

1961
OCT.

COUNCIL OF COMMUNITY SERVICES
of
EDMONTON AND DISTRICT

REPORT OF COUNCIL SELF-STUDY COMMITTEE (PART II)

THE ROLE OF THE COUNCIL

As amended and
approved by the
Board of Directors
October 2, 1961

Committee Personnel:

W.H. Pettigrew (Chairman)
M. Coburn
D. Graham
Mrs. F.W. Hewes
D. Homersham (ex-officio)
R.W. Jones
D.K. Wass
W.M. Nicholls (Secretary)

COUNCIL OF COMMUNITY SERVICES
of
EDMONTON AND DISTRICT

REPORT OF COUNCIL SELF-STUDY COMMITTEE (PART II)

THE ROLE OF THE COUNCIL

As amended and
approved by the
Board of Directors
October 2, 1961.

Committee Personnel:

W. H. Pettigrew (chairman)
M. Coburn
D. Graham
Mrs. F. W. Hewes
D. Homersham (ex-officio)
R. W. Jones
D. K. Wass
W. M. Nicholls (secretary)

COUNCIL OF COMMUNITY SERVICES
of
EDMONTON AND DISTRICT

REPORT OF SELF-STUDY COMMITTEE (PART II)

October 2, 1961.

Criteria for Self Evaluation

After examining various ways in which the role of the Council and its work could be evaluated the Committee decided to centre its attention on a statement prepared by Rudolph N. Evjen, Associate Executive Director - Planning, United Community Funds and Councils of America. The statement entitled "Guideposts for Effective Community Planning" was published in May 1961.

The intent of the statement is to analyze twelve factors that mean the difference between a strong, vigorous and productive Council, and one that falls short of its objectives.

While the statement does not provide units of statistical measurement, it is sufficiently precise to permit it to be used as a guide for self-evaluation.

Each of the twelve 'guideposts' was taken as a criterion against which the Council was assessed. A judgment was reached in each case on where this Council stands, where it is strong or weak, and recommendations for changes and improvements were made.

The criteria are not all of equal weight and importance. Some were regarded as having greater significance in Edmonton than others. However, taken together they give a clear indication of what direction this Council should be taking.

For the purposes of this report a short precise of each of the criteria precedes the committee's findings.

I. THE NEED FOR WIDESPREAD INVOLVEMENT OF TOP FLIGHT COMMUNITY LEADERSHIP -

Widespread citizen involvement and active participation of people of influence and conviction is fundamental to a successful local planning effort. Community-mindedness must transcend special interests.

The Committee's Findings

1. There is need for continuing recruitment and education of people willing to act and who are motivated for committee and board work in the fields of health, recreation and welfare.
2. There is a good balance of representative viewpoints of the community in the membership of the Board of Directors. Its activities and decisions are not controlled by any one special group.

II. THE NEED FOR SIMPLICITY IN COUNCIL STRUCTURE -

Continued citizen interest in Council activities is dependent upon a feeling of accomplishment. Too much structure leads to undue slowness of tempo and dissipation of volunteer citizen energy. Thus structure must be kept simple.

The Committee's Findings

1. A directive manual should be prepared detailing the responsibilities of various Council Board Committees and of Council delegates.
2. As a matter of practice, all standing committees should report through the Executive Committee.
3. Brief reports on all program and project committees of the Council Board should be made regularly to the Board.
4. It should be a continuing objective to keep the structure as simple as possible.

III. THE NEED FOR COMMUNITY PLANNING TO BE "PROBLEM CENTERED" -

Sound social planning must be based upon detection of needs and the provision of services to meet these needs. Formerly many Councils concentrated on adjusting existing agency services. The trend has been for Councils to move away from standing committees and divisions made up of agency delegates and instead to set up committees concerned with doing something about specific community problems.

The Committee's Findings

1. There is need to limit the number of projects to be taken on at any one time, to provide adequate terms of reference, to assess the feasibility and readiness of a proposed project, and to take into account the amount of time required.
2. Problems selected for Council attention should have long range value insofar as possible.
3. There must be sufficient flexibility to permit work to be undertaken on problems of an urgent and critical nature. However, it is necessary to forecast whether in a particular instance there is justification for Council work if a problem is likely to solve itself within a reasonable period of time.

IV. THE NEED TO RECOGNIZE THE CONCEPT OF CITIZEN-AGENCY RELATIONSHIP -

There are compelling reasons why policy decisions and program determination of a Council should be vested basically in the hands of lay citizens. A true planning body should be a citizen's organization. It should not be a creature of agencies nor a federation of agencies. On the other hand, Councils will always need the technical contributions of agency professional personnel, and the experience and knowledge they can offer to committee deliberation.

The Committee's Findings

1. There is need for further careful examination of relationships of the Council with voluntary and governmental agencies - both board and staff.
2. We are not satisfied with relationships between the Board and delegate body (membership) of the Council. The membership should exist to ensure that the Council will be representative of and responsible to a broad cross section of services, organizations, and citizens. The Council and its program should reflect and challenge community thinking concerning the measures required for the planning and development of health, welfare and recreation services. To this end it is important for the delegate body to feel it is taking action and experiencing a vital role of participation in Council affairs.
3. This year increasing attention has been given to special educational programs for the total membership. These include the Annual Meeting Conference in May, a course for child welfare workers jointly sponsored with the Department of Extension; a seminar for agency workers on Alcoholism jointly sponsored with the Alcoholism Foundation; regular monthly meetings of: the executive directors of recreational agencies; workers in the fields of delinquency prevention and control; workers in child-caring institutions.

V. THE NEED TO TAKE ACTION BASED UPON FACTS AND HONEST CONVICTION -

The Council is an organization that must be prepared to take action to ensure its recommendations are carried through. The actions of a Council must at all times reflect courage and honest conviction. Recognizing in a period of widespread social change, realignment of agency social structure is inevitable, Council decisions are apt occasionally to invite resistance, arouse suspicion and hostility. However, a Council can never compromise on basic issues.

The Committee's Findings

1. The authority of the Council lies in the cooperation and consent of other autonomous bodies.
2. There is considerable evidence of success in the implementation of recommendations of the Council. Following are only some instances where Council action has been taken and recommendations made within the past two years, with indication of results. During deliberations and negotiations issues of conviction and social principle guided the Council in the contentious matters involved.
 - (1) recommended - new facilities for unmarried mothers - Misericordia Social Service Department - new facilities under construction.
 - (2) recommended Children's Centre be built - new facilities now open.
 - (3) recommended development of non-ward care services - now in provincial legislation.
 - (4) recommended: foster home finder City Welfare Department - action taken.
 - (5) Brief prepared and sent to Hon Michael Starr, Minister of Labour - recommended expanded services for placement of disabled persons - reply indicated appreciation of brief's recommendations - additional staff since acquired by National Employment Service in Edmonton (for this purpose).
 - (6) recommended: system for coordination of services for transients - basic system in operation.
 - (7) recommended: clarification responsibilities for counselling unmarried mothers - agreement reached.
 - (8) studied expansion of services proposed by All People's Mission. Recommendations against expansion until role of agency has been worked out - report submitted to agency and to Chest and Fund budget committees.
 - (9) studied Child Protection Services Edmonton - most recommendations accepted - resulted in establishment of Welfare Information Service.
 - (10) Joint Study Family Service Bureau - study incomplete - but used as guide to development of service.
 - (11) recommended: specific regulations for licensing of day care facilities - accepted.
 - (12) recommended: merging of services for handling of used clothing - partial merger under new St. Martin's House.

- (13) recommended: more ready procurement of prosthetic appliances - no direct action.
 - (14) recommended: 17 recommendations Juvenile and Family Court Study - report just issued.
 - (15) recommended: Hope Mission not be accepted for Chest membership - accepted by Chest Board (however, now member of United Community Fund).
3. There is need for better channels of communication with the United Community Fund so that Council studies and recommendations can be planned to meet the needs of Fund committees. It is understandable that it takes a period of time for new channels to become established and already some progress has been made in that direction.

VI. THE NEED FOR PLANNING EFFORT TO BE MORE PRODUCTIVE AND MEANINGFUL TO BUDGET AND FINANCE COMMITTEES -

The Council should relate itself closely to the budgeting process of the United Fund and to that of tax supported finance bodies. More factual information is needed by these bodies and far more data are needed on community needs and the effectiveness of agencies in meeting these needs. Councils can also assist by defining areas of agency responsibility, voluntary and tax supported. An allocation procedure that gives priority to urgent and pressing needs in the community, and attempts to apportion funds to agencies based on the extent they are dealing with these needs must rely upon the Council for determination of priority of community need.

The Committee's Findings

1. Governmental Departments: Because of the nature of preparation of estimates for government spending it is unlikely the Council can be of direct assistance. However, Council can make proposals re scope of services, adequacy of services, e.g. public assistance rates, pension payments - which in turn affect expenditures required. In one particular instance, the Council is represented on the City committee which reviews requests for grants to voluntary organizations.
2. Fund Agencies: This area needs to be strengthened. Proposed expansion of services - for operation and for capital purposes should be referred to the Council for evaluation and recommendation. Special note is made of the point that the Council can think on a long term basis whereas much of the Fund's efforts are related to a year-by-year consideration of agency requests.
3. Non-Fund Agencies: There has been only limited impact for the Council with these organizations. This has resulted from the past frequent identification of the Council with the Fund. Some agencies are now asking for consultation on matters affecting their financial operations.

VII. THE NEED FOR PLANNING COUNCILS TO PROJECT FOR YEARS AHEAD -

A Council needs to develop long-range plans; to look ahead and anticipate future community needs. Among other things plans will attempt to determine basic services required; to define whether these services should be provided under tax-supported or voluntary auspices; economies of operation, units of service per population, etc. Data will be assembled on pertinent physical, social, economic, cultural and ethnic characteristics of various neighborhoods and areas in the community. A continuing program of research evaluation and measurement is envisioned to determine the effectiveness of different types of existing agency programs.

The Committee's Findings

1. In study committees and projects Council has considered long-range aspects of services and programs in specific areas, e.g.
 - (a) services for transients - additional facilities for Provincial Hostel on basis of predicted increase in number of transients; Action taken by Provincial Welfare Department.
 - (b) location Homes for Aged - as a result of study report by Council entered into joint planning with provincial and city officials on location, size and composition of Homes for the Aged. These plans related to projected growth of greater Edmonton.
 - (c) for two years regular meetings held with staff of child-caring institutions to help develop changing role of institutions for children.
 - (d) studied Boyle Street area to consider need for additional leisure-time services for boys and girls - supported establishment of Boys' Club, with limited girls' work program - service about to begin.
 - (e) current study of North East Edmonton designed to develop long-range plans for youth services.
2. In addition there is need to develop long-range planning on a broader scale so Council can be in a position to project community services. The development of services in any community should be planned in terms of its growth potential and economic conditions. Methods of dealing with human problems change at a rapid rate; this means any planning organization should be far ahead of the general public in thinking about the ways in which needs of people will be met.

By tracing growth of other communities in the population range of 400,000 to 800,000 would provide a basis of anticipating change that might occur in Edmonton.

3. A long-range planning committee should be formed by the Council Board. This committee should not await Mr. deCocq's return as necessity to emphasize long-range planning is urgent. This committee could establish frames of reference for research work which will follow.
4. The type of work involved in long-range planning is seen as one of the major responsibilities of the Council. A close look should be given staff time to assure there is adequate provision for this type of work. The Executive Committee will have this responsibility.

VIII. THE NEED FOR A COUNCIL TO CONCERN ITSELF WITH BOTH TAX-SUPPORTED AND VOLUNTARY AGENCY PROGRAMS -

A Council should endeavour to keep in proper perspective the needs of both tax-supported and voluntary agency programs. Both are inescapably inter-related. The way in which tax dollars are spent for health, welfare and recreation has a very important bearing on voluntary agency programs. Councils have fostered a great deal of study activity relating to public agency programs, assisted them in the matter of public interpretation, have promoted legislation to strengthen services, and marshalled pertinent facts for public finance bodies.

The Committee's Findings

1. The major services in health, welfare and recreation are under government auspices in Alberta and in Edmonton. Perhaps 90% or more of all expenditures are made by governmental agencies which provide these services under legislation. The 10% of expenditures for voluntary services is of great significance to planning as it is more flexible and capable of being used to meet changing and emerging needs.

Council projects and consultation with public officials have been given major emphasis, particularly as they relate to voluntary agency programs. Some of the areas given special attention have been: need for non-ward care services; regulations re day nurseries; services to transients; child welfare services - need for foster care; services of child caring institutions; study of juvenile and family court; children's centre.

2. The Council has enjoyed close working relationships with the City Welfare Department for many years. Relationships with the Provincial Welfare Department have been increasingly cordial. Both departments are represented by senior officials on the Board of Directors.
3. Relationship should be further developed on a sustained basis with the City and Provincial Health Departments.

4. An indication of cooperation with the objectives of the Council can be seen in the provision of financial grants for the Welfare Information Service and the Youth Services Division.
5. It has been possible to assist in an advisory capacity on several matters of legislation, e.g. City Solicitations Review Committee, City Advisory Committee on Charitable Grants; and to such matters as regulations on licensing for child-caring institutions. However, there is a great deal more that could be done. The Council Board should give consideration to ways of studying legislation, in particular to examine and recommend on the long-range implications for the structure of community services. It is suggested a committee be formed to set in motion the mechanics of carrying out such work.
6. Liaison activities are carried on with several federal government departments, e.g. National Employment Service Advisory Committee, Citizenship Branch, Department Indian Affairs. This liaison opens avenues for areas of cooperation and joint study of such problems as: special placement services for the handicapped worker, school drop-outs, study of Indian and Metis problems.

IX. THE NEED TO RELATE LOCAL PLANNING WITH PROVINCIAL AND NATIONAL PLANNING -

Rarely can a local Council by itself influence desirable provincial or federal social legislation. Too frequently local Councils (and Funds) are hamstrung in their efforts to adapt national agency programs to local needs and requirements. Planning groups at provincial, regional and national levels need to fortify each other.

The Committee's Findings

1. If the Council is to work effectively with provincial tax-supported services there is necessity for close relationships among Alberta Councils. Current discussions with Calgary have led to a basis for liaison and collaboration this year.
2. There is almost daily contact with the Canadian Welfare Council on exchange of information, enquiries, national studies and reports. The Council is currently represented on the National Executive Committee of the Community Funds and Councils Division and the Commission on Personnel and Education for the Social Services. The Council has made specific contributions to national studies, e.g.:
 - (a) Councils in Modern Perspective - 1959.
 - (b) Social Security Brief - 1960.
 - (c) Study on financing of Canadian Councils - 1961.
 - (d) Study of Homeless Transient Men - 1961.
3. Considerable assistance is given and received from other Canadian Councils in the gathering of information on programs of service.

X. THE NEED TO RELATE SOCIAL PLANNING TO PHYSICAL PLANNING -

It is important to recognize that problems of public health, water, sewage, transportation, traffic safety, parks, street lighting, housing and zoning have definite social welfare implications. Councils should offer cooperation and resources to physical planning groups. They shouldn't wait to be asked.

The Committee's Findings

1. The Council has been inadequate in this area. With the development of long range planning it should be possible to seek help from physical planning bodies. In turn this should lead to closer working relations and cooperation.
2. There have been instances where the Council has entered into work where physical and social planning are related:
 - (a) Brief on Social Welfare Services for Metropolitan Edmonton - McNally Commission.
 - (b) Provincial-Municipal Committee on location, size and composition for Homes for the Aged.
 - (c) Public Recreation planning - city and provincial - this covers many items over a long period of time - from community leagues to designs for recreation facilities.

XI. THE NEED FOR COUNCILS TO CARRY OUT A CONTINUOUS PROGRAM OF PUBLIC INTERPRETATION -

We need to define the Council in terms of a concept that the public can understand.

The Council has a responsibility of helping to interpret social welfare needs and programs, and social work activity in a positive light.

The Committee's Findings

1. The image of the Council has not been clearly projected in the Community.
2. This spring the Council Board decided to establish a public relations committee as a standing committee of the Board. It will be one of the main functions of this committee to develop a sustained program of public interpretation of the Council. An introductory brochure has been prepared and a new slide film on Councils has been secured from the United Community Funds and Councils of America.

3. Publications of the Council such as the Council Bulletin have been referred to the new public relations committee for advice on editorial policy.
4. Recent discussions have taken place with officials of the new CBXT television station, and a basis of cooperation has been worked out which will give a strong avenue of communication through news and special features on social welfare programs.
5. One of the chief areas of confusion in the past has arisen from a lack of clarity of the role of the Council as distinct from the Community Chest. Many agencies found it difficult when talking with staff members to distinguish whether they were discussing planning or aspects of Chest work. It will take a period of time before these past misconceptions can be resolved but necessary steps are being taken to improve the situation.
6. During the long period of time of minimum staff service for the Chest and Council the urgency of the fund-raising responsibility resulted in considerable neglect of attention being placed consistently on interpreting the Council's role.

XII. THE NEED FOR ADEQUATE COUNCIL BUDGET AND STAFF -

If Councils are to operate effectively in an atmosphere of bigness and rapid social change, they must have adequate staff. The chief commodity which Councils have to sell is the skilled services of their staff. The Council staff must be respected by leaders in the community and accepted by their professional peers. An adequate and competent staff is necessary to insure the quality and volume of work that will command community confidence and respect in the Council's operation.

Likewise, a Council must have an adequate operating budget if it is to carry out the kind of planning job that needs to be done. There is need for research activity, educational effort, administration of common services, program demonstrations, agency consultation and training institutes. Too many Councils in medium and smaller sized communities are operating on budgets that permit them to do no more than routine housekeeping services.

The Committee's Findings

1. Appended to this report is a detailed outline of current and emerging areas of Council work. In addition there is a summary of concerns expressed by the Council membership in the "problem census" at the Annual Meeting Conference May 27, 1961.

It was agreed item by item review and assigning of specific priorities was outside of the scope of this committee and this task was properly the job of the Executive Committee for report to the Board of Directors.

The necessity to carry on the type and volume of program activities indicated in appended program outlines can be seen in the findings contained in the Self-Study Report.

It is necessary for the Council to strengthen, broaden and sustain its efforts to keep pace with the general development of community services and in relation to the greatly increased scope of the work of the United Fund.

Since the separation of staff we have become more sharply aware that in order to perform its functions the Council must concentrate on developing community awareness of what the Council is doing. Time to do this work is needed as is the support of Council members, the United Community Fund and public service departments.

2. In a general appraisal of Council activities it is seen there are these categories:
 - a) Committee work to maintain and develop the essential organization of the Council.
 - b) Projects to which the Council is already committed which include areas of study through the Admissions and Evaluation Committee of the United Community Fund.
 - c) Community concerns that have been brought to the Council and represent new areas for Council attention.
 - d) Matters of some importance which will have to be deferred or referred to other bodies.

It is essential that great care be exercised through examination of staff reports, and Executive Committee study at the point of "intake" of new activities. Correspondingly, attention is required to weed out and complete any activities which may lighten the current load of activity.

3. Regardless of the individual items before the Council there should be goals to be achieved through major areas of activity. In this connection the Committee suggests the following for Board consideration:

Administration and General Activities - The Council exists to provide a common meeting ground and machinery through which a large number of voluntary and governmental services are able to come together to solve problems related to the provision of needed health, welfare and recreation services. The Council's Directory of Community Services shows 208 separate organizations or government departments providing direct services throughout this area. Each service is organized independently from the other. To fulfill its aims it must provide a service which is needed, which does not duplicate other services, and do it efficiently, with reasonable standards, and as economically as possible.

This is the foundation that built the Council of Community Services as we know it today. Without the services of an independent elected body of citizens to advise, coordinate and regulate there would be chaos. This involves widespread citizen participation and competent professional leadership. Under administration come such basics as a streamlined and efficient Council operation; the management of staff; direction to Committees; liaison with Board Members; consultation with private and public agencies; the channeling of fact-finding information; the documenting of surveys and other pertinent information; agency visitations; delegate body activities and programs; public relations and generally elevating the work of the Council to a place of high regard and usefulness in the community.

Problem Census - At the Annual Meeting Conference held on May 27, 1961 the Council was requested to consider and act on a large number of community problems that were considered important to this public gathering. Included were items on Rehabilitation; Child Welfare; Unmarried Mothers; Recreation Services; Community Facilities and many others. It is suggested that priorities be established, some of these items be referred to long range planning; others acted upon and included in the immediate program concerns of the Council.

Finance - The whole problem of financing United Funds and Councils is one of immediate concern. It is suggested that the Finance Committee (a standing committee of the Council) be charged with the responsibility of giving due consideration to the structure that exists today and bringing in a report for improvement covering both local and provincial areas.

Capital Expenditures - It is suggested that an ad hoc committee of people experienced in the financial field ... in the field of welfare ... and in the field of fund-raising be set up to consider the methods that may be agreed upon for fund raising for capital expenditures; the possibility of a central building for health and welfare agencies, etc. With the anticipated growth of Metropolitan Edmonton pressures will become increasingly heavy in coming years.

National Emergency - The possibility of a national emergency may be remote or it may be near at hand ... no one can predict accurately the trend over the next few years. But one thing appears certain. For political and other reasons defence preparations are going to be stepped up. Uniformed men and women will again be seen on the streets of Edmonton. The value of Civil Defence is an unknown quantity. All this will have an effect on health and welfare services in the years ahead. This concern should be before the Council and we should be prepared to gear ourselves for activity in this area.

Community Planning - Consideration should be given immediately to the setting up of a long-range planning committee to develop long range plans; to look ahead and anticipate future community needs. Perhaps only in this way will "social planning" and "physical planning" become properly related.

Research - This is a continuing program that will give to the Council the resources that it will need to do an effective and efficient job in other areas of activity. It is anticipated that this will be the responsibility of a man qualified to enter into this field of endeavour as early as possible.

/eg

