Preventive work may be defined as those aspects of Children's Aid Services which aim to strengthen and enrich family and community life and provide early education, support and intervention, before problems assume unmanageable proportions. This final type of work can take place within or without the statutory functions of a particular agency. The Children's Aid Society of Eastern Manitoba has attempted to avoid compartmentalizing these different aspects of child welfare work and regards them as components in a continuum of service. In contrast to other Children's Aid Societies operating in Manitoba, the Children's Aid Society of Eastern Manitoba has chosen to place a great deal of emphasis on the preventive component of its work in both the statutory and non-statutory functions of the agency. More particularly, it has assumed a more aggressive approach towards community outreach, to attempt to provide the communities it serves with a broader variety of assistance, through its Resource Centres. This includes information and referral, resources to aid self help and other community groups, informal education etc. The Ryant Report,³ observes that . . . "More than any other Manitoba child caring agency, C.A.S. Eastern attempts to define its contribution as a general facilitative resource to the families and children of the communities served. Consequently, it has perhaps the highest proportion of non crisis related contacts within its catchment area, is best able to co-ordinate the resources of the community in other jurisdictions and under other auspices, and has the greatest capacity for more benign and less stringent forms of intervention.

3. Ryant et al . . .A Review of Child Welfare Policies, Programs and Services in Manitoba; A Report to the Minister of Health and Social Development, p. 144, July, 1975.

Indeed, the early evidence appears to suggest that fewer children need to be brought into the care of the agency in those areas served by community resource centres."^{*}

1-3 To what extent are services provided by the Information and Resource Centres Unique?

Although it has not been possible to conduct extensive enquiries, the services provided by the Norwood and Windsor Park Information and Resource Centres do seem to be unique in the areas which they serve. In the Winnipeg context, however, there are other organizations which have similar objectives and offer similar services. Some groups, such as the Fort Garry Family Life group and the Family Life Education Centre offer comparable programming. Activities offered by the River Heights group for example include a Grief Recovery Group, a Single Parent Workshop, a Parents in Dialogue Course and a Mother's and Two's program. It does not provide service to individuals such as short term counselling, information and referral etc. Fort Garry offers programs such as English classes for immigrants and Better Parenting. Other groups functioning in the area of community development and information and referral include Neighbourhood Service Centres, operating out of 95 Isabel Street, which has a long history in the development of community work; and the Fort Rouge Information and Resource Centre which is more heavily oriented towards information giving and referral, than programming. Both these latter two organizations are mainly financed by the United Way. The River Heights Family Life Education Centre is financed mainly by donations from several churches in the River Heights area and fees charged for courses and programs. Another group funded mainly by the churches is the Neighbourhood Resource Centre operating out of St. Matthews-Maryland. It is a neighbourhood drop-in centre which offers help to individuals or service groups, provides some short-term counselling and information and referral services.

An important feature in the delivery of services offered by these different groups seems to be the importance of matching the services and programs offered, with the needs and characteristics of the consumer groups and areas in which services are provided.

* This factor can be illustrated from CAS records indicating total days of care over a five year period.

CHILDREN'S AID SOCIETY OF EASTERN MANITOBA
SUMMARY OF PAID CHILD CARE DAYS PROVIDED AND PROJECTIONS 1972 - 1977

<u>Year</u>	<u>Total Days Care</u>
1972-73	112633
1973-74	112707
1974-75	107793
1975-76	103353
1976-77(projected)	99438

1-4 Philosophy of Community Outreach and Preventive model of service

The community outreach and preventive model of service operated through resource centres by the Children's Aid Society of Eastern Manitoba is based on the notion that agencies should take a more wholistic and generalist approach to family and child welfare problems, needs and services. It seeks to devise ways and means of using individuals and groups in the local community to enhance the community through resource development, community education and community development⁴. The model seeks to enrich and develop the existence of community residents beyond the level of mere functioning. In areas such as Norwood, with significant numbers of low income residents, it seeks to break into the cycle of poverty experienced by many users of the Resource Centre. Titmuss defined poverty not only as a lack of financial and material resources "It is also social and political exclusion . . . any society with significant inequalities must provide for rising minimum levels, not only of income, assets and basic services but also self-respect, opportunities for educational and social mobility and participation in many forms of decision making." ⁵ Through information, referral and community education services the resource centres attempt to redress the disadvantages of individuals experiencing the kind of poverty expressed above.

Resource centres are intended to be more approachable and accessible than the parent agency, so that people can make contact with the agency before a problem has developed to crisis proportions. It represents an attempt to move away from the 'treatment' model of service and to provide a means for encouraging direct feedback and interaction between a helping agency and consumers in the community.

1-5 Reasons for separating Resource Centres from the mainstream of C.A.S. work

The reasons for physically separating the Resource Centres seem to centre around two main factors. First, the need to decentralise Children's Aid Services and to provide a focus for contact which is approachable, accessible, visible and responsive to the needs of the community it serves. Second, the need to overcome the threatening image and stigma of the Children's Aid Society as an authoritarian agency whose main function is 'child snatching.'

The question of the extent to which the philosophy of community outreach and prevention articulated by the agency has been translated into effective action: and the extent to which geographical separation of the Norwood and Windsor Park Centres is a necessary component in the effective provision of service will be addressed later in this report.

4. Community development may be defined as a process whereby local groups are assisted to clarify and express their needs and objectives and to take collection action to meet them. It emphasises the involvement of the people themselves in determining and meeting their own needs. The role of the community worker is that of a source of information and expertise, a stimulator and a catalyst.

5. Richard Titmuss Income Distribution and Social Change.

1-6 Statutory Framework

In Manitoba, Statutory child welfare services are delivered both by private agencies and by Regional Offices of the Department of Health and Social Development. Historically, child welfare responsibilities were undertaken first by the private agencies; government's original involvement was only the granting to the private agencies, the authority to act on behalf of neglected and abandoned children. This was soon augmented by the assumption of parallel responsibilities for children in areas not served by any private agency. Four Children's Aid Societies and the Jewish Child and Family Service are delegated responsibility for the delivery of child welfare services. It is estimated that 75% of the caseload in child welfare is served by the private agencies.

All private agencies, whether Children's Aid Societies or treatment institutions, are legally corporate entities under provincial charter. Each is governed by a Board of Directors, elected by its membership in the community. The staff of each agency are employees of the Board and are not civil servants.

Children's Aid Societies are funded by the government to provide child welfare services under the Child Welfare Act (1975) or the federal Juvenile Delinquent's Act. Children's Aid Societies are free to receive funds from the community, either to augment the level of service funded by government or to provide non-statutory services. Over 90% of funds received by Children's Aid Societies, come from the provincial Department of Health and Social Development.

In their fulfillment of the responsibilities for statutory child welfare services, the private agencies are subject to the definitions, procedures and regulations set forth in the Child Welfare Act, its regulations and the administrative and programmatic procedures established by the Director of Child Welfare or the Minister. Within these parameters, the Children's Aid Societies operate autonomously with respect to administrative structure, staff deployment, program content and the sets of professional decisions bound up in the conduct of the work.⁶

1-7 Government Funding Anomalies

There are essentially three major components in the government funding base for child welfare services. First, the cost of children in the care of the agency: Second, the costs of services rendered by the professional staff of the agency: and third, the administrative costs involved in making the work of the agency possible. The Ryant Report points out that the funding formula is biased towards the direction of taking children from their families either temporarily or permanently, whether or not this is the optimum course of action. For example, provision for homemakers and day-care are not included in the child welfare budget per se and have to be sought from other sources. Also, there is little money provided to agencies to conduct preventive programs such as community-based

6. The authors wish to acknowledge that they have drawn heavily on the Ryant Report (op cit.) for the above description of the statutory framework in which Children's Aid Societies operate.

information and referral programs and community outreach and education programs.

Previous sections of this report have emphasized that in the case of the Children's Aid Society of Eastern Manitoba, the preventive aspects of the agency's work are an integral component in the continuum of services offered. The agency has pursued this policy despite the regressive nature of government funding policies in relation to preventive programs. In order to pursue aspects of its community outreach and preventive approach which extend beyond its statutory functions, it has been forced to seek alternative funding from other sources. In the case of the Urban Resource Centres, this has mainly been provided by the United Way. In the rural areas, the Resource Centre operations are funded in several different ways. For work on the reserves, assistance is provided by the Department of Indian Affairs: Steinbach Centre receives a grant from the Steinbach United Way and in the case of the other Centres, several rural municipalities and towns make grants to the agency on a population per capita basis. Municipal funding has not been sought in the case of the Winnipeg operations.

It seems illogical that the government funding formula virtually eliminates provision for preventive services, while freely supporting more costly forms of child welfare service such as placement in institutions. The Ryant Report recommends that "specific sums of money be allocated to agencies for preventive programming, and that a variable formula be established which is based on the number of children within the catchment area of a given child caring agency."⁷

It is not yet known whether this recommendation will be acted upon. If it is, it will also be essential that agencies enjoy the kind of flexibility in preventive programming that has been available to the Children's Aid Society of Eastern Manitoba through the different sources of alternative community funding which it has sought.

7. op cit. p. 125

One of the factors inhibiting the clarification of the government's role in connection with funding of preventive social services is the pending change in the legislation governing the Canada Assistance Plan and federal/provincial cost sharing. This will involve a move away from a needs tested formula to a six point formula which will include 'preventive' services. Such changes in legislation should allow the Provincial Government to resolve the present anomalies in the funding of child welfare services which places preventive work in role of 'poor relation'.

DEFINING NEED

1-8 Needs must underlie provision of service

The justification for providing a particular personal or social service must be closely linked to the need for that service in the area in which it is provided. It is beyond the scope of this study to provide definitive answers to the question of need for service in the areas in which the Norwood and Windsor Park Information and Resource Centres operate. This study has however, attempted to provide, from different perspectives, some indicators of how different groups perceive community issues, needs and problems.

1-9 Ways of assessing need

David Harvey⁸ observes that there are four ways of determining needs.

- a) Need can be determined through market demand.
- b) Latent demand may be assessed through an investigation of relative deprivation as it exists among individuals, if it possible to isolate such groups in the population and apply proper survey means.
- c) Potential demand can be evaluated from factors which generate particular kinds of health or social problems - age, life cycle, level of migration, socio-economic status etc.
- d) Needs can also be determined through consultation with experts. This provides subjective assessments, but those who have lived and worked in a community can often provide information which will give a good indication of need.

Harvey concludes that the most workable methods are (c) and (d), but warns that neither are easy to employ both can produce less than totally accurate measurements. This study has mainly used the latter tools recommended by Harvey to produce indicators of need and less successfully attempted to assess 'latent demand' through a community study conducted in both the Norwood and Windsor Park areas. 'Method (c)' uses a visual survey of the areas, and census material to identify factors which generate particular problems; and collection of information from 'experts' (method d) has taken the shape of interviews with professional and community representatives working and living in the two areas.

1-10 Visual Surveys

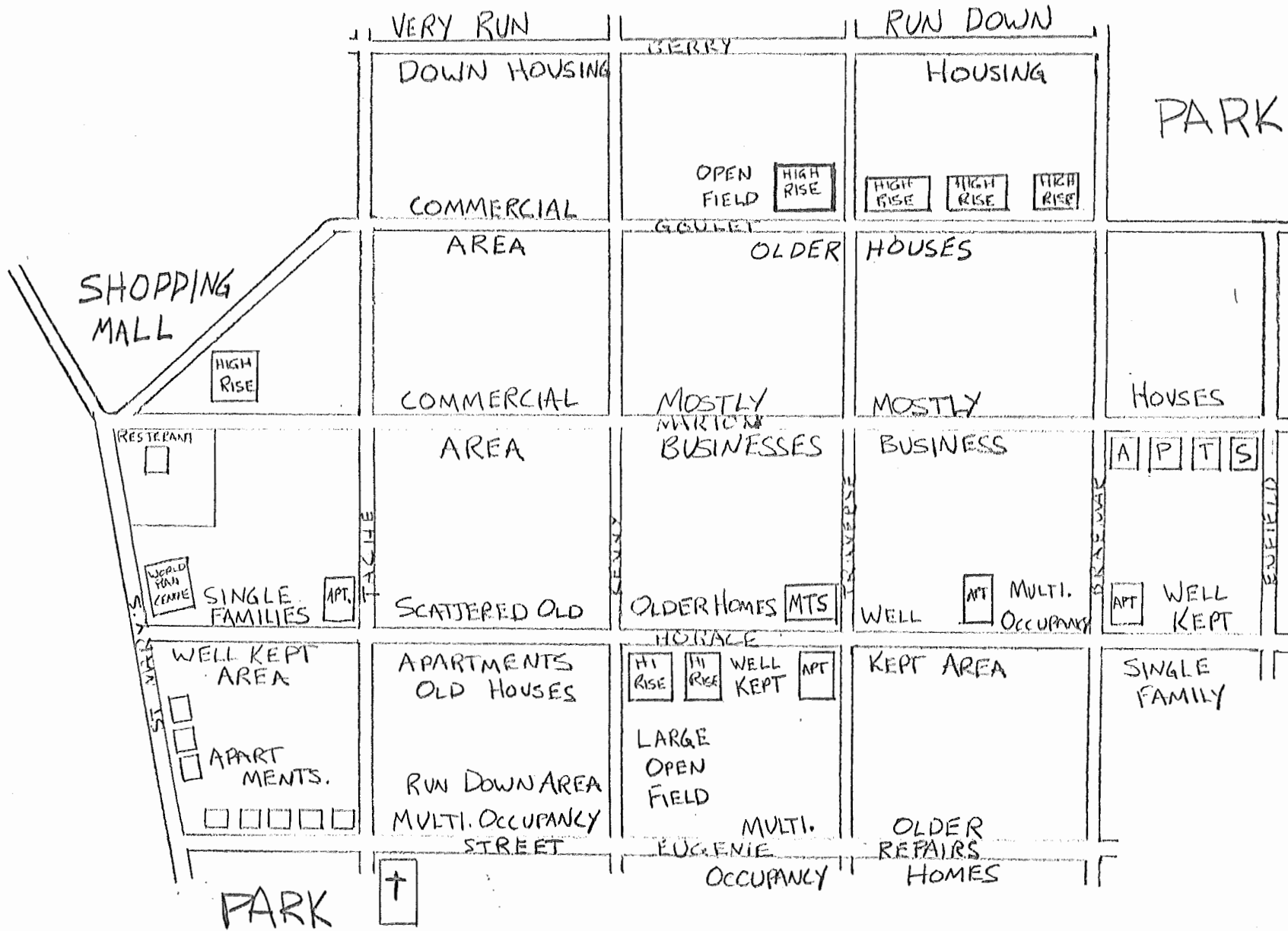
a) Norwood Area

Information provided by the resource workers at the Norwood Centre indicated that the Centre is mainly used by residents who live within the Norwood core area surrounding the Centre - an area which covers approximately seventeen blocks.

8. David Harvey, Social Justice and the City, John Hopkins University Press, 1974, Baltimore pgs. 102-103

THE NORWOOD AREA

MAP 1





Map 1 defines the boundaries of the area and briefly describes its physical composition and conditions. The map and the following summary were compiled on the basis of a visual survey of the seventeen block area undertaken during August, 1976.

Marion, Goulet and Tache are the main traffic streets. The traffic is very busy there and almost non-existent on the other streets in the area. All of the commercial investment in the area is located on the three main traffic streets. There is a large shopping centre, many grocery and drug stores, 2 banks, 1 real estate office, and other miscellaneous small commercial outlets. The recreational space consists of two large parks that border the area and two large fields within the area. The houses are situated very close together giving children very little room to play in their own yards.

The conditions of housing in the area vary greatly. There are some very run down sections (especially Berry Avenue) and some well kept sections. (Horace Ave.) Real estate office prices of houses ranged from \$8,950. for a run down single family unit to \$30,000. for an old house converted into a multiple family dwelling.

Many of the older homes have been remodelled into two to four family dwellings. This makes for a very large population in a very compact area. There are also about 40 apartment buildings in the area. Seven of the apartment buildings are modern high rise, while the majority of the others are three storey apartments, approximately (20-30) years old.

There was only one apartment and two houses abandoned in the area, but there were many other houses still occupied, but in the same condition.

The visual survey suggests the following factors about the conditions and population of the area. It is likely that there is a high population of renters in the area, some of whom are likely to be highly mobile. The price range of houses in the area suggest that homeowners are likely to be drawn from lower to middle income groups rather than higher ranges. Some people clearly live in very poor housing conditions and the type of housing in the area offers very limited recreational space for children and young people. It also appears to be a densely populated area.

Because of the age of the older apartment blocks it is likely that some will be clear title properties or financed at lower than present market interest rates. Rent costs in these older buildings may therefore well be lower than in comparable newer buildings where a landlord has to recover his costs of carrying the property.

b) Windsor Park

The Windsor Park area contrasts starkly with the Norwood area. It is a much more homogeneous suburban tract developed during the last fifteen years.

Being a relatively new neighbourhood most homes are in fairly good condition. The neighbourhood is designed for family life, so most lots have a front and back yard for family recreation and relaxation. The median price of homes in 1971 was \$21,000. However, the current median house value has now increased to around \$45,000. Most homes have sidewalks in front with ample curb space.

There are varied recreational opportunities in the area. For example, there are two private golf courses and one public course within the immediate vicinity, and schools offer large grassy areas which enable children as well as adults to

enjoy recreational activities. There are organized recreational activities and most schools and public parks attempt to co-ordinate their events. Approximately 93 acres of this area is utilized for recreational space which constitute 8.0% of the total land usage.

Within the subdivision itself traffic is limited. Speed regulations compel drivers to be cautious of children in the area. Because of its location, residents of the area tend to use a car in preference to a bus or taxi. At most of the major intersections, signal lights exist to ensure a safe and efficient traffic flow. At peak hours congestion occurs on the main arteries, as this area's street system is closely connected to the overall system of streets in Winnipeg.

Pedestrians have very little trouble moving through the district. Most streets have cross-walks and pedestrian lanes which ensure the safety of individuals wanting to get to the other side of the street.

The area contains two neighbourhood and three smaller shopping centres. Most of the shops are aimed at local clients in and around the district and are not unique or highly specialized. Grocery stores meet the needs of the narrow market they serve.

There are no indoor shopping malls and no sitting space for tired shoppers. It is unlikely that these shopping areas provide popular environments in which young people care to "hang out" after school.

Industry in the area is light and isolated and predominantly located to the north of the area. North of Elizabeth Road is the worst area and this does cause some noise pollution for the residents of that region. Commercial use of the land consists of only 3% of the total land usage.

Apartment dwellings in the area are also few in numbers. This area being primarily a family area, even the apartment blocks cater mainly to families. Interviews with a random selection of caretakers revealed that there is a very low tenant turnover rate. There is a definite lack of bachelor apartments in the study area. (census tracts concur that there are very few 1-person household within this area) Most apartments are of the three-storey walk up variety and could not be classified as luxury types. Instead they are largely occupied by middle income tenants.

There are approximately 5,000 households in this area. The majority are families occupying single-family detached accommodation. Most have cars. The average family have 2 children which attend school within walking distance of their homes.

The visual survey undertaken in the Windsor Park* area does not highlight any particular physical problems. On the contrary, the standard of housing is generally good and median house prices suggest the area is largely occupied by middle to upper income groups. There is also a good ratio of recreational to residential land use. The visual survey then suggests a neat quiet community of above average housing, in good condition; abundant open space for recreation, adequate shopping services and absence of industrial blight. In short, a community lacking in needs, at least material needs. An indication of possible problems may be observed in the evenings. Groups of youths can be seen 'hanging out' in front of late night stores, sitting on parked cars, sometimes mildly harassing passersby.

* A visual survey of the Southdale area was not undertaken by the study team. Future need for an Information and Resource Centre in the Southdale area is discussed in Appendix V.

1-11 Census Information

Census material and population projections provide a source of needs identification. Unfortunately, the Census data that is available is considerably out of date and was collected in 1971. Although the two areas are likely to have changed in some respects since that time, this census data does provide some basic information and comparative indications about the nature of the two areas. Rather than set out a complete statistical profile of the two areas, the authors have selected variables from the census data which illustrate special or particular characteristics about the two area and provide indicators of need.*

The present population in both areas, includes a high proportion of females in the workforce (46% in Windsor Park and 47% in Norwood) pointing to a need for child care services - day care, homecare, lunch and after school programs - for working mothers in both areas. The statistics for Windsor Park and Norwood show a relatively high population turnover; nearly half the people in Windsor Park and 56% in Norwood having lived there less than five years. This suggests needs arising from adjustment problems to a community; learning about facilities and resources available, making friends, overcoming feelings of alienation etc. It is interesting that in Norwood 30% of the population had lived there for less than 2 years, making these kinds of problems particularly acute in this area. However, Norwood also has a group of much larger term residents (31%) who have lived in the area ten years or more. Representatives from this group could provide a valuable community resource in the Norwood area. In both areas, special adjustment difficulties may be experienced by school-age youths uprooted from familiar environments. This is particularly likely to be the case in Windsor Park where children in families between the ages of 6 and 18 make up approximately 43% of the total population.

In relation to the type of housing stock and forms of tenure, census information confirms observations made in the visual surveys of the two areas. In Norwood, almost half the dwellings are pre 1946 which explains the rundown condition of some of the housing stock, and less than 25% were built since 1960. One would therefore anticipate the observation of the visual survey in Windsor Park, that most homes are in good condition. There is a very high proportion of renters in the Norwood area, 62% of dwellings being tenant occupied. By contrast, 78% of dwellings in the Windsor Park area are owner occupied. Compared with Winnipeg as a whole, rents and house values were lower than average in the southern part of Norwood and about average in census tract 116. Rents and house values in the Windsor Park area, however, were a good deal higher than average.

1-12 Consultation with Experts

In line with David Harvey's suggestion, the authors attempted to determine the main social problems and need for service in the two areas by consulting with professionals and community representatives living and working in the two areas and staff and board members of the two Centres and the Children's Aid Society.

* The Census Tracts which correspondence most closely to the auspices of the Norwood Centre are 114 and 116.

a) Professionals

In the Norwood area, the most serious problem identified by the professionals consulted was family breakdown. The special problems of single-parent families needing supportive services and educational help; the attendant problems of poverty and low income; alcoholism; educational difficulties and school drop outs were also mentioned as problems in the Norwood area. The police representative interviewed did not consider the level of social problems which result in crime, to be as great in Norwood, as in other core areas in the city.

Family breakdown was also high on the list of problems cited in the Windsor Park area. Teenagers from affluent families who get into trouble and lack of recreational opportunities for young people of high school age; alcoholism and vandalism were also mentioned as problems.

All the professionals interviewed emphasized there was a need for the services of the Centres in the two areas served. The Centres are seen as an alternative to school counselling, providing resources that schools and churches are unable to provide, and as less threatening than agencies such as Child Guidance Clinics.

b) Staff and Board Members

Windsor Park

The staff and members of the board provide another source of needs identification. In fact, one of the stated purposes of the Windsor Park Board and Centre is the identification of community needs. In this regard, the 7 individuals comprising the board and staff evidenced high agreement. Most felt there was a need in the area for youth programming. In the interviews, there were frequent references to "the youth problem". This covered a variety of behaviors, including "hanging out", drug and alcohol use, and vandalism. Most felt that unless a youth excelled in sports and could play on a Community Club team, there was nothing to do after school hours.

There was a conviction expressed by several staff and board members that because of the relative level of affluence, the youth problem was somewhat hidden, especially in the Southdale area. Parents are able to "cover up", but because of their inability to discipline or understand their children, the problems do not disappear. As articulated by staff and board members, there are serious needs for parent effectiveness training, or better parenting programs, to restore and nourish the family unit. Thus the youth problem was viewed by most as not simply a function of the youths' having nothing to do, but a symptom of deeper psychological and family needs.

Another area of need identified in the interviews with staff and board was in special services for single-parent families, especially single mothers. There has been an increase in the number of single-parent families in Windsor Park in recent years, as there has been throughout the Winnipeg area. Over half the children in the Windsor Park lunch and after school program come from single parent families. These families experience many of the difficulties of two-parent families, plus a set of economic and social problems unique to single-parent families - child care, limited income, loneliness, ostracism.

Other need areas defined by board and staff members included: the need for programs to combat adult alcoholism; the need for outlets for frustrated, bored housewives; the need for a sense of community, for involvement to counteract apathy; and the need for senior citizen services.

NORWOOD

As in Windsor Park, members of the Boards of the Norwood Centre expressed a deep concern for the problems of young people in the area and the need for resources and programs to help better integrate young people into the community. One suggestion made was the organization of groups of young people to provide domestic and other services for the elderly. Family breakups, preoccupation with marital problems, lack of communication in families were all thought to contribute to a neglect of the needs of young people in families, causing a vicious circle of events. The problems of survival for low-income families and the attendant syndrome of poverty involving bad housing conditions, overcrowding and strained family relationships were frequently mentioned by Centre and CAS staff as particular problems in Norwood.

The needs of the single-parent family was also a concern in the Norwood area. For example, the need for support services such as day care, special baby-sitting services such as care for under two's and babysitting for shift workers: the need for services to alleviate the tiredness and depression frequently experienced by this group were all a matter of concern in this area.

CHAPTER II

DEFINITION OF PROGRAM OBJECTIVES

2-1 Overall Objectives

The overall stated objectives of the community outreach and prevention program of the Children's Aid Society were articulated in the agency's presentation to the United Way for the calendar years 1974 and 1975. The following quotation is taken from this document.

"What we are attempting to do is to find a way of involving the community in meeting the needs of children and families and a way of integrating what is commonly known as preventive services and activities with other services. We want to provide a much more wholistic approach to services to children and families and believe that we should have a continuum of services ranging from those that are individual and "problem focused" through to community development types of activities. The development of an "open system" in our agency as opposed to a "closed system" is a major feature of these objectives. By "open system" we mean structuring our approach so that the continuum of services available to the client, children, family or community group need not be "ours" but whatever is in existence which might do the job."

General objectives of the program were listed in the following way:

1. To extend the continuum of services to children and families by developing a community Outreach and Preventive Program focused on the needs of children and families to operate side by side with the more traditional child welfare services by providing the following activities and services.

- a) Information giving, short-term counselling and referral.
- b) Human and social resource development e.g. volunteerism
- c) Facilitation of community group action to provide educational and "human development" opportunities related to children and families.
- d) Community participation in development and management of services.
- e) Community development type of activity support particular groups within the community to carry out specific task objectives or to effect desired changes.

These would be groups who would normally be without the means of doing this on their own.

2. The development of community based Child and Family Resource Centres as the focal points of the development and provision of Community Outreach and Preventive Program.

(It was envisaged that citizen support is likely to take the form of formal group structure and that the Centres be staffed by Community Resource workers)

21-2 Specific Objectives

Windsor Park

According to original proposal material and a transcribed conversation with the chief organiser of the Windsor Park Centre, Len Rutman, its specific objectives were as follows:

- To provide information about health and social services, and to provide general education programs. It was envisaged that the information component would include a library and film service, as well as information about all other social welfare and public services. The educational component would take the form of speakers and programs dealing with areas of critical concern.
- To provide referral services. Residents would be sent to agencies which could best meet their needs. The Centre would conduct the necessary preparation and follow-through.
- To identify neighbourhood needs. Through community involvement, residents would articulate concerns which appear to be of common interest.
- To report needs to appropriate authorities. The Centre would act as a channel for communicating the neighbourhood needs to institutions which have responsibility in those areas for the purpose of initiating a response in terms of service from those authorities.
- To develop programs in response to identified needs. Residents would work on developing programs such as recreational programs, home care, and adult extension courses in response to identified needs.
- To provide short-term counselling. Since the focus was to be community-centred, only short-term counselling was to be provided, with an attempt to identify community concerns from individuals' counselling requests. No long-term counselling was to be done. The Centre was to avoid a "problem orientation". Rather it would be community-focused in terms of provision of information, referral, education and prevention.
- To conduct community organization focused around issues identified by the board and the community.

A more recent statement of specific objectives for the Windsor Park and Norwood Centres was contained in the 1974-75 presentation to the United Way already mentioned, and were listed as follows:

1. On-going exploration of the communities served in order to assess both the need for service and to be intouch with the resources in the communities.
2. Finding ways of involving services of other agencies and community resources in the "continuum" of services we are developing. We wish to stress that they do not have to be "our" services.
3. Re-negotiation and clarification of relationships between Windsor Park and Children's Aid Society and the Board's role in achieving the objectives of this program. The need for rationalizing funding for the Windsor Park Centre being a major factor in the relationship.
4. Formalization of community support for the Norwood Centre, most likely in the form of a working Board or Co-mittee for the Centre being established.
5. Development of Community Outreach and Prevention Program through the Norwood (St. Boniface) Centre to viable proportions. Criteria for its being considered viable are:
 - (a) Citizen organization or committee existing to support the Centre.
 - (b) Its frequent use by individuals for non-Child Welfare use-75 users per month.
 - (c) Use of centre resources to establish community programs in area of Child & Family Life.
 - (d) Availability of a wide range of Community and Uman Resources through the Centre either directly or through the ability of the Centre

to provide a co-ordinating service.

- (e) Achievement of the Resource Worker at the Centre of 70% of his or her time being allocated to Community Outreach and Prevention services.

6. Improved co-ordination and administration. We wish to increase the communication between resident and volunteer and staff people within the program as a means of planning and implementing ideas. We also want to improve our system of collecting and analysing information.

2-3 Operational Objectives Windsor Park

When members of the board and staff were asked to state what they saw as the objectives of the Centre, responses for the most part did not go against any of the original objectives. The responses tended to reflect the view of the Centre as a community - focused facility designed to meet community needs whatever they are, and as they arise. However, many of the board members seemed unsure of specific objectives, and this was reflected in the vagueness of their responses, e.g. "to improve society", "to help social problems", "to improve the lifestyle of the community". Probing did not yield greater specifics. Even the prevailing view of the Centre as a community oriented facility reacting to community needs does not reflect the somewhat more aggressive, activist and instrumental model originally envisaged. To quote from the interview with Mr. Rutman at the program's initiation in 1970: " , , , We saw ourselves being more aggressive than just waiting for a community education function . . ." The emphasis thus seems to have changed from one which organizes the community to one which responds to the community. One long time board member did comment that the "goal should be educational but is now mostly information."

Norwood

In contrast to Windsor Park, the Norwood Centre started as a worker based Centre and was set up in response to perceived needs by the Children's Aid Society. The community input, in the shape of a Professional Steering* Committee formed early in 1976 and a Community Advisory Board, formed in April of 1976, were built in later. As one might therefore expect, staff of the Centre have a clear perception of its objectives which closely relates to the overall and specific objectives articulated in the 1974/75 C.A.S. presentation to the United Way. Centre staff see its main or primary objectives as innovating in areas where there are gaps in service in the neighbourhood, acting as a catalyst to facilitate the

* The former is seen as a group which can discuss general concerns, identify community needs and resources and provide peer group support for the Community Resource Worker.

work of community groups, raising community awareness of the Centre's presence, and to provide early and supportive help with individual problems. One area stressed in the stated objectives which was not overly emphasized by staff was the investigation and identification of community needs. This objective was however stressed by one or two members of the Professional and Community Committees. The majority of Board members however, has a fairly narrow or vague view of the Centre's Function. Perceptions included 'to be a place easily accessible for those in need who wouldn't otherwise know where to turn;' 'to reach people and give them help when needed;' 'to provide services not easily available elsewhere.' One member saw the objectives of the Centre as 'offering preventive type services to parents and youth in the area,' but confessed that this was only his interpretation as 'the actual objectives of the Centre have not been shared.' It is predictable, as the 'steering' mechanisms of the Norwood Centre are new, that 'Board' members are likely to have a less than perfect concept of the objectives of the Centre. It is unlikely however that clear and useful advice, direction and initiative will come from the Advisory groups unless in the future, they help to define the objectives of the Centre and develop a clear concept of its purpose. This is essential as the link between the Community Advisory Committee and the CAS Board becomes more formalised and the Community 'Board' take a more executive role.

Perhaps the group that had the clearest concept of the objectives of Windsor Park and Norwood Centres were staff of the C.A.S. Urban Unit. They saw the Centres as an extension of and part of the continuum of services offered by CAS. They stressed their role in identifying community needs and enriching and developing community participation; saw the Centres as a catalyst in integrating and generating community services and activities, and as an organization which should directly respond to community needs in a flexible and broad based way.

There were no obvious anomalies between the stated and operational objectives of the community outreach and prevention program except the vague perceptions of the role of the Centres held by some Board members. It is to be expected that objectives stated in a written presentation will be more explicitly articulated than those gathered verbally in connection with this study. Particularly amongst Centre and CAS staff the intention and 'spirit' of the stated objectives are understood and genuine attempts are made to implement these stated objectives operationally. What is more disturbing is the limited and/or vague perception of Community Board members about the objectives of the Centres particularly in Windsor Park. In the future, it is recommended that Community Board members be more closely involved in the definition and shaping of the objectives of the Centres. The role of Community Boards should also be more clearly defined for and by Board members. It is not

clear at present whether Community Boards are intended to be directive, and initiate policy, or reactive mechanisms, there to comment on, advise and react to staff initiative and direction. Board members also need to have a clear idea of their role in defining community needs. It is unlikely that the undoubted interest and enthusiasm (particularly in Norwood) in Community Boards will be sustained unless members have a defined concept of their own role and purpose. As long as this is accomplished it is likely that the prognosis for community involvement, particularly in the Norwood area is good. The community Resource Worker in Norwood considers that the Community Board members share a belief in the Resource Centre as a good and useful model for community development. Many members are community organizers themselves and see the Centre being able to help other community organizations in which they are involved. As a group they are presently committed to the growth of the Centre. The involvement of community representatives in defining and responding to community needs, is a vital component in fulfilling the objectives of the community outreach and prevention program.

CHAPTER III

DESCRIPTION AND EXAMINATION OF PROGRAM INPUTS3-1 Financing of program

The community outreach and prevention program offered by the Children's Aid Society of Eastenn Manitoba through the Windsor Park and Norwood info information and Resource Centres is substantially financed by a grant from the United Way. C.A.S. estimate that 80% (in Windsor Park) and 70% (in Norwood) of the work undertaken may be classified as community outreach and prevention, and this work is supported by the United Way Grant. The remaining 20% (in the case of Windsor Park) and 30% (in the case of Norwood) is C.A.S. related work and is financially supported by the agency. The overall service offered by the Centres i.e. salaries, staff benefits, office and building maintenance and administration, is therefore approximately cost shared according to the above formula. In 1975 an additional small grant was received from the Windsor Park Board and some revenue was generated by community programs. Tables 2a, b, and c show for each Centre the 1975 budget, actual expenditure in 1975, and budget for 1976. Table 3 shows sources of income for 1975 and projected sources of income for 1976.

COMMUNITY OUTREACH AND PREVENTION PROGRAMMING BUDGET
EXPENDITURES FOR YEAR 1975
AND BUDGET 1976

<u>TABLE a</u>			
<u>Windsor Park:</u> *	<u>Budget 1975</u>	<u>Acutal 1975</u>	<u>Budget 1976</u>
Salaries	8,710.40	10,289.47	9,811.20
<u>Staff Benefits:</u>			
Canada Pension Plan	84.96	152.32	96.53
Unemployment Insurance	138.70	156.98	107.71
Group Insurance	14.40	25.25	
<u>Office & Bldg. Maintenance:</u>			
Rent	2,592.00	2,960.00	3,600.00
Utilities	128.00	168.34	175.00
Cleaning	288.00		
<u>Administration:</u>			
Telephone	160.00	224.15	225.00
Postage			
Stationary and supplies			
Automobile	384.00	330.28	336.00
Staff training	40.00	36.00	50.00
Community Programs	300.00	150.00	300.00
Publicity & Promotion	350.00	50.00	350.00
TOTAL	\$ 13,190.46	\$ 14,542.79	\$ 15,051.44

* Eighty per cent of the work done at this centre is considered to be in the area of community outreach and prevention program so figures are eighty per cent of the cost in most cases.

TABLE 1b

<u>Norwood:*</u>	<u>Budget 1975</u>	<u>Actual 1975</u>	<u>Budget 1976</u>
Salaries	11,382.00	12,440.40	12,793.20
<u>Staff Benefits:</u>			
Canada Pension Plan	74.34	84.60	84.46
Unemployment Insurance	121.37	131.95	132.00
Group Insurance	81.14	36.20	36.20
Retirement Plan	510.30	492.98	510.30
<u>Office & Bldg. Maintenance:</u>			
Rent	1,680.00	1,680.00	1,814.40
Utilities	112.00	41.21	112.00
Cleaning	252.00	16.80	252.00
<u>Administration:</u>			
Telephone	210.00	129.66	150.00
Postage			
Stationery & Supplies			
Automobile	336.00	274.86	336.00
Staff Training	35.00		100.00
Community Programs	200.00	635.00	300.00
Publicity & Promotion	350.00		350.00
TOTAL	\$ 15,344.15	\$ 15,963.66	\$ 16,970.56

* Seventy per cent of the work done at this centre is considered to be in the area of community outreach and prevention program so figures are seventy per cent of the cost in most cases.

TABLE 2

Total Costs of Community Outreach and Prevention Program

Windsor Park	13,190.46	14,542.79	15,051.44
Norwood	15,344.15	15,963.66	16,970.56
Support services to Children's Aid Society to Community Resource Workers by Urban Unit Co-ordinator	2,727.00	3,054.00	3,298.00
Survey North St. Boniface			2,000.00
GRAND TOTAL	\$ 31,261.61	\$ 33,560.45	\$ 37,320.00

COMMUNITY OUTREACH AND PREVENTION PROGRAM BUDGETING
INCOME FOR THE YEAR 1975
AND BUDGET 1976

TABLE 3

	Budget 1975	Actual 1975	Budget 1976
St. Boniface Regional Children's Aid Society Committee	2,000.00		2,000.00
Windsor Park Board	400.00	200.00	400.00
Revenue from Community Programs	400.00	514.36	600.00
United Grant Request	28,461.61	32,846.09	34,320.00
TOTAL	\$31,261.61	\$33,560.45	\$37,320.00
	<u>Budget 1975</u>	<u>Actual 1975</u>	<u>Budget 1976</u>
<u>Non-ward Care</u> (365 days at \$3.46 per day)	2,750.000	784.93	1,263.00
<u>Source of Revenue:</u>			
United Way	1,650.00	470.95	757.80
Municipalities and Parents	1,100.00	313.98	505.20
<u>Emergency Assistance</u> (36 units at \$2.22 per unit)	792.00	185.95	720.00
<u>Source of Revenue:</u>			
United Way	550.00	111.57	432.00
Rural Municipalities	242.00	74.38	288.00

It is not obvious where any pruning could be made to the above budgets for operating the two centres. Salary costs are in line with the cost of professional services; some items such as in staff training, offering community programs and publicity and promotion, seem on the low side. Rent is the only category where there seems to be room for maneuver; particularly in Windsor Park. However rent costs in the area are likely to be in line with a higher than average assessment and looking for premises which would cost less but would not be as visible and accessible in the community, could be counter productive.

3-2 Proportion of man/hoursspent in providing different types of service

In providing services, the professional workers in both Windsor Park and Norwood estimate that they apportion their time in the following ways.

TABLE 4

<u>Provision of services</u> <u>Differential use of staff time</u>	<u>Windsor Park</u>	<u>Norwood</u>
a. Face to face contact in office with users	29%	40%
b. Face to face contact on home visits with users	6%	19.9%
c. Telephone	64%	40%
d. Travelling	-	0.1%
e. Mail contacts	1%	-
	100.0%	100.0%

Both workers, particularly Windsor Park, spent a substantial proportion of their time in telephone contact. This form of contact with users and as a method of providing service is particularly cost effective as it tends to allow more enquiries to be dealt with more quickly. There is no way of telling from these figures however, whether it is normally the most appropriate method. The amount of time spent on travelling is negligible for both workers. Time spent on home visits seems to be low in Windsor Park. In Norwood, time spent on home visits seem high, particularly as there is an additional worker who also undertakes this type of work.

The salary of this additional community worker, who works full-time, is paid by New Careers Program, Province of Manitoba. Her main responsibilities are home visiting and a Wednesday Afternoon Group of women. She apportions her time in the following ways.

TABLE 5 Apportionment of time of subsidiary worker, Norwood Centre

<u>Type of Activity</u>	<u>No. of hours spent in average month.</u>	<u>% of time</u>
1. Face to face contact in office with users	40	23.8
2. Home visits with users	60	35.7
3. Telephone	32	19.0
4. Travelling	10	6.0
5. Meetings	10	6.0
6. Wednesday Afternoon group	16	9.5
	168	100%

3-3 Differential man/hour costs of different types of program*

In order to provide some indications about the relative costs of different types of different types of programs, it was considered important to examine their relative man/hour costs. Tables 6a and 6b illustrate these comparisons for the two Centres.

TABLE 6a

COMPARATIVE COST OF PROGRAMS - WINDSOR PARK 1975

Name of Program	No. of people attending	Approx. no. volunteer hours	Approx no. worker hrs.	Worker Costs**	Unit Costs per participant	Volunteer man/hour costs per partic.
Women's Forum	90	50	110	\$539	\$6	0.5 hrs
Wednesday After-noon out***	20-25	200	150	\$735	\$32	8.7 hrs.
Babysitting Guidance Course	21	25	25	\$122.5	\$5.80	1.2 hrs.
Family Life Series	240	75	50	\$245	\$1.02	0.3 hrs.

TABLE 6b

COMPARATIVE COSTS OF PROGRAMS - NORWOOD 1975

Name of Program	No. of people attending	Approx. no. volunteer hours	Approx. no. worker hrs.	Worker Costs**	Unit Costs per participant	Volunteer Man/hour costs per partic.
Babysitting Cr. Course A	40	16	14	\$84	\$2.1	0.4 hrs.
Babysitting Course B	38	24	8	\$48	\$1.3	0.6 hrs.
Sexuality in Marriage	140	6	25	\$150	\$1.1	0.04 hrs.
Mini-Course Louis Riel Collegiate	80	-	8	\$48	\$0.6	-
Neighbourhood Helpers A	25	130	150	\$900	\$36.0	5.2 hrs.
Neighbourhood Helpers B	22	100	45	\$270	\$12.2	4.5 hrs.

* Equipment costs and space costs not included (costs of equipment negligible)

** Workers costs calculated by determining hourly workers costs. Total worker salary for 1975 for preventative and community outreach work was divided by 52 (wks) x (40 hours per week). Hourly worker cost - \$4.90 Windsor Park; Norwood \$5.98

*** During 1976, there has been a considerable reduction in worker hours spent in the organization and planning of this program. At the time of writing this report worker input was minimal and participants have taken overall responsibility for the organization and planning of the program.

The Wednesday Afternoon program in Norwood involves 3 hours supervision time each Wednesday of the para-professional responsible, at a cost of approximately \$20.00 per week. In addition, there is on average 2 hours preparation time and two to three hours spent in phoning up participants to remind them of the meeting. Equipment and other costs are negligible and space is not rented. Total approximate weekly costs for this program would therefore be \$50.00. The staff costs of this particular program are not however borne by the Centre. ***

*** Vide section on staffing.

3-4 PRESENT MANAGEMENT STRUCTURE

Both the Windsor Park and Norwood Information and Resource Centres operate under the auspices of the Children's Aid Society of Eastern Manitoba. The Management Board of this agency is composed of 12 members. This includes one representative from each of the Regional Committees and four or five members at large. The main office of the agency is in St. Boniface. In addition to operating urban Resource Centres in Windsor Park and Norwood, the agency operates rural resource Centres in Scantebury, St. Pierre, Steinbach, Beausejour, Lac Du Bonnet and Roseau River Indian Reserve.

Between 1972 and 1976, the formal management link to the Children's Aid Board in the case of the Urban Resource Centres under study was provided by the St. Boniface Regional Advisory Committee, formed in February, 1972, out of the St. Boniface membership of the C.A.S. Board. Issues with which the Committee have been concerned include (i) the development of the Norwood Resource Centre (ii) the funding of the community work of the Norwood and Windsor Park Information and Resource Centres (iii) foster parent association and (iv) emergency answering service. Since October 1972, when a motion was approved by the C.A.S. Board to authorise Regional Advisory Committees to act as the appropriate Board groups to deal with regional financial approaches, the St. Boniface Regional Advisory Committee has taken the responsibility of meeting with the United Way in developing funding for both the Windsor Park and Norwood Centres. In relation to the urban resource centres, this financial responsibility seems to be its main remaining role. Its functioning in connection with other concerns has been mainly delegated to two local community Boards which advise Resource Centre staff; the Windsor Park Board, consisting of 15 members, which has been functioning for several years; and the Norwood Community Board, which has been functioning since April 1976 and is composed of 11 members.

The precise management relationship between the St. Boniface Regional Advisory Board, and the Windsor Park Board and the Norwood Advisory Committee, has never been properly delineated by the C.A.S. Board. The question of management control is further complicated by the fact that the Windsor Park Board became incorporated in April /74. The position is somewhat clarified operationally as the chairman of the St. Boniface Regional Advisory Committee, the Windsor Park Board and the Norwood Advisory Committee are all members of the C.A.S. Board. However it is essential that to clarify management control and responsibility, clear terms of reference and responsibilities must be worked out by the C.A.S. Board for these three committees in the near future.

The creation of Community Boards and encouraging their active operation in the management structure is a vital component in the out-reach objectives which the agency has set for the urban resource Centres. It is seen as an essential tool in encouraging local community input into defining the work and direction of the Resource Centres. The Community Boards advise mainly on program organization and evaluation, volunteer resources and provide initiatives for defining new areas of need and working out future priorities. The Community Boards meet monthly.

In Norwood, there is an additional Professional Advisory Group composed of 8 people who provide peer group support and advice for the Resource workers and are intended to help and define community needs and resources.

* It should be noted however, that the Windsor Park Board have always had input into financial approaches to the United Way and provided representation to join the St. Boniface Committee.

The staff establishment structure which relates to the Board Structure is headed by an executive director who is the staff person responsible for the total C.A.S. Eastern operation. An urban unit supervisor reports directly to the Executive Director and is responsible for C.A.S. Eastern urban services, which include the Windsor Park and Norwood Information and Resource Centres. The two community resource workers in charge of the two centres work under the auspices of the urban unit. Urban unit staff meet weekly on Wednesday mornings. Intake, discussion, sharing of ideas and brainstorming are the purpose of this meeting.

Diagram 1 illustrates the Board and Establishment structure directly related to the operation of the urban resource centres. Diagram II shows how this structure relates to the overall C.A.S. Eastern management operation.

DIAGRAM 1

MANAGEMENT STRUCTURE UNDER WHICH THE WINDSOR PARK AND NORWOOD CENTRES OPERATE DIRECTLY

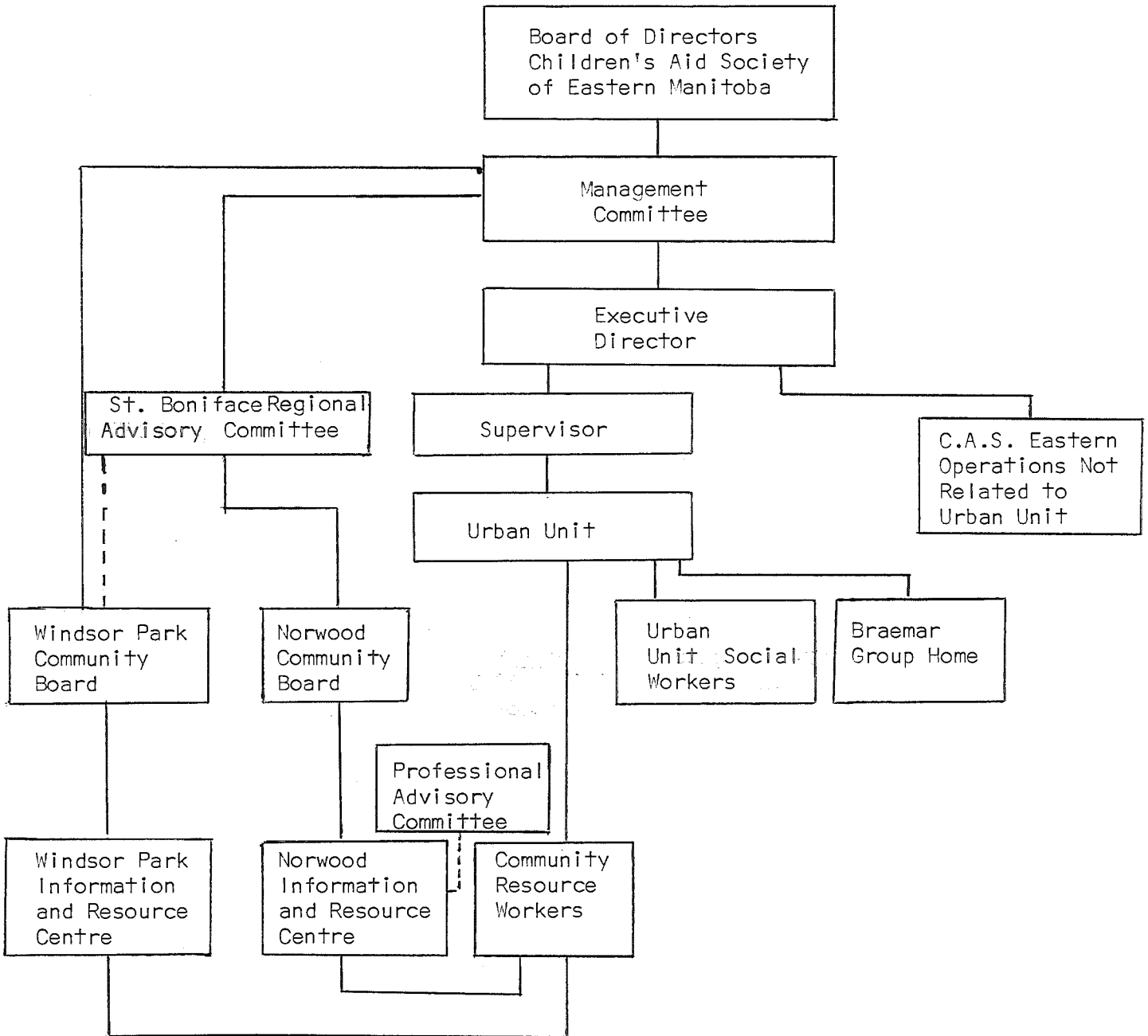
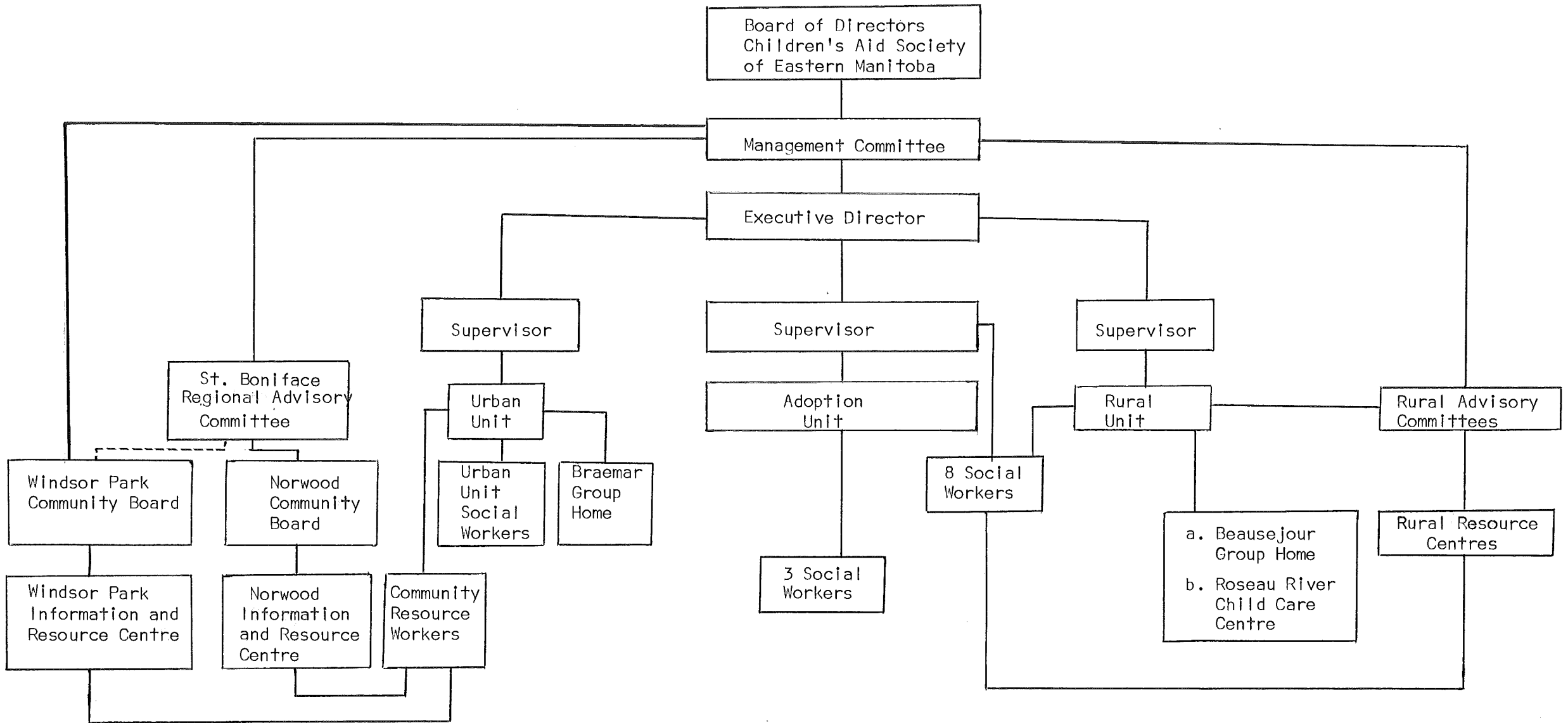


DIAGRAM II OVERALL MANAGEMENT STRUCTURE OF C.A.S. EASTERN



3-5 STAFFING OF PROGRAM - USE OF TIME - SERVICES PROVIDED

Windsor Park

The Windsor Park Centre is staffed by one full-time professional social workers. As of October 1976, two part-time social work students assist at the Centre as part of their course work.* They will terminate in May 1977. No volunteers work at the Centre on a regular basis.

According to staff workers' own estimation, about 70% of their time is used in work that might be described as preventive, i.e. working with people before a crisis develops. This consists of a wide range of programs and services which offer people alternatives and assist them to develop their own strengths and offer people alternatives and assist them to develop their own strengths and resources. The programs and services offered by the Centre are discussed later in this chapter. An additional 20% of staff time, again by the worker's estimation, is devoted to counselling, and the remaining 10% is spend in CAS intake work.

* One Student left November 1st, 1976.

The staff member maintains a detailed record of amount of time spent per day in 15-minute intervals on each of twelve activities. Table 2 presents this information in monthly summaries over a one-year period (Aug. 75 to July 76) Following is a fuller description of activity headings¹:

INFORMATION AND REFERRAL

The need is for information primarily, or assistance in locating and establishing contact with the services or resource required - not ending up requiring specific Child Welfare.

PROVISION AND DEVELOPMENT OF RESOURCE

This had to do with resources that can be provided directly through the centre, i.e. use of centre for a meeting, provision of a homemaker etc. where there is no need for referral to back up workers, etc.

DEVELOPMENT AND MAINTAINING OF COMMUNITY CONTACTS

Meeting with other community services, with community groups and individuals for the purpose of communication, liason, identifying of issues and developing community awareness. a) Informal b) Formal

ORGANIZATION AND SUPPORT OF COMMUNITY GROUPS

Work with the board, consultation and service to groups in the community, e.g. day care groups.

PROGRAM AND PROJECT DEVELOPMENT

Acting as facilitator and resource person in the development of specific centre board or committee programs and projects, e.g. family life.

SHORT TERM COUNSELLING

Where the requirement is for brief professional counselling around personal and/or family problems not requiring referral elsewhere e.g. housewife or teenager who needs "to talk to someone."

ADMINISTRATION OF CENTRE

Self explanatory

RESOURCE PROVISION OR DEVELOPMENT FOR CHILD WELFARE

Consists entirely of provision of foster homes for CAS.

CHILD WELFARE INTAKE

e.g. where referral to back up workers required, family and child care crisis, referrals from other agencies for child welfare service.

STAFF DEVELOPMENT AND CONSULTATION

professional training, consultation, inter-staff communication & sharing of experiences.

1. Another description of staff activities is found further down in the section "Description of Services"; although the recording categories used by the Centre in that context unfortunately differ somewhat from those used in the present context, with some overlap between the two.

TABLE 7

WORK TIME¹ SPENT PER MONTH² ON EACH ACTIVITY IN WINDSOR PARK

ACTIVITY	AUG.		SEPT.		OCT.		NOV.		DEC.		JAN.		FEB.		MARCH		APRIL		MAY		JUNE		JULY		Yearly Mean %
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	
information, referral	555	7	465	5	420	5	345	4	270	5	345	5	465	6	360	4	435	5	95	1	375	4	345	5	5
resource provision	1035	13	675	8	780	8	495	6	660	12	525	7	630	8	600	7	495	6	435	5	540	5	510	7	8
informal community contacts	390	5	720	8	585	6	330	4	330	6	510	7	375	4	540	7	540	6	660	8	780	8	600	8	6
formal community contacts	120	1	405	5	360	4	690	9	225	4	495	7	675	8	585	7	405	5	300	3	705	7	510	7	6
community organization	630	8	1545	18	1530	17	1560	20	990	18	1050	14	1245	15	1515	19	810	10	1320	15	1605	16	750	10	15
programs	915	11	1260	14	1740	19	1485	19	525	10	735	10	855	10	990	12	1350	16	750	9	1155	12	1185	16	13
counseling	810	10	675	8	660	7	915	12	465	8	870	12	870	10	615	8	945	11	585	7	1185	12	1005	13	9
administration	525	6	660	7	480	5	300	4	525	10	630	8	465	6	300	4	690	8	1470	17	735	7	555	7	7
child welfare resource provision	675	8	825	9	330	4	135	2	75	1	270	4	150	2	30	-	60	1	45	1	285	3	75	1	3
child welfare intake	1170	14	570	6	1020	11	870	11	690	13	795	11	1485	18	1410	17	1830	22	2100	24	1350	14	990	13	15
staff development	1260	16	1020	12	1350	15	765	10	735	13	1275	17	1185	14	1170	14	825	10	900	10	1245	13	1065	14	13
TOTAL	8085	100 ³	8820	100	9255	100	7890	100	5490	100	7500	100	8400	100	8115	100	8385	100	8660	100	9960	100	7590	100	

1. in minutes

2. during 1975-76

3. may not equal 100% due to rounding error

Relatively little staff time (5%) is used for general information and referral. A large proportion of time is devoted to community organization and contact work (27%) and to programming (13%). Traditional child welfare work actually takes up more of the worker's time (15%) than expected.* Provision of Centre resources -- homemaker, babysitter, etc. . . accounts for 8% of the time. The work of locating and providing non centre resources in response to individual requests is not specifically broken down in this category system, but is hidden in community work categories. Counselling, according to Table 2, accounts for 9% of worker time.

Apart from the community Board, little use is made of volunteers by the Windsor Park operation. Considering that the community resource worker must be under a great deal of pressure to accomplish all the service and program tasks for which she is responsible, and considering the community outreach objectives on which the operation is based, it is surprising that more effort has not been made to involve volunteer help, particularly in connection with programs.

* However this percentage includes C.A.S. intake work in the area as well as other kinds of C.A.S. work.

Norwood

The Norwood Centre is staffed by one full-time professional social worker and one full-time 'para-professional' whose salary is paid through the New Careers program, Province of Manitoba. She has been with the Centre since April, 1976. The present professional worker joined the Centre in August. She took over from Don Annell who had been with the Centre since its inception in its present premises on Marion Street in October 1974. As in Windsor Park, as of October 1976, two part-time social work students are assisting at the Centre as part of their course work. They will terminate in May 1977.

During its two and one half years of operation, the Norwood Centre has attempted to involve and utilize volunteers in its provision of services and program. The Community Board structure has developed out of this community base rather than the other way around. Although 29 interviews undertaken during the present study indicate that the involvement of the majority of individual volunteers has tended to be minimal, the Centres activities in developing opportunities for volunteer involvement is an important way of relating operations to community outreach objectives.

Services provided by volunteers ranged from minimal types of service such as babysitting to helping the community resource worker with various programs. Four people contacted during this study were 'neighbourhood helpers'. They had participated in a special course offered by the Centre and subsequently try to make themselves available to their neighbours who have problems and provide simple information and referral services. This apart from those who had attended babysitting courses was the only form of training any of the volunteers received.

Slightly more than half (52%) of the volunteers interviewed had been involved with other community activities before helping the Centre. The majority were long term residents of Norwood (69%) having lived in the area five or more years. The volunteers tended to be drawn from young and younger middle aged people, 31% being between the ages of 15 and 24 and 34% between the ages of 35 and 44.²

Work time spent on different activities

Partly because the recording systems used in the Norwood Centre were less rigorous than in Windsor Park and partly because of the change in staff in August, it was not possible to produce documentation for the work time spent per month on activities during the past year. However, a simplified table covering the sample month of January 1976, for the Norwood worker and the yearly mean for the Windsor Park worker is included for comparative purposes.

2. For a more detailed analysis of the finding of the volunteer survey, vide Appendix I.

TABLE 8 Comparison of proportion of time spent on different activities between Norwood and Windsor Park Centres

Activity ³	Norwood Sample Month, January	Windsor Park Yearly Mean
	% of time spent	% of time spent
1. Information and referral	10	5
2. Resource provision	12	8
3. Informal community contacts	1	6
4. Formal community contacts	5	6
5. Community organization	3	15
6. Programs	13	13
7. Counselling	23	9
* 8. Administration	23	7
9. Child Welfare resource provision	5	3
** 10. Child Welfare intake	2	15
11. Staff development	1	13
	<hr/>	<hr/>
TOTAL	98	100
	<hr/>	<hr/>

Although it is difficult to make valid comparisons without directly comparable data, the above table can provide some indicators about different use of staff time in the two Centres. A great deal more time was spent on counselling in Norwood than in Windsor Park. Administration was also a significant user of time in Norwood. However, it must be emphasized that in January 1976, the Norwood Centre was functioning without a Community Advisory Board. In Windsor Park, proportionately more time was spent on 'community organization', 'child welfare intake' and 'staff development'.

Contact and Referral

In the case of both Centres, potential users make contact mainly by telephone, or by dropping into the Centre. Sometimes users are referred by Children's Aid, another social agency or another professional such as school guidance counsellor. The survey of users made in connection with this study indicates that users heard about the Centre in the following ways.

3. Definition of activities can be found on page 30.

* In this context, administration includes meetings, case contacts with other professionals etc.

** As definition of categories indicates on p. 30, child welfare intake includes other CAS related work as well as intake.

TABLE 9

Different Ways in Which Users Heard About the Centres

Different ways in which users heard about the Centres	Windsor Park		Norwood	
	No. of Users	%	No. of Users	%
1. Notices office when passing	6	15.8	1	2.6
2. From a friend, neighbour or relative	6	15.8	12	31.6
3. Leaflet delivered to door	2	5.3	-	-
4. Media (newspaper, radio, television)	10	26.3	6	15.8
5. Through church or priest	3	7.9	1	2.6
6. From another social agency	5	13.2	10	26.3
7. Other	6	15.8	8	21.1
	38	100.0	38	100.0

3-6 Description of Programs

Table 8 indicates that community workers in both Centres spend approximately the same amount of time (13%) in planning and organizing programs. A brief description of programs recently offered by the two Centres is set out below.

WINDSOR PARK

1. Family Life Series

A series of 4 programs on family life, the event consists of an invited speaker presenting a professional view on some family issue (conflict, communication, sexuality.. . . .) followed by coffee and group discussion with the audience. The series for which attendees are charged \$1.00 per session, has been offered each year for the past several years with some success in terms of attendance⁵ (though had to be cancelled 2 years ago due to lack of community response).

2. Babysitting course and registry

A four week course in babysitting offered each year to groups of junior high school-age students for which they pay \$2.00 per 4 week course. The course has been very popular and is being offered now in some local schools by school personnel. "Graduates" receive a certificate and go on the Centre's babysitting registry.

3. Wednesday Afternoon Out

A program of invited speakers, group discussion and coffee for housewives, including babysitting at a local church to free up mother's time for the meeting (each participant must pay \$1.25 for babysitting costs). Topics cover a wide variety of subjects of interest to the women, including women's rights, child-rearing practices, divorce, etc. Size of group varies but is approximately 15-20.*

4. Youth Drop-In

Youths have always felt free to drop by the Centre and there is a group of regulars who frequently do 'hang-out' there. This year, there is an attempt to have a formal drop-in on Thursday evenings. First meeting was Oct. 7 and very few showed up. Poor publicity was blamed. A second meeting, with better Public Relations is planned. Activities of the youth evening were to be determined by the interests of the youth themselves.

5. Southdale Project

A Mini-centre was planned for Southdale this year. LIP funds were sought, but unfortunately were not granted.

-
4. Discussion limited to programs offered 1975-76, and planned 1976-77.
 5. An evaluation was attempted 2 years ago in the form of questionnaires handed out to the audience of some 40 or 50 attendees, but only 6 were filled out and returned with mostly favorable comments.
 6. A sixth program area for 1976-77, a better parenting program is still in a rudimentary stage.

* During 1976, participants in the Wednesday Afternoon Out program have taken over most of the organization which has involved the use of more volunteer house and resulted in only minimal use of worker hours.

NORWOOD⁷1. Babysitting Course

A five week babysitting course for youths twelve years and up was offered in January 1975. It ran five consecutive Monday evenings and provided in depth review of emergency first aid, general child care babysitting ethnics. Thirty to thirty-five young people from the area participated in the course.

2. Babysitting Registry

In November, 1975, the Resource Centre assisted the Norwood Community Club in running a Babysitters Guidance Course as a follow-up to the first course offered, but this time it was offered in the Community, rather than directly by the Centre. The two courses have resulted in 35 qualifying babysitters being included on a list of evening babysitters which is available to serve the Archwood, Norwood Flats and Central St. Boniface area.

In April 1976, another babysitting course was offered to students at Marion School. The purposes being to provide participating students with a good learning experience and increase the number of well trained babysitters in the north part of St. Boniface. Again this course was offered in the community.

3. Wednesday Afternoon

A continuing program for women who are interested in an afternoon out. The group offers an opportunity for women to meet others and participate in activities (e.g. arts and crafts). The group also plays constructive games e.g. "Budget Bingo", and has occasional guest speakers. Pre-school children are welcomed, providing them with a good opportunity for peer group play.

4. Neighbourhood Helpers Course

A training course for area residents offered directly by the Resource Centre. Its goals being to assist persons who desire to help others to be aware of the nature of different problems: to know some of the places to obtain help for others: and to make "the helper" a better listener. Topics covered included teenage dating, pregnancies, drug abuse, alcoholism, learning problems in children, money management in the home and family breakdown. Forty-four area residents participated in the combined summer and fall training sessions.

5. Summer Recreational Programs (1976)

The Centre, with the aid of volunteers directly organized ball games and other recreational activities in Coronation Park during late Spring and early Summer. It was loosely organized and designed to provide informal activities for teens.

Volunteers used in connection with this program were supposed to assist with a more diversified summer program for teens sponsored by a S.T.E.P. grant, and the St. Boniface Parks and Recreation Department, and with the limited assistance of the Centre. It provided arts and crafts activities, sports such as floor hockey, tennis, badminton,

7. Discussion limited to programs offered 1975-76 and planned for 1977.

and basketball and allowed teens to watch television together if they wished. It was offered during July and August, Monday through Friday between 2:00 and 10:00 p.m. Unfortunately, the desired link up between the Centre volunteers and the latter program did not occur, partly because of changes in program staff. Some volunteers who had participated in the earlier program offered directly by the Centre, were lost to the Centre, because of frustrations caused by the 'mix-up'.

6. Teen Drop-In Centre Queen Elizabeth School

During fall, 1976, a Teen Drop In Centre has been organized by the Centre of Queen Elizabeth School, in co-operation with the school guidance counsellor, one local probation officer and Children's Aid staff, on Thursday nights. It is utilizing the social work students placed with the Centre and other volunteers in the 20 to 30 age group. Its goal is to create a positive activity option for young people. It represents an attempt to compensate for the limited evening recreational opportunities available to young people in the area. In a paper arguing the case for the proposed program, Centre staff pointed out that unless young people have a strong church affiliation or a high degree of athletic skill, there is little for young people to do except hang around convenience stores, bowling alleys and open areas. Another goal is to find out more about the needs of youth in the community. The program provides a variety of activities such as crafts, sports, creative drama, and group discussions aimed at clarification of the values and beliefs of young people.

The first few meetings of the Drop-In Centre have been a resounding success in terms of the numbers of young people attending. At its initial meeting, there were over 80 youngsters.

3-7 PROVISION OF SERVICES

Windsor Park

Services offered by the Centre fall under 3 major headings: Information and Referral; Resource Provision, and Counselling. It should be noted that, in addition, the Centre staff worker does CAS intake for the Windsor Park area.

1. Information and Referral

The Centre provides information, in response to requests from community members, on a wide variety of topics - - drug abuse, alcoholism, health and nutrition, day care facilities, welfare, housing, and so on. The Centre maintains a large number of pamphlets which it distributes as requested, and also refers information seekers to other agencies and organizations for help, as relevant.

The general information function of the Centre appears to be dropping over the years. As Table 10 shows, requests went from 460 in 73-74 to 311 in 74-75 and 241 in 75-76. This may reflect lowered efficiency in recording information changing community needs or interest.⁸ As indicated in Tables 10 and 18, both the amount of time spent on information and referral, and the number of requests for information are eclipsed by time spent and requests for counselling, which represents a gradual reversal over the years and one unintended by the original centre organizers. The nature of counselling, especially short-term counselling, is such that it consists in large part of information giving so that the dichotomy between these two recording categories is not as clear-cut as may seem. However, the categorization problem has always existed, but a change in categories has nonetheless occurred, suggesting some real change in emphasis.

2. Resource Provision

This category refers to services available or made available to the community through the Centre facility. It includes operation of the babysitting registry, by which means people in the community call the centre and get names of available trained sitters; operation of a full time babysitting service, in which the centre maintains a list of women willing to provide care in their own homes for pre-schoolers; involvement with the Windsor Park Day-Care centre which operates out of Windsor Park United Church⁹; provision of the Centre as a physical facility for meetings, classes, and bulletin board notices; making available the staff worker as a consultant to the community; development of community liaisons; and location and provision of resources in the community in response to community needs, on an individual basis, e.g. finding a volunteer driver for a senior citizen, a foster home for CAS ward; a live-in homemaker for a disabled person, etc.

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8. There is no indication that such change is due to intentional decision by Board or Staff.
 9. Though not strictly a facility of the Centre, Centre staff regards it as a Centre resource with the development and management of which it is intimately connected.

TABLE 10WINDSOR PARK REQUESTS FOR SERVICE

	<u>1972-3</u>	<u>1973-4</u>	<u>1974-5</u>	<u>1975-6</u>
Total requests for service	877	1,148	1,726	1,494
Requests for Information	337	460	311	241
Requests for Centre Resources	<u>252</u>	<u>495</u>	<u>901</u>	<u>945</u>
babysitting	*	149	157	134
home day care	*	*	146	147
day- care centre facilities	*	45	96	146
programs	*	*	60	72
staff	*	*	100+	111
community contact	*	150	125	98
community resource provision	*	*	22	79
community resource provision	*	*	66	140
Requests for counselling/assessment	288	193	514	308

* Not Available

From Table 10 it can be seen that the demand for day care centre resources is rising sharply. Combined with requests for the provision of other specific community resources, it can be seen that the need for specific services is increasing at a rapid rate (almost doubling for 75-76 over 74-75) as a clearing-house and facilitator of community resources to meet community needs. The Centre therefore appears to be fulfilling one of the major intentions of the original organizers. The necessity for a staff worker who is close enough to the community to be familiar with its resources and to make optimum use of those resources is evident.

3. Counselling

This is the third major category of services offered at the Centre. Figures in Table 8 reflect CAS intake and supervision work, as well as counselling of other community residents. Counselling is short-term and deals with problems in marital and sexual relationships, teenage pregnancies, parent-child conflict, alcoholism, drug abuse, and other areas.

PROVISION OF SERVICES - NORWOOD

The Norwood Centre has been in operation for just over two years. Longitudinal comparisons over time have therefore been less productive than in the case of Windsor Park. Coupled with this difficulty, the recording systems and record keeping used in the Norwood Centre show significant gaps and inadequacies. This would have made interpretation of service difficult, had the same method of analysis been used for Windsor Park and Norwood. In Norwood, we have therefore chosen to describe and evaluate service activities in terms of sample months.

During September 1976, requests or problems presented, service activity provided, type of contact made, type of person making contact and any special characteristics of persons making contact were carefully recorded by the Norwood Community Resource worker. The recording instruments used for September 1976 were designed by the study director in co-operation with the Norwood workers.¹⁰ An attempt was made to collect information which was comparable to the information collected for an internal evaluation of service activity, undertaken in October 1975, for a report to the United Way.

The September 1976 data shows that the Norwood Centre is still predominately used by females. Exactly the same proportion (52.7%) contacts were made by females in September 1976, as in October 1975. However, the number of male contacts rose significantly in September 1976, thirty nine contacts (13.2% of total contacts) being made compared with only 5 (1.8% of total contacts) in October 1975. Many of these September male contacts were single parents with child care problems. The number of contacts from young people are predominantly from young females (80.6%). This might indicate that the Centre is not reaching teenage males. Although there was no significant change in contacts between the Centre and CAS

10. A copy of the two recording instruments used can be found in Appendix II. (A copy of the recording sheet used at Windsor Park is also included here).

11. Vide Table 12c.

workers, contacts from other professionals dropped off sharply from 21.7% in October 1975 to 13.2% in September 1976. This could be explained by the increased formalization of co-operation with other professionals in the shape of the Professional Steering Committee, or it could indicate that the Centre is providing less of a focus for co-ordination and integration of services than it did during its first year of operation.

It is interesting that a significant proportion of users of the Centre during September 1976 were identified as single parents, 46¹² or 15.4%. Sixteen new residents also used the Centre, several of whom were introduced by other users of the Centre. This indicates that the Centre is viewed as an established community resource.

A significant indication that the Centre is providing a service which users find helpful can be seen in the number of frequent users¹³ recorded during September 1976, 86 or approximately 29% being identified as frequent users.¹⁴

The main forms of contact were 'telephone' 54.4% and visits to the Centre 43.9%.

There were no dramatic changes in the kinds of service requests or problems presented during September 1976, except one; requests concerning community interests or problems were down from 17.4% in October 1975 to 2.8%. It is likely that this large discrepancy can be accounted for by a difference in interpretation in recording for the two sample months. However, considering its community outreach objectives, if this is not the case, this discrepancy should be closely looked at by the Centre to examine the cause.

The incidence of requests, concerning 'personal stress or interests' and 'family problems or interests' were significantly lower in September 1976. This might suggest that the preventive work of the Centre is proving successful. However this type of analysis cannot provide a definitive answer. Offers of personal contributions were higher in September 1976 and requests for general information were significant in number (45 or 13.9%).

The provision of information and consultation continues to be the most significant service activity provided by the Centre,¹⁵ and accounted for more than half (52.5%) service activity provided. 'Provision of Centre Resources' was almost halved as a service activity in September 1976 compared to October 1975. The proportion of time devoted to "counselling" was very similar in the two sample months and was well within the 25% maximum for counselling activity set out in the Centres specific objectives for 1975.¹⁶

12. Vide Table 12d.

13. Identified as people who have used the Centre 3 times or more.

14. Vide Table 12d

15. Vide Table 12b.

16. Child Welfare contacts was also well within the 25% maximum set in 1975, being only 9% in September 1976.

TABLE 11

RESOURCE CODES AND DEFINITIONS - NORWOOD CENTRE SEPTEMBER 1976Request or Problem Presented

1. Child Care - person has concern, interest or resource need related to child care.
2. Child Welfare - person seeking intervention or assessment of situation by Children's Aid Society
3. Clothing -
4. General information - resource centre program.
5. Material needs - housing, shortage of money etc.
6. Personal Stress or interest - personal or emotional problems; interest in self development
7. Family problems of interest - relationship problems, concern about a family member.
8. Personal contribution - e.g. wish to be a volunteer.
9. Community interest or concern - affecting neighbourhood or community .
10. Other

Type of Person Making Contact

1. Young person (under 18)
2. Male
3. Female
4. Children's Aid Society Worker
5. Other professional - contact arises out of professional or collaborating interest.

Special Characteristics

1. Single parent
2. New resident (new in past 12 months.)
3. Frequent user (3 or more times)
4. Other

Service Activity Provided

1. Counselling
2. Information giving and consultation - direct provision of information and/or discussion with other professional workers as well as other users.
3. Provision of centre resources - Clothing, babysitting, day care registry, homemaker,
4. Referral to Children's Aid Society Services
5. Referral to other social services
6. Referral to community resources - e.g. non professional or non social service resource - local churches community club, etc.
7. Other

TABLES 12 a - 3

ANALYSIS OF REQUESTS FOR SERVICE and
SERVICE ACTIVITIES PROVIDED; NORWOOD.

Table 12 a Service Request presented

Service Request Presented	Requests rec'd		Requests Rec'd	
	Sept. 1976		Oct. 1975	
	No.	%	No.	%
1. Child Care	53	16.4	29	10.3
2. Child Welfare	29	9.0	41	14.6
3. Clothing	33	10.2	32	11.4
4. Other material needs (incl. financial)	10	3.1	2	0.7
5. General information	45	13.9	--	--
6. Personal stress or in- terests	27	8.3	39	13.9
7. Family problems or in- terests	31	9.6	45	16.0
8. Personal contribution	54	16.7	39	13.9
9. Community interests or concerns	9	2.8	49	17.4
10. Other (mainly concerned with enquiries made by other professionals)	33	10.1	5	1.8
TOTAL	324	100.1	281	100.0

Table 12 b Service Activity provided

Service Activity Provided	Activities prov'd		Activities prov'd	
	Sept. 1976		Oct. 1975	
	No.	%	No.	%
1. Counselling	49	14.5	39	14.2
2. Information giving and consultation	178	52.5	131	47.8
3. Provision of Centre Resources	60	17.7	90	32.8
4. Referral to C.A.S. services	18	5.3	3	1.1
5. Referral to other social services	14	4.1	2	0.7
6. Referral to community resources	14	4.1	8	3.0
7. Other	6	1.8	1	0.4
TOTAL	339	100.0	274	100.0

Table 12 c Type of Person Making Contact

Type of Person Making Contact	Sept. 1976		Oct. 1975	
	No.	%	No.	%
1. Young person	31 (25 fem)	10.5 (80.6 fem)	32	11.6
2. Male	39		5	1.8
3. Female	155	52.7	146	52.7
4. C.A.S. worker	30	10.2	22	7.9
5. Other professional	39	13.2	60	21.7
6. Not usable because different categories used	--	--	12	4.3
TOTAL	294	99.8	277	100.0

Table 12 d Special Characteristics

Special Characteristics	Sept. 1976	
	No.	%
1. Single parent	46	15.4
2. New resident	16	5.4
3. Frequent user	86	28.9
4. Other	150	50.3
TOTAL	298	100.0

Table 12 e Means of Making Contact

Means of Making Contact	Sept. 1976	
	No.	%
1. Telephone	163	55.4
2. Visit to Centre	129	43.9
3. Mail	1	0.3
4. Out of Office	1	0.3
5. Other	0	0
TOTAL	294	99.9

3-8 Recording and Filing Procedures

The following recording and filing procedures are used in the two centres.

Windsor Park

1. Daily time logs for the past two years indicating staff activity per 15 minute segment.
2. Reports of staff meetings for five years of operation.
3. Reports of annual meetings over the course of five years.
4. Board minutes for the Windsor Park residential board.
5. Detailed intake sheets for Centre visitors and callers, indicating who came, purpose of visit, staff response, and follow up, summarized in monthly staff reports.
6. Written records of program planning and operation over the 5 year period.

Norwood

1. Daily time logs indicating staff activity per 15 minute segment (As in Windsor Park these are primarily for C.A.S. recording purposes. Community Resource Workers report on specially designed yellow sheets)
2. Until September 1976 simple daily log books intended to record name, address, request and disposition of contacts made.
3. Community Board and Professional Advisory Steering Committee minutes.
4. Written records of program planning and operation over past two years.

3-9 Dissemination of Information about Services and Programs Provided

Windsor Park

Notices of annual meetings, special programs and other Centre events are placed in the local newspaper, the Courier. Also, poster bulletin board notices and pamphlets are used to publicize specific events.

Norwood

As in Windsor Park, notices of annual meetings, programs and Centre events are placed in the local newspaper. Information and pamphlets about Centre functions and activities are available at the Centre and a simple publicity card is distributed by Centre staff and volunteers periodically. A monthly newsletter which is distributed from and by the Centre is an informative and useful advertising tool. Word of mouth continues to be an important advertising tool in Norwood.

3-10 USERS OF PROGRAMProfile of Users

Thirty eight users of each Centre were interviewed in connection with this evaluation. A description is included below of user characteristics.

Windsor Park

Windsor Park users were predominantly female (37 or 97%). Most requests for service involved either counselling (32%) or program information (also 32%). Twenty-one per cent of requests involved need of babysitting services. A significant number of users (11 or 29%) had heard about the Windsor Park Centre from C.A.S.

The majority of users (74%) were homeowners, 40% having lived at their present address for less than two years. Only 24% had lived at their present address for more than 5 years, although 50% had lived in the Windsor Park area for more than 5 years, suggesting a significant proportion had moved within the area relatively recently.

Sixty-one per cent of users were between the ages of 25 and 34, and another 24% were between 35 and 44, suggesting a predominantly young to young middle-aged clientele. The majority were married 87% and 5 (or 13%) were separated or divorced.

Most users were either of British Isles (42%) or French (26%) ethnic origin. A significant proportion had some University education or had a University degree (29%), suggesting that a fairly sophisticated level of programming and service provision is required for many users. The majority (61%) had a grade 10-13 level of education. Also, most users (23 or 61%) were not employed. Of those who were employed, 21% were in service occupations.

Norwood

As in Windsor Park, the users interviewed in Norwood were predominantly female (35 or 92%). Although the largest number of requests for service presented (12 or 32%) were related to babysitting the kinds of services requested were fairly evenly distributed between other categories of service.*

Many people (12 or 32%) had heard about the Centre from a friend, or from another social agency (10 or 26%). Twenty-three (61%) were first time users.

There were more renters in the Norwood sample, (58%) than home-owners. Very significantly, more than half the users interviewed (53%) had lived at their present address for less than a year. This is likely to indicate a high level of mobility amongst many Norwood Centre users.

* Distribution of requests for service.

<u>Service Requested</u>	<u>No.</u>	<u>%</u>
Babysitting	12	32
Housekeeping	3	8
Other Job	3	8
Counseling	5	13
Program Information	4	11
General Information	1	2
Clothing	4	11
Other	6	16
	<hr/>	<hr/>
	38	101

Almost one third of users interviewed were between 15 and 24 years of age. Forty-two percent were between the ages of 25 and 44, 21% were over 45 and one was under 15. The majority (61%) were married, 16% were single, 5% were widowed and 18% were separated or divorced. Almost half (47%) of users were unemployed and 7 (18%) were on welfare. More than 85% of users were of British or French ethnic origin. It is interesting that the largest group 17 (or 45%) of users were of French origin.

Far fewer users in Norwood (5 or 13%) had some University education or a University degree and more than a third (34%) only had an educational level of up to grade 9. This perhaps indicates that the Centre should encourage the provision of some basic educational upgrading programs in the community.

3-11 CRITICAL EXAMINATION OF PRESENT DELIVERY SYSTEM

Management Structure

The management structure which emerged as a result of the 1971 reorganization does attempt to maintain formal control by C.A.S. over the Resource Centres, while at the same time providing machinery to encourage input and direction from community representatives. If the community outreach objectives which were defined for the Centres in 1975 and 1976 are to be fulfilled, it is essential that the established machinery functions constructively, and provides 'grass root' ideas, identifies community needs and provides necessary direction. Until March 1971, the Norwood Centre was functioning without this necessary support, although the Community Board and Professional Advisory Committee seem to be working reasonably well. In Windsor Park, a number of difficulties have been recently experienced in generating and maintaining community interest in the Centre Board.

The management structure which now exists to manage the operation of the two Centres is designed to encourage community input and has the potential to accomplish this. It will become a 'paper tiger', however, unless:

- a) The role of the community Boards is clearly defined.
- b) Continuous efforts are made by Centre staff and C.A.S. board members to generate genuine 'grass roots' interest in the Centres.
- c) Centre Staff and C.A.S. Board members undertake a meaningful education program for new Community Board members which would clearly explain the function, purpose and objectives of the Centre Community Boards, possibly through the use of workshops and seminars.
- d) The delegated powers of the Community Boards are formalized
- e) The line of management control in relation to Community Boards is clarified by the C.A.S. Board.

Recording Systems

Windsor Park

Because the agency is usually an active, even hectic place with phones ringing and people coming and going, adequate records of every in-coming request or visitor are not possible to maintain with 100% accuracy. The intake form used by the Windsor Park Centre allows for the possibility of full and complete recording of information, but in practice is frequently only partially maintained and filled out. Nevertheless, the agency's records of its activities, meetings and programs are unusually full, dating back to its origins. Specific information on users of the Centre's programs and services is less complete, but the difficulties are understood in view of the informal context in which the Centre operates.

Norwood

Until the present evaluation, the recording systems and procedures used by the Norwood Centre was one of the weakest components in the operation. As in Windsor Park, the Centre is often hectic and detailed records keeping is impossible in the bustling environment in which staff constantly work. However, the daily log which was kept to record requests and activities was inadequate. The categories used were highly simplistic and record keeping was minimal. The system placed a great responsibility on the worker's memory. The quality of the previous worker's ability shows he was more than equal to the responsibility. However, this knowledge cannot be easily shared with an incoming worker without adequate recording systems. A new recording system was devised jointly by the study Director and the new Community Worker.* This system worked well for documentation of the sample month, September 1976. Some categories used then, may need to be modified, to more closely reflect the problems presented and activities undertaken. However, in the future it is essential that despite the pressures of work, a new system of recording based on the pilot instruments used in September 1976 is introduced, and kept conscientiously.

The Centre's records of activities, meetings, programs etc. are adequate. However, simple improvements to the filing system to allow easier retrieval would be useful.

Advertising Policy

Windsor Park

This has been a continuing problem of the Centre. Although notices of upcoming events are placed in the local newspaper, posted on bulletin boards, and otherwise publicized, there are large untouched segments of the community who have either never heard of the Centre or who do not learn about specific events. In a 1971-72 BSW survey, about half the residents surveyed had never heard of the Centre. Many others knew of it but had only vague, or downright false, impressions of what it did. The community survey undertaken in connection with the present study shows a startling lack of awareness of the existence of the Centre, only 13 (or 14.6%) of 90 persons interviewed being aware of the Centre's existence. In two particular cases** events had to be cancelled or showed poor turnouts. Poor publicity was largely to blame although other factors must be considered as well. There does not appear to be a firm, aggressive advertising or public relations policy that is pursued with diligence. Centre programs will have to be "sold" more aggressively.

Norwood

The evidence collected in connection with the Norwood Centre suggests that in some areas a more aggressive advertising policy should be mounted to better publicise the Centre. Although word of mouth is a powerful tool for advertising

* Vide Appendix 2.

** The Family Life Program and Youth Program are the events referred to.

by people who have already found and used the Centre, and the record of 'frequent' use is impressive, the Community survey in Norwood shows that even fewer people proportionately had heard of the Centre in Norwood, (ie. 6% out of a random survey population of 55) than in Windsor Park. However, in some cases, word of mouth and publicising activities through other community organizations is an adequate form of publicity in Norwood. For example 80 young people turned out to the first night of the Teen Drop-In Centre opened in September at Queen Elizabeth School. Workers are genuinely concerned that too much publicity will uncover a 'hornet's nest' of need which they cannot handle. However there are dangers in relying too heavily on word of mouth publicity. (such as perpetuating a closed circle of regular clients at the neglect of other community needs) Although publicity through the local media is used by the Centre, the Community Survey indicates it is not being 'picked up' in the community. A more eye-catching or aggressive form of media advertising is suggested which could include making use of local radio stations.

Programs

Apart from notable exceptions, such as the Windsor Park Youth Drop-In Centre, offered in October, 1976, programs offered by both Centres appear to have been successful in terms of support and usefulness to participants. There are however wide differences in the unit costs per participant of the different programs offered.* For example, the Wednesday Afternoon Out Programs are expensive in terms of staff time. The unit costs per program should be carefully worked out in future program planning.

Future Service and Program Directions

Windsor Park

There have been some notable changes in the provision of service by both Centres over time. For example, the 'provision of information' role of the Windsor Park Centre is diminishing whereas its function as 'a provider of Centre Resources' such as babysitting, day care, etc. is expanding. Windsor Park also appears to be fulfilling one of the major intentions of the original organizers by steadily developing its role as a clearing house for facilitation of community resources to meet community needs.

Future Program Directions - Windsor Park

1. Continue, and expand the provision of specific Centre, staff and community resources. The Centre's most popular role seems to be as a provider; not of general information, or professional speakers, but of specific, practical resources: a homemaker, a babysitter, a volunteer driver, specific advice on setting up a play group etc.
2. Limit CAS role or worker. Discussions with board all indicated the very negative image CAS had in the community. If almost one-fifth of worker time is devoted to CAS work, there are a lot of people "out there" who know workers

* Vide Tables 6a and 6b.

to be a CAS person.^{*} This image may affect use of services.

3. Develop a more aggressive selling emphasis as part of Centre programming. With apathy a major problem and high population mobility, few people can become acquainted with what the Centre can do. The fact is, it has actually helped a lot of people, but its direction seems a bit sluggish and a revived selling job would help both community and Centre.

Norwood

Information collected from users and other professionals in the Norwood area almost unanimously indicated that the Centre is doing a useful and worthwhile job. Its efforts in developing Community Board input has been a major step in attempting to fulfil the specific objectives it defined in 1975. Comments on the satisfaction with the services and programs it provides have been predominantly positive.

However there are three main inferences that can be drawn from the data collected in Norwood. a) The Centre must examine and continue to develop its role in informally co-ordinating services and developing community participation in the Norwood area. The data suggests that this role may have diminished over the past year. b) There are significant numbers of single parents using the Centre. Particularly, there seems to have been an increase in use by male single parents. This would suggest that special services or programs might be devised for this group. c) In the service area, the Centre may not appear to be meeting the needs of teenage males in the area. The Drop-In Centre at Queen Elizabeth School is a useful program to more closely examine the particular needs of this group. d) As in Windsor Park, a more aggressive approach is required in projecting the functions and purpose of the Centre to the local community. Although the Centres may be accessible in terms of geographical location and helpful attitudes of workers, evidence from the community surveys, done in both areas, suggest that neither Centre is very visible. Particularly in Norwood, if the task of projecting the Centre is neglected, there is a danger that a 'closed shop' of users may develop.

* It must be noted however that C.A.S. work involves both intake and preventive C.A.S. work. Also, the problem of having the Windsor Park Centre related to C.A.S. has been recognized by the Windsor Park Board, but attempts to gain independent funding have been unsuccessful.

CHAPTER IV DESCRIPTION AND EXAMINATION OF PROGRAM OUTCOMES

4-1 How successful were the Centres in meeting overall community outreach and prevention objectives of the Children's Aid Society?

Overall program objectives are fully stated in Chapter 2 of this report. Essentially the overall objective is to "find ways of involving the community in meeting the needs of children and families and a way of integrating preventative services and activities with other services" and "to provide a continuum of services available to children, families or members of the community".

Both Centres provide a useful contribution to the continuum of preventive social and community services. Both Centres provide diversified opportunities for individuals to approach a community resource before an acute problem develops. C.A.S. workers particularly emphasized that because of the Centres, family and child welfare problems are referred earlier. Both Centres have achieved their 1975 objective of limiting counselling to less than 30% of worker time and limiting time spent on Child Welfare cases. To what extent has each Centre met other objectives?

Windsor Park

In general, the opinion of the staff and board is that the Centre has been relatively successful in meeting its other objectives, especially the providing of information and referral services to those who request it, and programming in response to expressed community needs. Prevailing opinion was that the Centre has had partial success but could do more. Constraints expressed by staff and board emphasized inadequate manpower and financial resources, and the lack of community input and involvement due to apathy. Also mentioned as a constraint was the physical appearance of the Centre - that it is too office-looking, too cluttered. It is interesting to note, in this regard, that one person interviewed felt the location of the Centre was ideal in that it is central and accessible; another felt the location (next to Macs) was a constraint, because of its very accessibility, at least to the "wrong" group --- too many kids hanging around make it look cluttered; and a third felt that location of the Centre is a problem that is insoluble - it will always be relatively inaccessible to some.

Problems the Centre is experiencing in maintaining an interested and energetic Board and problems in developing the use of volunteers, do however inhibit the Centre's ability to meet the objective of involving the community in meeting need.

Chief among the constraints emphasized by Board members in operating the Centre was the lack of community input and involvement due to apathy. This raises an important issue. Lack of community involvement may be viewed as a constraint. It may also be seen as a failed objective, or it may be seen as a failed requisite for the Centre.

It is an intricate and circular issue. Community interest and involvement was the impetus for the Centre. It is a goal of the Centre to promote community involvement, and to be involved with the community. It is the role of the Board to represent the involvement of the community and provide in-put on community interests and needs. How, in this scheme, does the complaint of community apathy fit in?

The issue of community involvement, and the role of the board, has a long and difficult history in Windsor Park. One of the major expressed purposes and problems of the Windsor Park Centre, expressed by staff and board members from its inception up to the present time, has been the securing of community input for the purpose of identifying community needs. Initially, Len Rutman conducted informal discussions with community representatives to "get an understanding of the needs in the area". As soon as the Centre was established, the Board immediately designated as one of its main functions "the identification of neighbourhood needs -- through community involvement, residents will articulate concerns which appear to be of common interest". Further, within two months of its first board meeting, the Board arranged with IUS to receive VTR equipment for the purpose, in part, of collecting information about needs in the area. All during the summer 1970, board members and staff filmed each other and the community. Questionnaires were prepared and used during VTR interviews. However, an IUS evaluation report (1971) stated: "Very little follow-up . . . (was) done . . . The questionnaire was not used consistently . . . problems with the equipment occurred . . . At the (October) meeting, the Board reviewed its films; concluded that they had made headway in collecting information on this community but did not proceed further. . .". The problem of community in-put and involvement remains up to the present day.

The close involvement of an active resident board has always been viewed as a means of assuring reliable input on community needs. However, minutes of Board meetings over the past 4 years of the Board's 6-year existence indicate serious and debilitating problems in the Board's views of its role and of the purpose of the Centre. Following are excerpts taken from Board minutes.

- October 72 - objectives of board seem very vague
- December 72 - board should determine social needs in the area
 - unclear on goals of Centre
- January 74 - discussion of lack of community support for program
- December 74 - concern expressed at small board membership and role it is taking
 - board unsure of its direction
 - suggestion of training for board members
- April 75 - board concern over lack of community input
- February 76 - board members unsure of the nature of their role

In the interviews with board and staff members, for purposes of the present study, it became clear that board members for the most part do not have sharply defined views of their role, that recruitment of community residents to the board is difficult, and that community apathy is the order of the day. The situation is not promising in terms of the original view of the role of an active, involved board with roots in a viable, aroused community.

The Board and its individual members comprise, in themselves, a group of dedicated and interested people who continue seriously to attempt to define and describe community needs. The difficulties in board community involvement and policy initiation that are found in Windsor Park are not difficulties of the individuals involved. These are concerned and involved members of the community most of whom also serve in other community roles also. Nor is the problem one of management structure, but perhaps of a changed community.

The by-laws of the Board as originally established back in 1970 outlined an adequate working system that took for granted an active, viable and involved community. At that time the community was aroused and organized around a single pressing issue, the roving gangs of youth vandals. Community interest in the formation of the Centre was apparently relatively high. Thus, for example, placing an upper limit of 15 on Board memberships, establishing various sub-committees to be responsible for programming, youth and finances decreasing monthly board meetings to insure cohesiveness and communication, and mandating annual public meetings to maximize community involvement constitute sound management procedures. But to what avail is good management principle when: barely 6 residents can be found who are willing to serve on the board; when there is no one who wishes to be chairman for a period of a year and a half; when the low board membership makes the formation of sub-committees impractical and yet having all members responsible for all activities is impossible when as few as 4 members show up for board meetings; when little or no use is made of community volunteers apart from Board members; and when only a few individuals out of the community's population attend the annual public meetings. Due to the lack of a high degree of community interest and involvement the *raison d'être* of original structures has been lost or confused. For example at the 1975 annual meeting, turnout was so low that the meeting was seen simply "as a legal necessity relating to the constitution", rather than as a means of community integration and involvement. The Board and staff are acutely aware of all these problems and have deliberated over them for a good long time. Too many of the responsibilities have been placed on the staff worker, a situation far from that intended by the original founders of the Centre. Because the staff worker has in the recent past shouldered so much of the work in chairing the board, programming, orienting new Board members, and other tasks, (as one Board member put it: "It was all Cheryl") and because, by comparison, the Board members have been less active and less sure of their role, consideration was recently given to the possibility of abolishing the Board all together. But this was rejected because of the necessity for providing community support for the worker and community input, both valid reasons, but only if these functions are cultivated, and work effectively. There are indications that the situation vis a vis board role and community involvement has improved since 1975. Board functions are being more firmly defined and there are once again subcommittees to work on programming and youth. Ironically, because a youth problem, once abated, is now re-appearing, community concern is mobilizing again. What is needed is a firm aggressive policy of action and public relations on the part of Board and staff so that a community crisis is not a necessary prerequisite for a high degree of community involvement.

However, the Centre shows great strength as a 'provider of community resources'.

Norwood

Considering its short lifespan, the predominant subjective view of users, professionals and Board members is that the Centre has been successful in meeting its objectives. In addition, its information giving, short-term counselling and referral to other social services and community resources have expanded in the past year.¹ This suggests that it has made progress in "developing community contacts". Incoming contacts from other professionals diminished however, and the reasons for this should be explored. The creation of the Community Board and Professional Steering Committee have been useful steps in generating 'community participation in the development and management of services, 'formalizing co-ordination of services and meeting the specific objectives defined in 1975'². As they have only been in operation for a few months it is difficult to measure their contribution, although the early prognosis seems good.

In programming there is evidence that the Centre is attempting to undertake 'community development' type of activities to assist other community groups to develop to develop their own programs rather than developing all programs directly.

So far, the Centre has not a) made precise attempts to determine community needs or b) provided mechanisms for analysing and evaluating its work as pre-requisites for planning. The present study should help this process. However, improvement in recording systems and recording are vital.

4-2 What benefits do the programs and services provided confer on client groups

In Windsor Park there was a high level of satisfaction with services provided, 32 or 84% indicating satisfaction with service received. Only two said they were dissatisfied and four did not answer this question: The reason given for dissatisfaction was 'worker did not seem interested'. The kind of help provided in most cases seems to have been in line with expectations and 3 or (5%) said that the help provided had exceeded their expectations. Almost one fifth (18%) of users said they would not have known where to turn had the Centre not helped, although 11 or (29%) said they would have approached C.A.S. for help had the Centre not been available, and most of the remainder would have coped with their request or problem through their own resources. The number of 'recidivist' users in the sample (12 or 32%) suggests that many people continue to use the Centre after the first contact.

Norwood

Thirty one users (or 82%) in Norwood indicated they were satisfied with the service they had received from the Centre, two were not satisfied and 5 did not answer this question. Again the reason for dissatisfaction was worker disinterest. Seventy-six per cent of users indicated that the help provided by the Centre was in line with their expectations, and 8% felt the help provided exceeded their

1. Vide Table 12b.
2. Vide Chapter 2.

expectations, but 11% expressed disappointment with the help provided. A significant proportion, (15 or 40%) said they would not have known where to turn had the Centre not provided assistance. As in Windsor Park, the proportion of 'recidivist' users, (34%) in the sample was high.

4-3 Does the program reach projected target groups?

Information collected on users suggest there are some groups that the Centre may not be reaching, teenage males, for example, in Norwood and adult males in Windsor Park. The increasing number of single parents using the Centre in Norwood suggests that some special programming should be organized to meet their special needs.

C.A.S. workers were concerned that in Windsor Park, the Centres are not reaching the "well-to-do" families. However the educational level (29% having some University or a University degree) of a significant proportion of Windsor Park users does not tend to bear out this view. The large number of users of French ethnic origin in Norwood 45% usggest that the Centre is reaching this ethnic group which is significantly represented in the Norwood area.

The possibility that the Centre might not be reaching French Canadians in the area, was, however, an area of concern expressed by CAS staff and Board members. The elderly were another group that the Centres do not reach. Geographically, it was felt that the Norwood Centre was not reaching the North St. Boniface area and that the Windsor Park Centre could not adequately cover the Southdale area.

Perhaps the most significant information to emerge from the Community survey was the lack of knowledge in both communities served, about the existence of the Centres. This must indicate hidden needs in the community about which the Centres are unaware, and suggests that more vigorous advertising should be employed to publicise the Centres. However as one Norwood Board member pointed out, it is impossible to reach everyone, and workers particularly in Norwood, are concerned that it would be difficult to cope with drastic upward changes in requests for service, which might result in a deterioration in the quality of service.

4-4 How effective is preventive component of service available through Resource Centres?

Is it cost effective?

Staff and board members of C.A.S. and the Centres are highly committed to the concept of preventive services and feel that this is a successful aspect of the functioning of both Centres. One Board member compared people dealt with by the Centres to automobiles with more minor malfunctions. He emphasized that the sooner a problem is dealt with the less the social and financial costs.

Measures of effectiveness of the preventive component of service are extremely difficult to devise. Subjective information from C.A.S. staff suggests that the amount of crisis/reactive work undertaken by C.A.S. Eastern has diminished since the Resource Centres were established. Certainly, the Ryant Report³

3. Op cit.

shows that C.A.S. Eastern have a much better than average record in Manitoba of using child care resources in the Community such as foster homes and preventive community outreach, rather than more radical forms of care at the far end of a continuum of service, such as institutions. (However, the whole agency, not just the Resource Centres are committed to early intervention, prevention and community care, and this is reflected in the social work methods and approach of all staff in the Urban Unit)

Ryant⁴ points out that the preventive approach espoused by C.A.S. Eastern is not encouraged by present government funding formulae. He emphasizes the anomalies in this situation and suggests that in the field of child and family welfare, it is necessary to provide varied and differentiated resources along a continuum. The Resource Centres clearly have a vital role to play at the beginning of this continuum of care.

However, although the primary goal of the two resource centres is to provide preventive rather than reactive services i.e., to provide those supports which are necessary to prevent family breakdown rather than to respond only to situations which have already assumed crisis proportions, clearly preventive family services can only play a limited role in the achievement of this goal. Many factors which contribute to family crisis or breakdowns are external to the family and are fundamentally effects of the social or economic structure of society. Also, the problems involved in arriving at a valid numerical estimate of costs are great without considerable expense. Despite the problems in 'measuring and evaluating the preventive component of services available through the Resource Centres,' the evaluation team considered it is essential to attempt some form of assessment. Answers to questions in interviews with community representatives as a means of identifying factors which might indicate any positive changes in the level of social disorganization in the two areas studied have been inconclusive.

Perhaps one of the most useful means of attempting to illustrate the effectiveness of the preventive component of service available through the Resource Centres is by describing illustrative case studies, and by pointing out in individual cases, the options and social and financial costs of failing to intervene, or provide preventive resources early.

4. Op cit.

CASE 1 CHILD NEGLECT - WINDSOR PARK

1. Presenting Problem

Initial referral by neighbour to C.A.S. regarding possible child neglect and/or abuse which was referred to the Resource Centre on an intake basis. Information received from neighbour was as follows:

New family in the community; area of residence was a semi-declining street in Windsor Park, north of Elizabeth Road. The complainant could give only an address, no name or phone number. The complainant remained anonymous.

Concerns

Two children, aged approximately 5 and 7 years who were apparently locked in the basement during day time, and heard to cry out for water and to ask to be let out. Neighbour also concerned in connection with lack of parental control, in that children were using foul and abusive language. Also noted was poor physical appearance of the children. Specific incident related was that of neighbour seeing youngest child, a boy, run out of the house and down the street, with mother after him. When mom caught the boy it was reported she "slapped him about the face and dragged him screaming back into the house."

The above information was somewhat nebulous in terms of specific groups of child welfare intervention. Other information sources normally explored as support for validity of a child neglect complaint were not available. As the complaint was received during summer holidays, the school system could not provide substantiating material. Also, the public health nurses were contacted. However, no record of a home visit could be found and neither nurse was aware of the family situation. At this point, a C.A.S. back-up worker was called in to explore and discuss ways of responding to this complaint.

2. Possible Courses of Action

a. Child Welfare approach - by responsibility resting with C.A.S. Worker to make a home visit on the basis of child neglect. An authoritative approach to a parent or parents based on jurisdiction of the Child Welfare Act.

This was not seen as the best alternative, based on sketchy first hand information of the complainant. It was felt this would be too punitive an approach, especially should there be no basis to the complaint, and a threatening experience for the parent. It was agreed by the CAS caseworker and Centre Resource Worker that there was room for doubt as to the validity of child neglect.

b. Community Approach - Contact to be initiated by the Resource Worker on the basis of community concerns as to the mother's parenting. Explore with parents her frustrations in dealing with her children and look at ways of meeting self and parenting needs. Basically a positive approach. However, the nature of the complaint would have to be dealt with by the mother. This could result in a negative feeling toward the Centre in that the staff person initially contacted mother on a child neglect complaint, it would be difficult and not appropriate

for the resource worker to develop an authoritative stand at that point.

c. C.A.S./Resource Worker - Initial contact visit by both C.A.S. and Resource Worker. Allows the child welfare worker to thoroughly explore the child neglect complaint utilizing an authoritative stance if necessary. In this way the resource worker is not restricted by the child welfare component, but is able to play a supportive, positive, role for the parent. For the parent the differentiation of functions allows for future association with the resource centre, unrestricted by negative feelings re the basis for the initial contact.

The third stance was the position adopted through consultation between the case-worker and resource worker. A home visit was jointly undertaken. Mom and both children were at home when the visit was made. It was apparent that mom was upset and threatened to find a C.A.S. worker at her door. Although the discussion of the nature of the visit, ie. a child neglect complaint, was handled in a non-threatening way by the caseworker, the parent was still required to answer to specific areas of concern, such as the children being locked down the basement, slapping of the younger boy, etc.

3. Outcomes

Through this exploration with mom, it was evident that this was not a case of child neglect or abuse, but rather a parent reacting to stresses and frustration. The family had just moved to this home from a neighbourhood in which they had resided for 13 years. Both mom and the kids were feeling the loss of friendships and support and were experiencing the isolation of a new community. Children were reacting to this through acting out behaviors and mom was feeling frustrated in her attempts to cope with them. As it was summertime, school hours were not a relief for mom. Father was seen as supportive for mom after work hours when he assumed care of the children. Mom's stated needs were; 1. forming contacts and friendships with other women in the area, and 2. child care resources, ie. babysitters, to provide opportunities for mom to be away from the house and relieve her sense of being tied to the home and the resulting frustration.

For the children, mom identified the need to form peer relationships and play groups. She was this occurring naturally when the children began school which was only three weeks away.

Mom was informed of available resources for her at the resource centre specifically the babysitting registry and the Wednesday Afternoon Out Program for mothers. The name and phone number of the resource centre was left with her.

Mom contacted the centre within a week, for both casual day time sitters and teenage sitters for the evenings. The W.A.O. was explored further at that point and mom's hesitancy centered on insecurity about coming out on her own to a new group. One of the core members of the W.A.O. was called by myself and asked to contact Carol re the group and to provide support and encouragement for Carol. For the first two meetings of the group, Jan picked up Carol for the meetings and took responsibility for getting her to the day care for the children and introducing her to other members. This approach worked well with Carol and she is now a regular

member of this group and has formed relationships with women in her area.

TABLE 13

4. Costs of Action Taken

1. 10 resource/worker hours at \$4.90 per hour	\$ 49.00
2. 2 C.A.S. hours at \$6.15 per hour	12.30
3. Participant costs for mother in Wednesday Afternoon Group	32.00
4. Costs to mother of babysitting services over period of one month at \$14.00 per week	<u>16.00</u>
Total costs	<u>\$109.30</u>
minus babysitting	<u>16.00</u>
Total agency costs	<u>\$ 93.30</u>

TABLE 14

5. Costs of other forms of C.A.S. action which might have been necessary had preventative, community approach not been available

(1)		
a. Thirty days of foster home care for two children at \$3.83 per diem per child		\$ 229.80
b. Ten C.A.S. worker/hours arranging placement and counselling parents in preparation for return of children at \$6.15 per hour		<u>61.50</u>
Total costs		<u>\$291.30</u>

(ii) Group home care	
a. Thirty days of group home care for two children at \$7.06 per diem	423.60
b. Ten C.A.S. worker hours (arranging placement and counselling parent in preparation for return of children) at \$6.15 per hour.	<u>61.50</u>
Total costs	<u>\$485.10</u>

CASE II MARGINAL DELINQUENCY - NORWOOD

1. Presenting Problem

Single mother with five children calls Centre asking for help for herself and ten year old son about whom she is worried. The child has been brought home by police many times for breaking windows and setting small fires. He frequently stays out all night without telling his mother his whereabouts, refuses to obey her instructions and is becoming unmanageable.

2. Possible Courses of Action

a) Allow child to continue unruly behaviour until he reaches the age where the courts must respond to his delinquencies. This would be likely to result in institutional action in Manitoba Boys Home, Knowles School etc.

b) Using Centre Resources

- (i) reach out to child possibly through Big Brother type of contact
- (ii) assess his peer group contacts to examine possibility of street gang worker or offering group youth program to child and his peers
- (iii) arrange a better parenting course for mother.

3. TABLE 15

Costs of Different Courses of Action

a) Institutionalization for one year at \$32.16 per diem	<u>\$11,738.40</u>
Total cost of a)	<u>11,738.40</u>
b) (i) worker/volunteer costs 10 hours per week for one year at \$60.15 per week	3,127.80
(ii) Participation of mother in better parenting course \$30.00 (approx)	30.00
(iii) participation of child in youth program (approx)	<u>30.00</u>
Total cost of (b)	<u>\$3,187.80</u>

CASE STUDY III - DESERTION BY YOUNG MOTHER - NORWOOD1. Presenting Problem

Two young parents separate. Father is left with two very young children and little child care knowledge or experience. He has a disorganized approach to life's problems ie. works frequently but not regularly, no record of earnings therefore, cannot apply for child care subsidy. There is no legal separation for custody of kids. He wants to keep the children but needs a good regular babysitter and other support. Wife attempts to cast doubt on his abilities to parent and tries to take children from him. However, she is less capable of parenting than husband.

2. Possible Courses of Action

a) Apprehend children temporarily and expect one or other parent to set themselves up appropriately to care for children. Problem with this approach would be that neither parent would have motivation to change if they have no responsibility for children. Might mean that children would be in care for a long time or be frequently returned to care.

b) Wait until there is enough evidence of major crisis to justify apprehending children permanently.

c) Provide father with support in child care attempts, e.g. by provision of good babysitter, counselling, particularly on child care needs, and inter-spouse relationships. Offer program resources to father and possibly opportunity to relate to other single parents with similar problems.

TABLE 163. Costs of Different Courses of Action

a)		
(i)	<u>Foster care</u> for two small children for period of 6 months at \$3.83 per diem per child	\$1378.80
(ii)	C.A.S. worker counselling, 2 hours per week for 24 weeks at \$6.15 per hour	<u>295.20</u>
	Total cost of a)	<u>\$1674.00</u>
b)	<u>Permanent care</u> - 30 years of foster care at \$3.83 per diem per child (figure <u>does not</u> take increasing costs and inflation into account)	<u>\$419,576.50</u>
	Total cost of b)	<u>\$419,576.50</u>

c) <u>Provide support for father</u> for period of one year	
(i) Resource time, 3 hours per week for 50 weeks at \$4.90 per hour	\$735.00
(ii) Provision of babysitting services for 50 weeks at \$5.00 per day, per child (cost would be borne by parent)	2,500.00
(iii) Provision of Centre resources (programs, peer group support, etc.)	<u>50.00</u>
Total cost of case	<u>\$3,285.00</u>
minus babysitting costs	<u>2,500.00</u>
Total agency costs	<u>\$ 785.00</u>

Comments on Costs Effectiveness of Preventive Approach

The figures quoted above speak for themselves. Where a preventive approach is a possible and viable course of action to deal with the kinds of problems presented above, it is likely to be less costly financially, and/or involve less disruption and trauma for members of the family concerned.

4-5 To what extent is it necessary to separate the preventive component of C.A.S. work as operated through the Centres from the mainstream of C.A.S. work?

The majority of Board members and staff associated with the work of the Resource Centres consider that it is desirable for centres to be physically separate from C.A.S. offices. The main reasons for this centre first, on the 'authoritarian' 'child-snatching' image the public have of C.A.S., and second on the need to provide community resources, in the community that is being served. However, philosophically the Resource Centres are a very integral component in the continuum of services, and preventive approach to child welfare work, espoused by C.A.S. Eastern.

4-6 What important secondary outcomes have been produced by the Windsor Park and Norwood Programs?

Windsor Park

Most board members interviewed were not aware of any effects of the Centre in terms of increased agency co-ordination of flowering of self-help groups. The day care centre at the United Church was seen by some board members as the result of a "flowering" effect. But the integral role of the Centre itself in establishing and operating this day care facility would seem to disqualify it as an example.

Other secondary outcomes mentioned were: the out-reach council started by United Church to look at total community needs, not just those of the generation; a family life series begun by another church; a block parent program started by one of the Wednesday Afternoon Out mothers; a nursery at St. Barholomew's Church; a Sunday night youth program at United Church; and the public school's taking over of a babysitting course.

In addition, the staff worker is active in promoting liaison work with other social service agencies, including case consultation and coordination of services, and participating in numerous community activities and agencies, including sitting on the Community Agency Action Acommittee, organized by Canada Manpower 3 year ago to bring together representatives of St. Boniface's social agencies.

Norwood

Although the majority of staff and Board members considered that informal co-ordination and co-operation of social services in the area had improved since the Centres creation, and see the Centre as having a 'Clearing House' or 'pivotal' role, one or two C.A.S. staff members were sceptical that the Centre can achieve co ordination in a formal and meaningful way. One worker emphasized that the Centre had fulfilled a very useful role in involving peripheral service agencies such as Canada Manpower and the local schools in the concept of community care and activities. This latter view was also expressed in interviews with local professional representatives.

Some 'flowering' of community activity has occurred because of the work of the Centre e.g. the second Babysitting guidance program held in November 1975, was offered through the Norwood Community Club rather than directly by the Centre; the Neighbourhood Helpers Course was designed to train community not Centre resource persons; and a nutrition course is to be offered at the Archwood Community Centre as a result of Centre assistance.

The creation of the Professional Advisory Steering Committee and the opportunity it presents for local social workers to informally get together is also likely to provide a useful forum for co-operation.

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4-7 What was the preception of professional community representatives of the Windsor Park and Norwood Centres?

Windsor Park

School Counsellors were the professionals who were most informed about and most involved with the Centre. Clearly a great deal of work had been undertaken by the Centre Resource worker to develop these contacts. The J.H. Burns Collegiate in Southdale was the one exception out of the four schools visited in the Windsor Park Centre catchment area. Both the principal and counsellor were unfamiliar with the Centre.

Of eleven professional community representatives who had made referrals to the Centre, almost all were entirely satisfied with the response of the Centre to the problem presented and the assistance provided. In one or two cases it was

pointed out that the problem presented was beyond the capability of the Centre to handle.

Perceptions of other professionals as to the purpose of the Centre included: 'to provide a link with various social agencies;' 'to identify community needs, and to involve the community in both processes;' 'to provide information and community development;' 'to meet community needs at a variety of different levels;' 'to provide help and community services without the stigma of C.A.S. association.' The majority of professionals interviewed were well-informed and accurate in their perceptions of the purpose of the Centre.

The majority of professionals interviewed also perceived the Centre as readily accessible to the community, although its inability to be visible to, and reach out to, residents of Southdale was seen as a problem by two or three interviewees. This factor was particularly mentioned by Mr. Simpson, St. Boniface School Board and Marilyn Davidson of the Child Guidance Clinic serving Windsor Park.

There was a great deal more praise than criticism for the Centre and hope was expressed that it would expand both in number of staff and programs and in the level of community involvement.

Norwood

Perhaps the aspect of the Centre which was most stressed by the professionals interviewed in the Norwood area was its accessibility to people, particularly the fact that it is a drop in centre and appointments are not necessary. The work of the former community Resource Worker, Don Amell was highly praised and hope was expressed that his successor would provide the same kind of assistance. As in Windsor Park, there was a high degree of satisfaction with the way in which the Centre responded to referrals. Appreciation was expressed for the work of the Centre by staff of seven schools approached for information. Again school counsellors seemed in close touch with the Centre and praised its efforts.

The perceptions of professionals in the Norwood area of the purpose of the Centre was more limited and rather less accurate than those in Windsor Park. Although several respondents saw its role as 'a provider of community resources' and 'to provide community aid' its role in identifying need and using the local community to help identify and meet needs was not mentioned. It was seen more as 'an organization that can deal with individuals and families with problems' than was the Windsor Park Centre.

Several respondents mentioned that the image of the Children's Aid Society was threatening, and the fact that the Centre seems to be autonomous from C.A.S. increases its accessibility and encourages people to seek help more readily.

CHAPTER 5 ASSESSMENT AND RECOMMENDATIONS

1. The present management structure which controls the operation of the Resource Centres has the potential to be extremely effective and maximize community input. Its operation has been less successful. The management control and precise responsibilities of the St. Boniface Regional Advisory Committee, the Windsor Park Board and the Norwood Advisory Committee have never been properly delineated. In Norwood a community management component was only 'built in' April 1976 and it is too early to determine its success. Windsor Park has experienced considerable difficulty in sustaining interest in the Board since the 'halcyon' days of the early '70's. Meaningful community input into the management of the Centres is essential however, if overall objectives are to be met. In order to clarify management control and sustain community input it is recommended that:

- a) The relative functions and responsibilities of the St. Boniface Regional Advisory Committee, the Windsor Park Board and the Norwood Advisory Committee should be carefully delineated and their management relationship to the C.A.S. Board clarified.
- b) The work of the Community Board Structure in Norwood is carefully and consistently monitored.
- c) In the case of both Centres, the role of Board members should be clearly defined and their responsibility in relation to the management of the Centres made clear. (The majority of Community Board members of both Centres seem to have vague and confused notions about their role.)
- d) In Windsor Park, ways should be sought of generating more community interest in serving on the Board ie. bring in 'new blood' (possibly more homemakers and clients) changing the time of meetings, making meetings more of a social event, getting small groups of Board members to tackle special issues such as: new advertising strategies etc.
- e) In Windsor Park, greater use should be made of volunteers, outside of Board involvement.

2. In addition to defining community need through the Community Board structure, Resource Centre workers should develop internal mechanisms to provide information about the needs of the Community they serve. An attempt should be made to build up area profiles from the 1976 Census data as soon as it becomes available. Use of observational techniques such as frequent visual surveys of an area, 'observing children at play,' observing night-time recreational patterns of teenagers, (for which volunteers could be used) and frequent meetings with school guidance counsellors are all tools which resource workers could use to determine needs and shape future programming and service provision. There is a danger that programming and service provision will be based on the needs of 'the people who come in through the door.' unless positive attempts are made to reach out into the community for direction.

3. In Norwood, it is recommended that recording systems and procedures be re-organized, possibly along the lines suggested in this report. Unless this is

done, it will be impossible to determine any patterns of work, or changes in direction that may be indicated by requests for service presented. Good recording systems and procedures offer a valuable source of information for future planning and programming. It is not an acceptable excuse to plead 'pressure of work' as a reason for poor recording. Systems should be devised which are simple enough to allow the worker to deal adequately with users, but provide basic information.

The recording systems and procedures in Windsor Park seem much better than in Norwood and no change is recommended here. However, recording must continue to be undertaken conscientiously.

4. It is recommended that the Resource Centres continue to operate in premises geographically separate from C.A.S. offices. The authors accept that the stigma attached to obvious C.A.S. association, and the need to locate resources in the community being served, are sufficient reasons to maintain geographical separation.

5. It is recognized that at present, the Resource Centres are an essential component in the continuum of services offered by C.A.S. Eastern. As such however, C.A.S. should exert more pressure on government funding sources to explore additional funding, to better support this preventive aspects of its work, particularly staff costs. A resolution by C.A.S. Eastern at its annual general meeting in October, to join a 'Provincial Association of Children's Societies', aimed at providing a strong group with a louder voice when dealing with the government, may be a step in this direction. C.A.S. might also explore the possibility of more often changing realistic fees for programs, and seeking more financial support from local churches. The latter suggestions can only provide piecemeal funding however, and until the question of anomalies in government funding is resolved, it seems likely that only the United Way can provide the necessary resources required to maintain the Centres. It is therefore recommended that United Way funding of the Centres be continued at a similar level to that provided in the past.

6. There are a number of program directions indicated for both Centres by the results of this study.

Norwood

- a) Special programs for single parents.
- b) Programs for newcomers
- c) Programs to reach teenage males.
- d) Lunch, after school and other programs for working mothers (e.g. special babysitters for shift workers)
- e) Housing information and advice.
- f) Basic educational upgrading programs.

Windsor Park

- a) Programs to encourage adult males to use the Centre.
- b) Programs for working mothers (there is a fairly high percentage of females in Windsor Park in the work force, but the Centre is used predominantly by unemployed females)
- c) More varied recreational opportunities for young people.
- d) Programs dealing with family communication and better parenting.
- e) Programs for single parents.
- f) Continuing to develop provision of practical resources ie. Babysitters, homemakers, etc.

7. There are considerable differences in the costs of different types of programs offered by the two Centres. In future planning of programs, differential costs should be carefully examined.

8. A more vigorous advertising policy is recommended for both Centres particularly Windsor Park to better publicize the work of the Centres and Centre events. Mechanisms which might be used include community radio and television and more 'eye-catching' newspaper advertising.

9. This evaluation raises a number of issues that are beyond the scope of this study. One question raised is - 'What should be the role and function of Centres of the type under study in the Winnipeg context?' Within their defined objectives and terms of reference both the Windsor Park and Norwood Centres appear to be doing a good job, particularly for the amount of money spent. They are also unique in certain respects, particularly in relation to the range of services offered. Is this diversity a strength or a weakness? A recent article in *Canadian Welfare*¹ suggests that it may be a weakness. Other questions raised include - 'Should Centres be associated with a parent agency and have objectives related to the parent agency?' 'Should there be a proliferation of Centres in particular communities or peripetetic community workers?' 'Do Centres need to be staffed by professionals?'

Providing answers to such questions is beyond the scope of this study. This evaluation can only provide observation and comment on the Centres under study. However it is strongly recommended that definitive answers to these questions are sought. Financial support from both government and voluntary sources are becoming increasingly difficult to solicit and the allocation of funds must be based on accurate information and rational decision making.

1. Terry Piper What is the Role of the Neighbourhood Information Centre? Canadian Welfare, September, 1973.

A P P E N D I X I

ANALYSIS OF VOLUNTEER INTERVIEWS

ANALYSIS OF THE VOLUNTEER INTERVIEWS-NORWOOD

N = 29 Completed Interviews

1. How did you hear about the Norwood Family and Resource Centre?

- The answers were as follows:

a. Noticed office when passing	2
b. From friend, neighbour or relative	13
c. Leaflet delivered to door	1
d. Directly from Resource worker	3
e. Media	4
f. Church or priest	2
g. From another social worker	<u>4</u>
	<u>29</u>

2. What motivated you to become involved with the work of the Centre?

a. Interest in 7 week course	12
b. Wanted to help people/community	11
c. Interested in volunteer work	3
d. Resource worker asked for my help	1
e. Interest in babysitting course	1
f. Something to do	<u>1</u>
	<u>29</u>

3. With what kind of service or program did you assist the centre?

a. Helped to set up various programs	7
b. Neighbourhood helper	3
c. Became a committee member	2
d. Babysitting	2
e. Big Brother/Sister	2
f. Help elderly people	1
g. Secondary work (no involvement in Norwood)	<u>1</u>
	<u>18</u>
No involvement	11

4. What kind of work did you undertake?

There were many different answers for this question. They ranged from minimal types of service like babysitting to helping Don with various programs.

There were 4 people called neighbourhood helpers. They try to make themselves available to their neighbours who have problems. They also can refer people to other social services, i.e., professional services.

5. Was the work that you did beneficial to people?

Everyone that had done some volunteer work thought that it had been beneficial to the community in some way. All of the people who took the 7 week course thought that it was beneficial to them as a learning experience.

(2)

6. What do you see as the Centre's purpose?

Seventeen people answered this question simply "to help people/the community". The other answers were wide-ranging ones. An interesting point is that many volunteers associated the purpose of the Centre with the volunteer work that they were doing, i.e. youth work and the Centre's purpose "to help young people".

Other interesting answers were: "The Centre helps families in a friendly rather than professional way." (N=2) "A place where you can either get help or participate." "To meet the immediate needs of people who cannot wait for a social worker."

"Do not know." (N=1)

7. In what ways do you think the services that the Centre provides could be changed or improved?

The majority (N=15) said that the services were good as they are and that they need no improvement. Twelve other people said that the only way the Centre can improve would be to have more workers or facilities.

Only one person said that the programs themselves need to be improved. She said that there was no variety in the Youth programs and that both she and the children she was trying to help were getting bored.

I think that it is significant that the only person to criticize the Centre was from St. James. This could mean that either she was the only volunteer going into the program with a neutral attitude (the others perceived such a problem in Norwood that they were thankful for any help at all) or else that she did not understand the Norwood area.

8. Have you been involved in other community activities?

a. Before working with the Centre. Yes - 15 No - 14

Before working with the centre most of the volunteer workers were working for either the community club or the church (N=9).

b. Since working with the centre. Yes - 17 No - 12

After working with the Centre more people are doing hospital work (N=4) and only 5 are still working for their community club or church. Five are continuing to work with the Centre.

9. Did you receive any training by the Centre for the work you undertook?

Yes - 6 No - 12 No work undertaken - 11

In all cases the training received was the 7 week course for neighbourhood helpers.

DEMOGRAPHICS

Own - 17

Rent - 12

(3)

How long have you lived at your present address?	Less than 1 year	4
	1 - 2 years	5
	3 - 5 years	6
	5 or more years	13

In Norwood?	Less than 1 year	1
	1 - 2 years	4
	3 - 5 years	3
	5 or more years	20

What is your age group?	15 - 24	- 9
	25 - 34	- 5
	35 - 44	- 10
	45 - 54	- 2
	55 - 64	- 2
	65+	- 1

Marital status -	Single	6
	Married	17
	Separated	4
	Divorced	2

How many children do you have?

Eight volunteers had children under five years old. Fifteen volunteers had children between the ages of five and twelve with an average of two per family. Seven families had teenage children with an average of more than two per family. The volunteers that had children had an average of 2.9 children per family. This is significantly above the average in the census statistics. Altogether, 19 volunteers had children living at home. Four families had children that had all moved away and 6 volunteers had no children at all.

Ethnic origin -	French	12
	British Isles	9
	Canadian	5
	Other	3

Education -	Kindergarten - grade 6	1
	Grade 7 - 9	5
	Grade 10 - 13	14
	1 - 2 university	6
	3 or more university	3

Occupation of self or household head -

Retired	1
Welfare	4
Laborer	1
Welder	2

(4)

Truck Driver	1
Mechanic	1
Cook	1
Operates a Nursery School	1
Clerk	1
Secretary	1
Student	3
Office Manager	2
Self Employed	3
Real Estate/Salesman	2
Nurse	2
Teacher	1
Social Worker	2

A Statistics Canada breakdown for the occupations would be as follows:-

Group 11	Managerial and Related	2
Group 23	Social Sciences and Related	2
Group 27	Teaching and Related	1
Group 31	Medicine and Health	2
Group 41	Clerical and Related	5
Group 51	Sales Occupations	5
Group 61	Service Occupations	2
Group 83	Machining and Related	1
Group 87	Construction Trades	3
Group 91	Transport Equipment	1
	Retired	1
	Welfare	4

A P P E N D I X I I

- New Recording Instruments used by Norwood Centre September, 1976
- Existing recording sheet used by Windsor Park Centre

REQUEST OR PROBLEM PRESENTED

NAME OF PERSON
OR ORGANIZATION
CONTACTED

ADDRESS

TELEPHONE

CONTACT MADE BY
TELEPHONE
PERSONAL
VISIT
MAIL
OTHER

SERVICE ACTIVITY PROVIDED

--	--	--	--	--	--	--	--

WINDSOR PARK INFORMATION AND RESOURCE CENTRE

DATE: _____

NAME: _____

TELEPHONE: _____

ADDRESS: _____

CONTACT BY:

- (a) Telephone _____
- (b) Visit Centre _____
- (c) Mail _____
- (d) Out of Office _____

NATURE OF REQUEST: _____

FOR WHOM WAS INFORMATION REQUESTED:

- (a) Self _____
- (b) Other person (specify) _____

HOW WAS REQUEST HANDLED:

- (a) Information provided; _____
- (b) Referral to: 1) Health Agency _____
2) Social Agency _____
3) Recreation Organization _____
4) Other (specify) _____
- (c) Resource: Staff _____
Facilities _____
Staff and Facilities _____
Other (specify) _____

FOLLOW THROUGH: Yes _____ No _____

RESULTS OF FOLLOW THROUGH: _____

A P P E N D I X III

1. Client/User questionnaire
2. Non-user/community questionnaire
3. Professional community representative schedule
4. Volunteer Questionnaire (Norwood)
5. Resource Centre Worker and C.A.S. staff question list.
6. Community Board question list.
7. C.A.S. Board question list.

NORWOOD
WINDSOR PARK

CLIENT/USER SURVEY (Preliminary Draft)

EVALUATION OF CHILD and FAMILY RESOURCE CENTRES

Interviewer Introduction

We are conducting a study of the Norwood/Windsor Park Family and Resource Centre. As a user of the Centre, we are interested in getting your views or your perception of the goals and operation of the Centre, your satisfaction or dissatisfaction with its services or programs and your general views on community issues and problems.

Name _____
 Address _____
 Telephone _____
 Sex Male Female

1. How did you hear about the Norwood/Windsor Park Centre?

- a. Noticed office when passing
- b. From a friend, neighbour or relative
- c. Leaflet delivered to door
- d. Media (newspaper, radio, television)
- e. Through church or priest
- f. From another social agency
- g. Other (please specify)

2. What was your reason for using the Centre?

- a. As a user of services or programs (ask 3)
- b. To offer a personal contribution (ask 4)
- c. Professional contact (go on to 5)
- d. Other (please specify) _____

3. If user, ask

- a. What kind of help/service did you request? _____

- b. What kind of help was provided? _____

- c. What kind of help did you expect would be provided? _____

- d. Were you satisfied with the help/service provided by the Centre?

Yes No

CLIENT/USER SURVEY cont'd

e. If no, why not? _____

f. What course of action would you have taken if you had not
approached the Centre? _____

g. Was this the first time you have used the Centre (referring to
June contact) Yes No

4. If offering personal contribution, ask:-

a. What kind of help were you offering? _____

b. Were you satisfied with the response you received from the
Centre? _____

c. If no, ask why not? _____

d. Was this the first time you had contacted the Centre? (referring
to June contact) _____

5. a) Apart from the matter on which you approached the Centre, what other
services/programs do you think the Centre provides? _____

b) What kind of services/programs do you think the Centre should provide?

6. (Do not ask professional contact respondents.)

Have you been involved in any other community activities as a result of your
contacts with the Centre? (e.g., P.T.A. meetings, after lunch programs, self-
help groups) Specify _____

CLIENT/USER SURVEY cont'd

Are you Single
 Married
 Widowed
 Separated
 Divorced

How many children do you have in the following age groups?

Under 5 .. 0 1 2 3 4 or more
 5 - 12 .. 0 1 2 3 4 or more
 13 - 18 .. 0 1 2 3 4 or more

Ethnic origin, please specify. _____

Education None
 Kindergarten - grade 6
 Grade 7 - 9
 Grade 10 - 13
 1 - 2 University
 3 or more years University

If employed ask occupation. _____

If not employed. What is occupation of head of household? _____

Thank you for helping us with our study.

3. Would you like to suggest any other services or programs you would like to see offered in the community? (Please describe)

4. Under what auspices would you like to see such programs or services mainly offered? (Refers to all programs mentioned in questions 2 and 3)

a. Schools _____

b. Churches _____

c. Community social agencies such as Information and Family Resource Centre.

d. Combination of (a,b, & c) _____

e. Other (please specify) _____

5. a) Would you be reluctant to use any of these services or programs if they were offered under the auspices of an organization such as the Information and Family Resource Centre?

yes no

b) If yes, for what reasons? _____

6. What action would you take and where would you go for assistance if you had any of the following needs?

a. Need for babysitting services _____

b. Help with personal or family problems _____

c. Wished to attend a course or classes. _____

7. What would be the best way of disseminating information on programs and services offered by a community service organization such as the Information and Family Resource Centre?

8. a) Would you be interested in doing any volunteer work?

Yes No Possibly

b) If yes, what type of work? _____

POSSIBLE QUESTIONS TO BE ASKED
PROFESSIONAL COMMUNITY REPRESENTATIVES

Interviewer Introduction:

We have been asked to conduct a study for the Children's Aid Society of the work of the Norwood/Windsor Park Family and Resource Centre. We would like to get your perception of the purpose and operation of the Centre, if it is known to you; your views on the need for community outreach and prevention services for children and families in this area and probe community issues and problems.

Name _____
Organization _____
Position _____
How long have you worked with this organization? _____

1 a. Are you aware of the existence of the Norwood/Windsor Park Information and Resource Centre? Yes No

IF YES

- b. How did you hear about it?
- (i) Noticed office when passing
 - (ii) From friend, neighbour, or relative
 - (iii) Information sent from Centre
 - (iv) Directly from centre workers
 - (v) Media (newspaper, radio, television)
 - (vi) Church or priest
 - (vii) From another social agency
 - (viii) From own (social) agency
 - (ix) Other (please specify)

What do you see as its purpose? _____

c. Have you referred anyone to the Centre? _____

Professional Rep survey cont'd

d. For what purpose? _____

e. What was the outcome? _____

f. Do you consider that the services of the Centre are readily accessible to the community? _____

g. If no, why not? _____

h. Do you think the services of the Centre are needed in the community? _____

i. If no, why not? _____

j. In what ways do you think the Centre should improve or change? _____

ALL RESPONDENTS:

2 a. What do you see as the main social problems in this area (refers to Norwood/Windsor Park) (Probe alcoholism, vandalism, truancy, gangs, family breakdown, transiency) _____

Professional Rep Survey cont'd

b. During the last two years, have you noticed any increase or decrease in the incidence of particular social problems? (Use same probes as 2 a)

3 a. In what ways and to what extent do you think that community outreach and prevention services such as those offered by the Information and Family Resource Centre can alleviate social problems? _____

b. What agencies do you think should be involved in a community outreach and preventive role? _____

4 a. Do you see a need for any of the following types of community programs or services?

b. Under what auspices would you like to see particular programs or services offered?

Program	AUSPICES					
	Yes	No	School	Church	Com.Org.	Other
a. Babysitting services						
b. Babysitting course for teenagers						
c. Course for teenagers on dating and child care						
d. Neighbourhood helpers course						
e. Course on sexuality in marriage						
f. Recreational activity programs for young people						
g. Day care programs						
h. Lunch and after four programs						
i. Personal and family counselling						
j. Provision of clothing						
k. Adult social programs						
l. Arts and craft classes						
m. Courses in personal development, communication, confidence building						

Professional Rep Survey cont'd

4 c. To what extent are they already being provided in the area and by whom?

(Please specify those about which you know) _____

5. What problems have you encountered in organizing community activities in this area? _____

6. What would be the best ways of disseminating information on programs and services offered by the Information and Family Resource Centre? _____

Any other comments? _____

Thank you.

NORWOOD FAMILY and RESOURCE CENTRE (Preliminary draft)

VOLUNTEER QUESTIONNAIRE

(A combination of telephone and personal interviewing will be used)

Interviewer Introduction

Your name has been given to us as a person who has been involved in a volunteer capacity with the work of the Norwood Family and Resource Centre. We have been asked to undertake a study of the objectives and operation of the Centre and we would like to ask some questions about your involvement with the Centre's work.

Name _____

Address _____

Telephone _____

Sex

Male Female

1. How did you hear about the Norwood Family and Resource Centre?

- a. Noticed office when passing
- b. From friend, neighbour or relative
- c. Leaflet delivered to door
- d. Directly from Resource Centre work or another volunteer at Centre
- e. Media (Newspaper, Radio, Television)
- f. Church or priest
- g. From another social agency
- h. Other (Please specify)

2. What motivated you to become involved with the work of the Centre?

3. With what kind of service or program did you assist the Centre? (Please describe)

4. What kind of work did you undertake?

VOLUNTEER QUESTIONNAIRE cont'd

5. Do you think that the service or program with which you were involved was useful and beneficial to the people who received the service you provided?

Yes No

If yes, in what ways? _____

If no, why not? _____

6. What do you see as the Centre's purpose? _____

7. In what ways do you think the services or programs the Centre provides could be changed or improved? _____

8. Have you been involved as a volunteer in other Community activities?

a. Before working with Centre Yes No

If yes, please describe. _____

b. Since working with Centre Yes No

If yes, please describe. _____

9. Did you receive any form of training by the Centre for the work you undertook? Yes No

If yes, please describe. _____

Demographics

Do you own or rent your home? Own
Rent

VOLUNTEER QUESTIONNAIRE cont'd

a) How long have you lived at your present address?

	a	b
Less than 1 year	<input type="checkbox"/>	<input type="checkbox"/>
1 - 2 years	<input type="checkbox"/>	<input type="checkbox"/>
3 - 5 years	<input type="checkbox"/>	<input type="checkbox"/>
5 years and over	<input type="checkbox"/>	<input type="checkbox"/>

b) How long have you lived in the Norwood/Windsor Park area?

What is your age group?

Under 15	<input type="checkbox"/>
15 - 24	<input type="checkbox"/>
25 - 34	<input type="checkbox"/>
35 - 44	<input type="checkbox"/>
45 - 54	<input type="checkbox"/>
55 - 64	<input type="checkbox"/>
65 +	<input type="checkbox"/>

Are you

Single	<input type="checkbox"/>
Married	<input type="checkbox"/>
Widowed	<input type="checkbox"/>
Separated	<input type="checkbox"/>
Divorced	<input type="checkbox"/>

How many children do you have in the following age groups?

Under 5 ..	0	1	2	3	4	or more
5 - 12 ..	0	1	2	3	4	or more
13 - 18 ..	0	1	2	3	4	or more

Ethnic origin, please specify. _____

Education

None	<input type="checkbox"/>
Kindergarten - grade 6	<input type="checkbox"/>
Grade 7 - 9	<input type="checkbox"/>
Grade 10 - 13	<input type="checkbox"/>
1 - 2 University	<input type="checkbox"/>
3 or more years University	<input type="checkbox"/>

If employed ask occupation. _____

If not employed. What is occupation of head of household? _____

Thank you for helping us with our study.

CHILDREN'S AID SOCIETY: Evaluation of Norwood and Windsor Park

Information and Resource Centre

Question List: Staff

Definition of Type of Work

- 1 a. How would you describe 'traditional child welfare work'?
 - b. What kind of work would you describe as preventative?
 - c. What kind of work would you describe as crisis?

2. Could you describe in your own words what you see as the aims and goals of the Norwood/Windsor Park Centre?

- 3 a. Could you describe the kinds of services and programs it provides?
 - b. What kinds of groups in the community does the Centre(s) serve?

- 4 a. What kind of services and programs do you think the Centre(s) should provide? Why?
 - b. Are there people in the community whom the Centre intends to serve for whom the Centres are providing little or no direct service?

(2)

Staff question list cont'd

5. What are the constraints and problems involved in operating the Centre?

6. Do you think it is necessary to operate Prevention and Community outreach services from an agency separate from C.A.S.? State your reasons.

7. Could you describe the formal and informal working links between the Centre and C.A.S.?

Possible Changes in Nature of C.A.S. Work

8 a. Has there been any change in the nature and amount of crisis/reactive work that C.A.S. has undertaken since the Centre was established?

b. To your knowledge, has there been any flowering of self-help community groups and greater initiatives from the schools, churches and other community organizations in special programming, etc., since the Centre was established?

c. Has co-ordination of social services in the area improved since the Centre was established? Ask about tangible indicators, e.g., case conferences, formal/informal exchange of information, etc.

9. Do you consider that preventive work of the kind offered by the Centre produces ultimate cost savings? (Ask respondent to illustrate with actual case information, e.g. cost of recreational program and counselling vs the cost of taking child into care).

(3)

Staff question list cont'd

Questions 10 & 11, Centre Staff only

10. Could you indicate the approximate proportion of time you spend on the following types of work?
- a. Counselling
 - b. Community outreach and prevention services
 - c. Other (please define)

Programming

- 11 a. How would you define a program?
- b. What kinds of programs have you:-
 - (i) Initiated directly?
 - (ii) Initiated indirectly?
 - c. Why were those particular programs developed?
 - d. Could you estimate the approximate cost of particular programs in terms of:
 - worker/hours spent:
 - volunteer/hours spent:
 - equipment and other costs:
 - e. Were any secondary funds generated for the Centre (e.g., fees, donations, etc.) as a result of particular programs.
 - f. Were any secondary activities generated?

(4)

Staff question list cont'd

12 a. Could you describe the nature of your work not involving programming.

b. What proportion of your time do you spend on the following types of activities?

(i) face to face contact in office with users

(ii) face to face contact or home visits with users

(iii) telephone

(iv) travelling

(v) other (please define)

THANK YOU

CHILDRENS AID SOCIETY: EVALUATION OF NORWOOD AND WINDSOR PARK INFORMATION AND RESOURCE CENTRE

QUESTION LIST: BOARD (COMMUNITY)

1. ^a How did you become involved with the Norwood/Windsor Park Information and Resource Centre?
 - b. What do you see as your role?

2. Could you describe what you see as the objectives of the Norwood and Windsor Park Centres?

3. a) Could you describe the kinds of services and programs the Centre provides?
 - b) What kinds of groups in the community does the Centre serve?

 - c) Do you think the service and program activities of the Centre have adequately accomplished the objectives of the Centre?

 - d) What kinds of other or additional services and programs do you think the Centre should provide? Why?

 - e) Are there people in the community whom the Centre intends to serve for whom the Centre is providing little or no direct service?

CHILDREN'S AID SOCIETY OF EASTERN MANITOBA: EVALUATION OF NORWOOD AND WINDSOR PARK
INFORMATION AND RESOURCE CENTRES.

QUESTION LIST: CAS BOARD

1. How long have you been a member of the Board of the Children's Aid Society of Western Manitoba?

2. Why was it decided to separate the Prevention and Community Outreach aspects of the work of C.A.S. by creating Information and Family Resource Centres?

3. Do you think it is necessary to operate Prevention and Community Outreach Services from agencies separate from C.A.S? Why?

THE FOLLOWING QUESTIONS (4 a,b, 5a,b, 6,7,8,9,10) APPLY ONLY TO THE NORWOOD AND WINDSOR PARK INFORMATION AND RESOURCE CENTRES.

4. a) What have been the advantages of creating the Norwood and Windsor Park Information and Family Resource Centres.

- b) What have been the disadvantages of creating the Norwood and Windsor Park Information and Family Resource Centres?

5. a) Could you describe what you see as the objectives of the Norwood and Windsor Park Centres?

- b) Do you think the service and program activities of the Centres have adequately accomplished these objectives?

6. What kinds of other or additional services and programs do you think the Centres should provide? Why?

7. What are the constraints and problems involved in operating the Centres?

8. To what extent do the Centres fail to meet community needs and why?

9. Are there people in the community whom the Centre intends to serve for whom the Centres are providing little or no direct service?

10. Could you describe the formal and informal working links between the Norwood and Windsor Park Centres and the Children's Aid Society of Eastern Manitoba Board?

TO BE ANSWERED ONLY BY BOARD REPRESENTATIVES FROM OUTSIDE WINNIPEG

11. a) Is there an Information and Family Resource Centre in the area which you represent?

- b) Could you please describe the services and programs it provides.

TO BE ANSWERED BY ALL RESPONDENTS

12. Do you consider that preventative work of the kind offered by the Norwood and Windsor Park Information and Resource Centres produces ultimate cost savings? Please give reasons for your answer.

A P P E N D I X IV

RESEARCH METHODS

RESEARCH METHODS

a. Documented evidence used

1. C.A.S. Submissions to the United Way 1974/75 and 1975/76
2. - Minutes of C.A.S. Board Meetings 1970-76
 - Minutes of Windsor Park Community Board Meetings 1971-76.
 - Minutes of St. Boniface Regional Advisory Committee 1973-75.
 - Minutes of Norwood Community Advisory Committee and Professional Steering Committee 1976.
3. C.A.S. Annual Reports 1966-76
4. Norwood Centre Newsletters December 1974 - August 1976.
5. Daily log books and recording sheets kept by the Norwood and Windsor Park Centres
6. Program planning and publicity information held by Windsor Park and Norwood Centres.
7. Ryant Report: A Review of Child Welfare Policies, Programs and Services In Manitoba, A report to the Minister of Health and Social Development, July 1975.
8. Previous studies of Windsor Park Centre.
9. Case material provided by Resource Workers.
10. Census information.

b. Research Tools

1. Visual surveys of the Windsor Park and Norwood areas.
2. Community Survey.

Community surveys were undertaken in both the Windsor Park and Norwood areas to determine awareness of the Centres i.e. their existence and purposes, and to probe community issues and problems.

In Windsor Park it was estimated that there are approximately 5,000 families presently living in the area. Time and resources permitted approximately 100 interviews to be attempted. Boundaries were drawn around the catchment area of the Windsor Park Centre and a random sample of 100 names was selected from Henderson's Directory (this approximately represented a 2% sample. Respondents were interviewed in person or by telephone. Ninety interviews were completed, the final response rate being 90%.

In Norwood, a different approach to the community survey was taken. The NORwood Resource worker indicated to the research team that the Centre was most used by residents living in a 17 block area surrounding the Centre. It was thought most useful to confine the community survey to this 17-block area because (a) C.A.S. wished to know more about the population in the area immediately surrounding the Centre, and (b) because of anticipated difficulties associated with the heterogeneity of the area and the mobility of the population in making contact with respondents. Boundaries were therefore drawn around this special area and a list of names within the boundaries (approximately 1800 households) compiled from

Henderson's Directory. A random sample of 87 names (approximately a 5% sample) was selected. Respondents were interviewed in person or by telephone. Fifty-five interviews (63%) were completed. Reasons for being unable to contact were as follows: 1 user, 12 refused to co-operate, 9 have moved away and 10 were unable to be contacted despite repeated attempts (at least three attempts)

3. Users Survey

In Windsor Park, an initial list of 100 users was randomly selected from the files of the past four months. This list included sensitive cases which the Resource worker preferred us not to approach and names of users who could not be traced because neither their telephone number nor addresses were recorded. This list was therefore pruned to 66 names. This included the names of 14 sensitive cases. Thirteen of these users were personally interviewed. In addition twenty five telephone were completed giving an overall response of 38 completed interviews or 57%. Reasons for not being able to contact the remainder included 7 wrong numbers or numbers out of service and 2 who had moved away. The research team was unable to contact the remaining 19 after at least three attempts to do so. It should be noted that this survey was undertaken at the end of the study period and because of limited time and resources, follow up was perhaps not as rigorous as in the rest of the survey work. Particularly, Windsor Park, because of the limited availability of the survey worker used, calls were usually made in the afternoon and early evening during week-days rather than varied throughout the day and throughout the week. This may have meant that some of the 19 users not contacted who may have been working during the days were missed. This should place a caveat on the accuracy of the information collected from users in Windsor Park.

In both Windsor Park and Norwood, interviews were completed with 38 users. In Windsor Park, the names of users were selected jointly by the Resource worker and research team from files of the last four months. Thirteen sensitive cases were interviewed personally, the remaining 25, by telephone.

In Norwood, because of inadequacies in recording, it was decided to select the survey population from the records of the month of August, 1976. Reasons for using a sample month included: a) records for this month were kept better than earlier records, and (b) it was also thought that the new Resource worker would be able to assist with tracing recent users whose names, addresses, or telephone numbers had not been fully recorded. Forty-five users were selected from August contacts. Criteria for inclusion were: name and or telephone available; contacts seeking help; contacts offering help. Contacts from 'other professionals' were omitted from the list of users. Forty-five names were selected for personal or telephone interviews. 38 interviews or 84% were completed.

4. Volunteer interviews - Norwood

The Norwood Resource Worker provided us with the names of forty-six volunteers who had helped with centre services, activities or programs in the past two years. Thirty one telephone interviews (67%) were completed. Reasons for being unable

to contact remainder were: 2 had moved away, one was in hospital, 3 could not be found at address or telephone number recorded, 4 could not be found in the telephone directory and 5 could not be contacted after repeated attempts (at least three)

5. Professional interviews

The study team was asked to collect information from other professionals working in the two areas served by the Resource Centres to (a) get their perception of the purpose and functions of the Centres; (b) ask their opinion about the availability and accessibility of the Centres; (c) get their suggestions about future services, programs and auspices and (d) to probe community issues and problems and need for service. Professionals contacted included school principals, school guidance counsellors, child guidance staff other social workers, and church personnel etc, working in the area.

In Windsor Park, 13 personal interviews were completed. Those included 3 groups interviews. Total number of professionals interviewed was 21. In Norwood, 11 interviews were completed. These included 4 group interviews. Total number of professionals interviewed.

6. Additional Interviews

Interviews were conducted with 5 C.A.S. staff members and regular informal and formal interviews were conducted with the Windsor Park and Norwood Resource workers, the para-professional worker in Norwood and the Urban Unit supervisor.

Interviews were also conducted with members of the C.A.S. Board, Windsor Park Board, the Norwood Community Advisory Committee and the Professional Steering Committee.

A P P E N D I X V

ASSESSING FUTURE NEED IN THE SOUTHDALE AREA

prepared by CHERYL SAMSON, RESOURCE WORKER,
WINDSOR PARK INFORMATION AND RESOURCE CENTRE

In the process of evaluating future service and program directions of the Windsor Park Information and Resource Centre, it is important to note the growth potential of our catchment area.

The community of Windsor Park is essentially stable in that land development has been maximized. The present population in this area is probably not substantially different from the 1971 figures of 15,665. Southdale, however, presents an area of rapid growth and development. Population figures for Southdale show there are now 8,000 people or approximately 1,900 - 2,000 families in the area, representing a considerable increase since 1971. Total population upon completion of development in the area is expected to reach 11,000 with the remaining growth of 3,000 coming from development of multiple family housing. Essentially, the development of single family housing units has been completed.

Southdale highlights the typical new housing suburb springing up throughout our cities. Housing is rapidly being developed, providing a physical environment for residents purchasing homes within the area. However, little thought is given by the developers to the need for a sense of belonging within a community on the part of individuals and families. When the social, emotional and recreational needs of people are disregarded, social problems become apparent within that community, which is not occurring in the Southdale area.

A visual tour of Southdale gives evidence for the failure to account for human needs within the community. Although housing prices range from \$50-100,000.00 indicating high quality accommodations, the physical impact of rapid development is apparent. Visually, Southdale is a barren community, all evidence of natural treed areas and landscaping have been eliminated to facilitate the rapid construction of housing for the market.

Likewise, in terms of community meeting places for residents of Southdale, there is a noticeable lack. The only community structures within the area are the schools, and one church, the Southdale Alliance on Beaverhill Drive. The fact that only one church is located within Southdale necessitates residents going outside their community to meet their religious needs.

Outside these facilities, the only other physical structures are the Mint, an industrial complex, and the K-Mart Shopping Centre, developed by Ladco, the developer of the housing within Southdale. Even the shopping complex highlights the individual isolation experienced in urban communities. It is a "shop and run" centre, there are no resting spots where people sit and talk, where exchange between residents.

Southdale as well does not have a separate community club facility, which is often a key focal point within many communities. Community clubs provide a "meeting place" where residents can direct themselves and develop that sense of community so vital to individual and family health. J.H. Bruns Collegiate is designed as a community school, and as such is designed to meet the social needs of residents after school hours. However, because of this dual role, problems have arisen, such as accessibility to the buildings etc.

It is interesting to note that when joint use of J.H. Bruns was originally

proposed, Bruns was designated as an elementary, rather than a high school. 1976 is the first year Bruns has accommodated full grades 9-12, so that increasing school demands, e.g. sports activities, have led to a conflict of needs between the school and the Southdale Recreation Association.

At this point in time, there is a rethinking of the continued feasibility of joint use of J.H. Bruns. Should the Department of Education "buy out" that position of school costs undertaken by the City in the joint use contract, this would eliminate Southdale Recreation Association's accepted access to the school facility for activities. Current city budget requests for a separate community club facility have not yet been approved, and with fiscal restraint in effect, the chances for approval are slight. Should joint use of J.H. Bruns cease, and a community club facility for Southdale not meet with budget approval, this will leave a serious gap in recreational services for the adult and youth residents of Southdale.

Traditionally community and social service input has been aimed at those areas of out cities where the meeting of basic human needs is of prime importance. This focus inappropriately suggests that "problems" do not exist where higher family income provides a good standard of living. It equates financial resources with the ability to deal with personal and family relationships.

We would suggest that needs also exist in an urban community such as Southdale. Middle the upper class families are not immune to problems that arise when social emotional and recreational needs are not fully met within the community.

At present, a priority grouping for service has been identified as the teen population in Southdale. Problems have existed and are increasing in terms of teen and youth difficulties. Residents are concerned about large numbers of teens who congregate around the 7-11 store until all hours in the morning. Also, vandalism has been on the increase in Southdale with resulting social cost to the community. Discussions with the Probations Officers in St. Boniface, show that a large number of third offences.

On September 8th, of this year, a delegation consisting of Rob Stephanchew, Department of Health and Social Development, also a resident of Southdale, and myself, presented to the St. Boniface Parks Board a plan for a teen drop in centre. Approval for land use on which to place a mobile unit in which to base the drop in centre was granted by the Parks Board at that time.

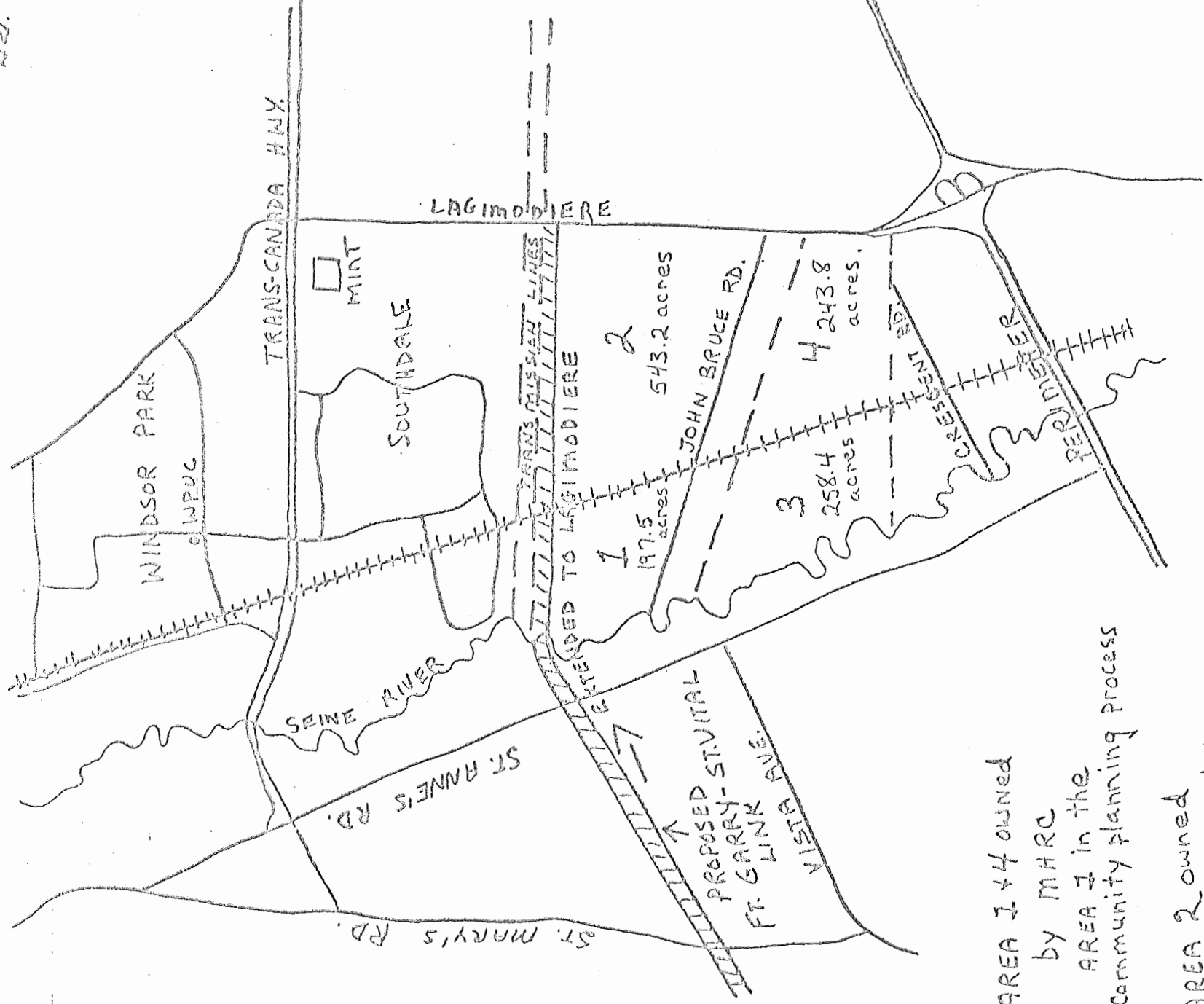
Following from that meeting a L.I.P. proposal was planned in conjunction with Southdale Community Committee and Southdale Recreation Association to provide staff and funding for the teen project. This proposal did not meet with approval. A sub-committee, consisting of two members from both S.C.C. and S.R.A., along with myself, has been formed to explore alternative ways of providing this service. This committee will be approaching the City of St. Boniface and Ladco for funding, while also exploring supports such as volunteers for provision of the program.

Other future service directions should be aimed at the needs of adults, parents and young children within the Southdale community. The primary task in this area is the identification of specific need and the mobilization of resources to meet these. In terms of the adult community, various areas can be identified as appropriate. One specially being that of a lack of child care resources for families in the area. Southdale at this point in time is primarily a young family community. As previously noted, the lack of physical facilities has hampered the development of programs, such as day care, etc., which have traditionally utilized facilities such as churches and community clubs. However, because these facilities do not exist in Southdale, utilization of existing spaces, ie. within schools should be explored.

Although the W.P.I. & R.C. is designated as serving both the communities of Southdale & Windsor Park, realistically the number of families and individuals situated within the service area precludes adequate meeting of the needs described above in the Southdale area by one staff person.

Further developments are also in the planning process for the area south of Southdale, with the eventual population of this area being equal to that of Windsor Park-Southdale. The site now being developed by Leaf Rapids will accommodate approximately 3,600 people, the Metropolitan site is intended to accommodate 10,000 and the two sites to the south of these will likely accommodate as many again, giving the area a projected future population of approximately 25,000¹. The development of these areas has serious implications for future service demands, both for C.A.S. of Eastern Manitoba and the Windsor Park Information and Resource Centre.

1. From report of Bill Blackie to Windsor Park United Church Planning Committee.



AREA 1 & 4 OWNED
 by MARC
 AREA 2 in the
 Community planning process

AREA 2 owned
 by Metropolitan

AREA 3 owned
 by Ledco.



United Way
of Winnipeg

315 - 267 Edmonton Street
Winnipeg, Manitoba R3C 1S2
(204) 947-0471

June 14, 1977

University of Winnipeg
Institute of Urban Studies
515 Portage Avenue
Winnipeg, Manitoba
R3B 2E9

Attention: Mr. C. D. McKee
Research Associate

Dear Sir:

Enclosed is our cheque for \$3,025 for the evaluation of Norwood and Windsor Park Family and Resource Centres. This is the amount approved by our Board at the October 20, 1976 meeting and confirmed with Dr. D. F. Besant of Children's Aid Society of Eastern Manitoba.

Yours Truly,

A handwritten signature in blue ink that reads "G. Braun".

George Braun
Comptroller & Agency Relations Consultant

GB/ws
Enc.

c.c. Dr. D. F. Besant, President, C.A.S.E.M.