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## FOREWORD

Background for Planning represents the first of a series of Edmonton Welfare Council research reports, designed to call attention to some of the facts and possible trends that have a bearing on the development of our community's health, welfare and leisure-time services.

Descriptions of what is happening, or expected to happen, suggest questions but provide few answers to the perplexing problem of identification of community-service needs. Facts on our population or its characteristics or on the extent and nature of social problems yield no direct line to the establishment of social need. Does, for example, our delinquency problem mean a need for more or different family counselling, educational resources, child guidance clinics, recreation services, specialized youth counselling, law enforcement? Or are present resources, as constituted today, sufficient to deal with the numbers of youngsters involved and the particular problems they present? These are the kinds of questions that this material raises; some of these questions are highlighted in sections of the report called "Some Possible Implications".

The research arm of a welfare planning organization has a major responsibility to disseminate to the general public factual material related to health, welfare and leisure-time needs and services. Through this, concerned community groups, it is hoped, working through the Edmonton Welfare Council, will identify the implications, tackle the questions and make plans for the development of services so as to make Edmonton a better place in which to live and work for all its citizens.

In the preparation of Background for Planning, a number of persons were consulted and gave freely of their time and knowledge. Grateful acknowledgement is made of the assistance of staff members of the Alberta Department of Public Welfare, Dominion Bureau of Statistics, Edmonton and District Regional Planning Commission, and others of the staff of the Edmonton Welfare Council. Particular thanks are due two Edmonton Welfare Council colleagues in particular -- Allan Clark, who prepared the final copies of all maps and charts, and Mrs. Edith Goard who prepared the material for reproduction.

Barbara A. Scott,  
Research Director.

## BACKGROUND FOR PLANNING

### An Examination of Social Factors Related to Edmonton's Community Service Needs.

#### Introduction

We live in an era of seemingly unprecedented social change. Since the war we have experienced in Edmonton fast-paced changes with ramifications on many aspects of our daily lives -- our population nearly doubled in ten years; our urban area now sprawls over some 196 square miles; our production, resource development, standards of living have moved ahead at a rapid rate.

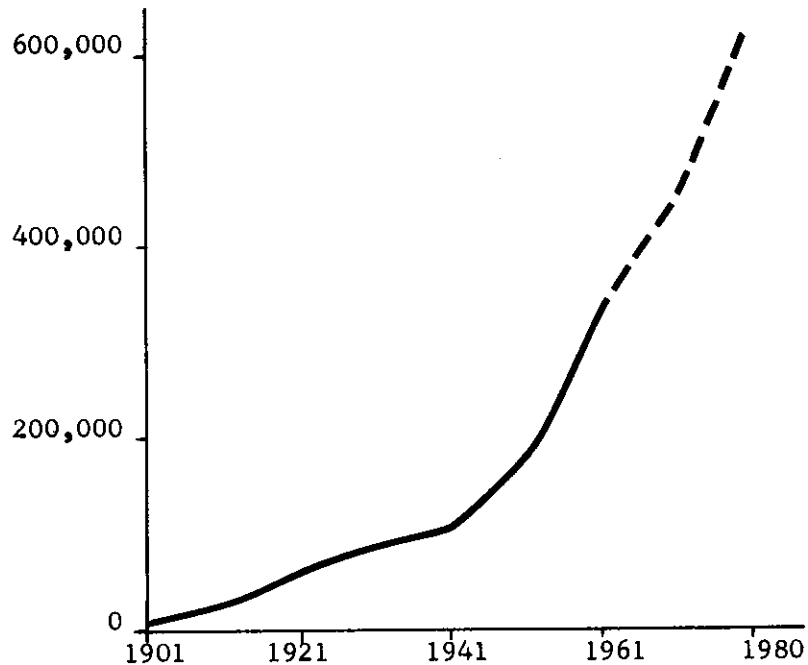
This growth and the social changes accompanying it shape the social problems of our complex community. To the extent that we can identify social trends, we can deduce some of the conditions which we now face and under which we will be living. An understanding of these changes in the fabric of our society is essential to the development of policies and programmes which can help correct some of the imbalances created by social change.

Edmonton's network of community-service organizations is the means by which its citizens attempt to meet their basic welfare, health and recreation needs. Modern urban life, impersonal and fast-changing, requires institutionalization of these services that, in pioneer days, were rendered by neighbour or kin-folk.

As with all institutions, community-service organizations grow and change, reflecting the extent to which the needs out of which they arose are met. There is always the possibility that changes in the community-service structure will lag behind changes in the conditions that affect the fulfillment of human needs. It is important, therefore, to examine the nature of these changing conditions -- what's been happening to Edmonton citizens and what is expected to happen to them that has significance for the welfare, health and leisure-time services of our community.

# We Are Growing Fast

Population Growth, Edmonton Metropolitan Area,  
1901-1961 and Projected to 1980



The entire world is in the midst of a population explosion in which Canada and the Edmonton Metropolitan Area<sup>a)</sup> are sharing. Since 1901 Canada's population has multiplied more than three-fold, and that of the Edmonton Metro Area, 57 times.

In the ten-year span from 1951 to 1961, Metro Edmonton increased by an average of more than 16,000 persons yearly -- nearly enough to populate each year the City of Red Deer.

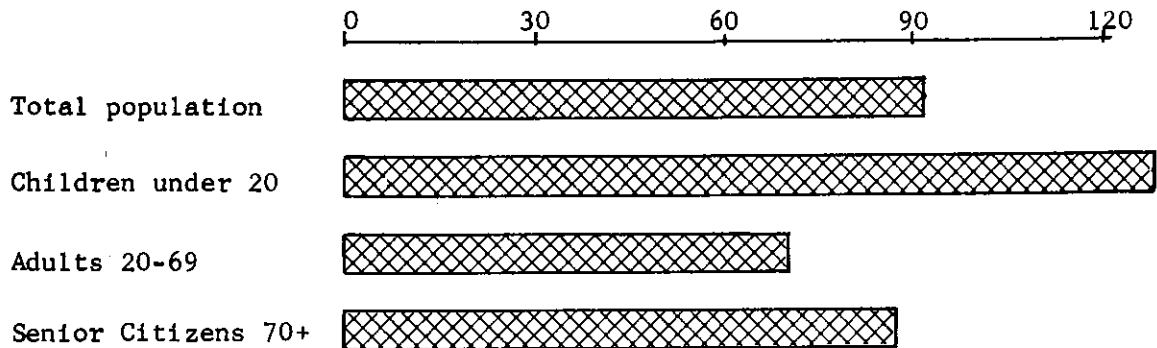
The social and economic conditions that have created our growth in the past are expected generally to sustain it in the immediate future. Best forecasts available place Metro Edmonton's 1970 population at 450,000 and the 1980 forecast is for more than 600,000 Metro Edmontonians.

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a) The City of Edmonton, St. Albert and parts of Strathcona, Stony Plain and Sturgeon County No. 15, as defined in the 1961 D.B.S. Census. The Edmonton Metropolitan Area is hereinafter referred to as Edmonton Metro Area and Metro Edmonton.

# Our Age-Dependent Population Is Increasing Rapidly

Percentage increase of population, by age group  
Edmonton Metropolitan Area, 1951-1961

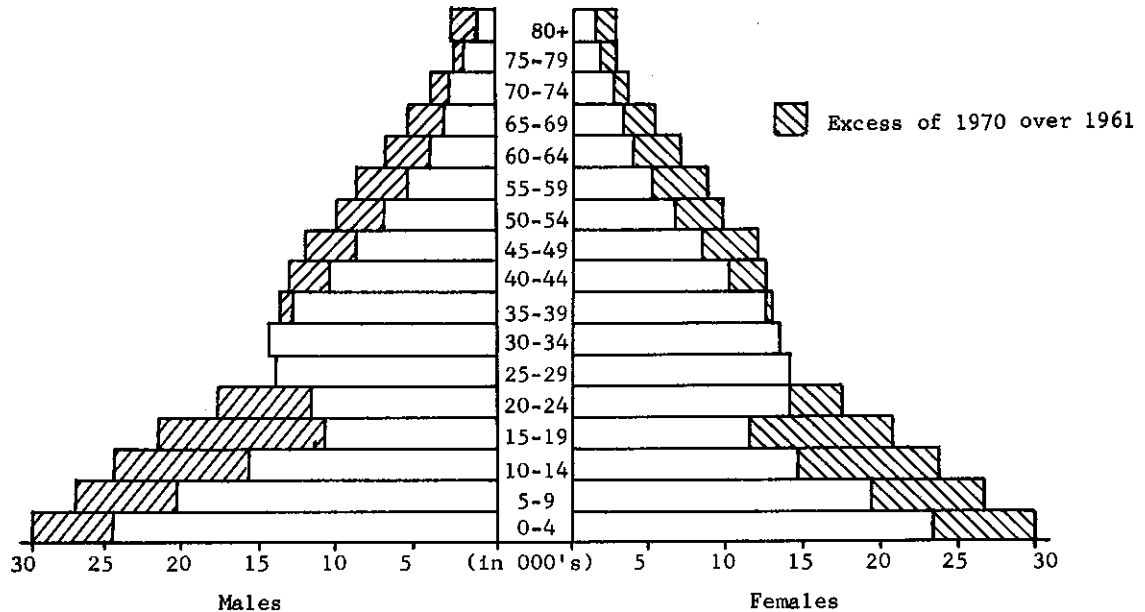


In the census decade 1951 to 1961, the child population (under age 20) of the Edmonton Metro Area increased two-and-a-quarter times, with biggest growth occurring in the young school-age group (aged 5-9 and 10-14). Also rapidly increasing -- but only at a pace approximating the total population growth -- was the elderly population, those aged 70 or more. These two groups-- children and the aged -- are generally economically dependent on the middle age groups (20 to 70).

It is the latter age group, the economically productive years from 20 to 70, that has experienced the smallest rate of increase.

# Youngsters And Teenagers Will Grow In Number

Age-Sex Distribution, Edmonton Metropolitan Area  
1961 and projected to 1970

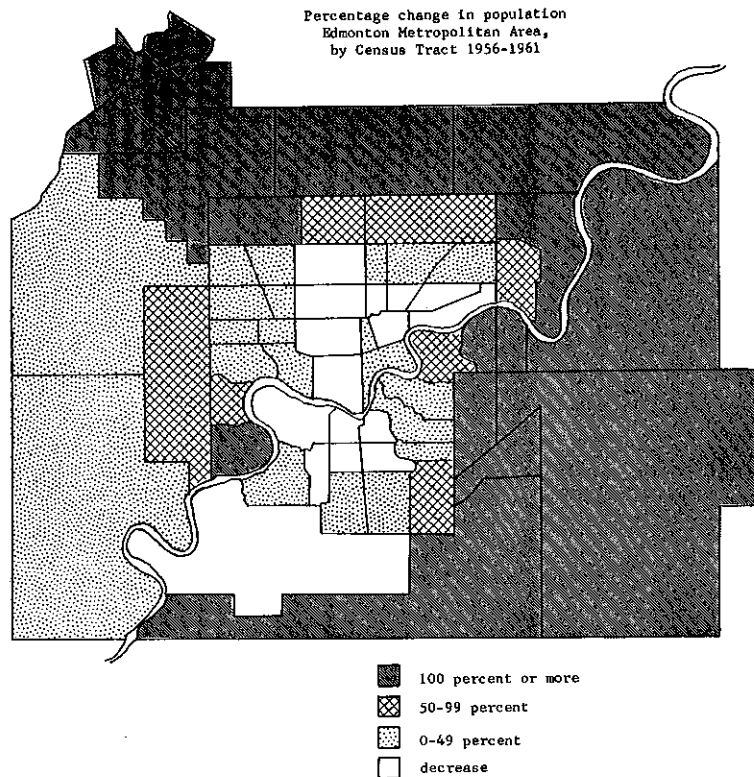


With births outnumbering deaths and a continued influx of newcomers, chiefly young adults, from other parts of Canada and abroad, the Metro Edmonton Area is essentially a youthful population.

Biggest changes in the age structure of our population in the next few years will occur in the teenage groups. Now relatively small in number, teenagers by 1970 will be a significant age grouping in our total population. As today's large number of young children grow older, we can expect teenagers (aged 15-19) nearly to double in number between 1961 and 1970.

Young children in 1970 will continue to be the largest grouping within our Metro Edmonton population. Rapid increases among senior citizens may be expected, although this proportion in the total population will not change drastically. Adults aged 25-35 will remain substantially unchanged in number, representing today's relatively small number of teenagers and young adults.

# We Are Spreading Outward



The outlying sectors of our metropolitan area experienced the most rapid population growth during the five-year span from 1956 to 1961. Central core areas of Edmonton, as with most large urban areas, decreased in population during this period.

Families with children predominate in the outer areas of Edmonton City and in the fringe of the metropolitan area -- six percent of Metro Edmonton's child population (under age 20) lives in the metro fringe, another 79 percent, in our outer area and only 15 percent in the inner core of Edmonton. (With respect to total population, these areas house five, 74 and 21 percent, respectively.)

On the other hand, older people comprise a much larger proportion of the population of the inner core than they do of other sectors of Metropolitan Edmonton. Nearly two-fifths of our population aged 65 or more lives in the inner core.

We can expect that outlying areas will continue to house families with children, and inner core areas, older people and young adults in future.

SOME POSSIBLE IMPLICATIONS  
FOR COMMUNITY SERVICES

The unprecedented population growth over the past few years coupled with its expected continuation in the immediate future suggests that pressures for community services will continue. If community services are not expanded in equal measure to the population increase, is it not likely that Edmontonians will experience a lag between what is needed and what is provided by way of community services?

Does not the expected increase in our teenage population suggest a need to re-examine the adequacy of resources available for this age group? What exists by way of services to teens may be expected to be subject to the intense pressure of sheer numbers over the next few years.

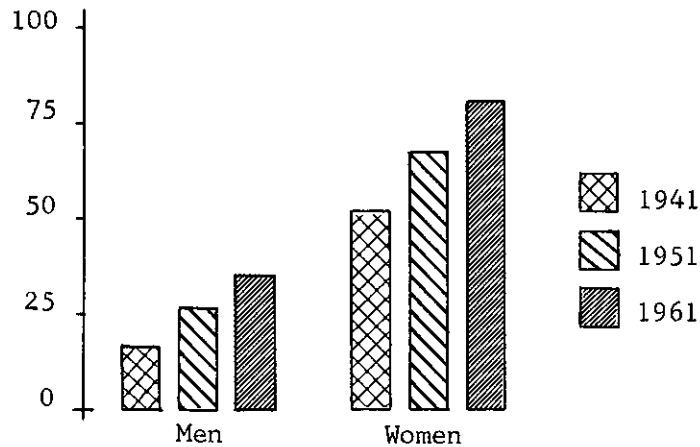
Our senior citizens and our young adults may well require more services, from sheer numbers, as well.

As the various areas within Metropolitan Edmonton increasingly house different types of people -- families with children in outer areas, young adults and older persons in inner areas -- does it not become desirable to identify the most appropriate locations of various types of community-service facilities in terms of whom they are intended to serve?



# More Families Than Ever Before

Percent of population aged 15-24 married,  
by sex, Alberta, 1941, 1951, 1961



Never before has there been such a sharp rise in the proportion of married persons in the Alberta population<sup>a)</sup> as during the past two decades. Today two-thirds of all men (aged 15 or more) and over seven-tenths of all women are married, as compared to just over half of all men and just under two-thirds of all women twenty years ago. Biggest increases in the married population have occurred among young people, as shown above.

Albertans are marrying at an earlier age than ever before -- the average age of brides at marriage dropped from 24 years in 1940 to 19 years in 1963 and similarly, the average age of grooms in 1963 was 21 years as against 28 years in 1940. The trend to early marriage is further underscored by the fact that more teen-age marriages are occurring -- in over one-third of Alberta marriages in 1963 one or both partners was a teenager, and six percent of the total represent marriages in which both partners were teenagers.

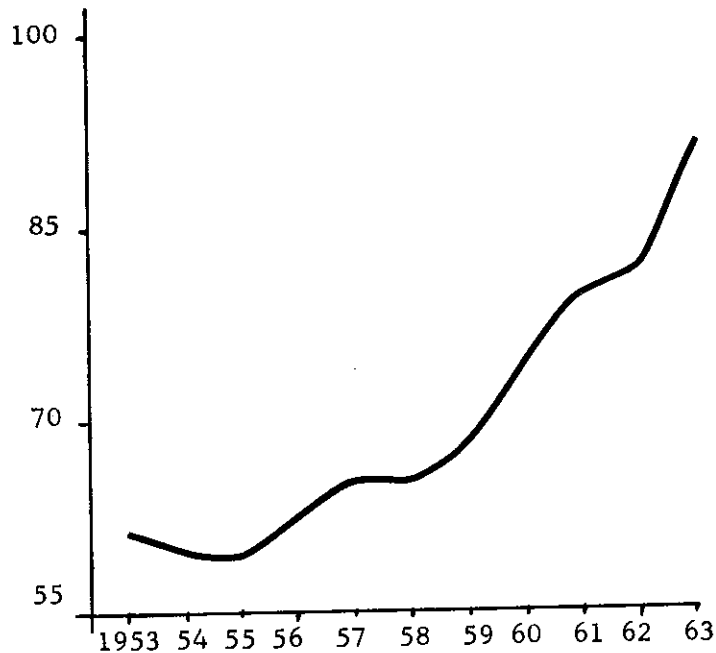
Along with the trends toward more families and toward family formation at younger ages, there is a trend toward larger families. One-in-three Alberta births in 1963 represented birth of the fourth child or more, as compared to one-in-four ten years previously. Average family size of Edmontonians has moved upward from 3.4 at the time of the 1951 census to 3.5 in 1956 and to 3.7 in 1961.

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a) Although the focus of this report is Edmonton, certain data are more readily available for Alberta as a whole and are presented herein. It is believed that the general patterns shown for the province are reflected in the Edmonton experience.

## More Family Break-Down

Divorce Rates, Alberta, 1953-1963  
(Rates per 100,000 population)



Corollary to these trends toward family-centredness, Edmonton families appear subject to more and more stress. For example, divorce rates among Albertans reached a ten-year peak in 1963, as shown in the accompanying chart. Too, in the same decade, divorces granted by the Edmonton Judicial District nearly doubled, rising from 308 in 1953 to 608 in 1963.

Edmonton's three family casework counselling agencies<sup>a)</sup> deal with a wide range of family problems -- economic difficulties, individual personality adjustment, housing, illness and others. However, among the major problems dealt with are those of family relationships - marital and parent-child problems. Among the 2,282 cases served in 1964 by these agencies, over two-thirds had problems in family relationships.

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a) Catholic Family and Child Service, Family Service Association and Jewish Family Services.

Further evidence of stress to which families are subject is found in the year-by-year increase in numbers seeking family court services in respect of severe marital difficulties. Such families resident of the City of Edmonton are provided counselling<sup>a)</sup> and related assistance by the City of Edmonton Welfare Department. In the single year from 1963 to 1964, families requiring such counselling increased by 19 percent.

Statistics on mental illness and on alcoholism, both of which create hardship on family life, provide still additional insight into what is happening to families today.

It has been estimated that one in every 10 persons suffers, at any given time, from some form of mental illness. If the proportion holds true for the Metro Edmonton Area, then over 33,000 Metro Edmontonians in 1965 experience some form of mental illness. Private resources, government hospitals and clinics can obviously handle but a small fraction of those with the more intense forms of mental illness.

The Division of Mental Health of the Provincial Department of Public Health operates in Edmonton a community mental health service, the Provincial Guidance Clinic, and an active treatment mental hospital, the Provincial Mental Institute. Both report expanded services -- the community guidance clinic served in 1963 about 13 percent more patients (chiefly children) than in 1962; the Mental Institute reports that admissions in 1963 reached an all time high, and projects a continued high admission rate in future.

Best estimates of the prevalence of alcoholism in Alberta show a substantial rise in rates over the years, from a rate (per 100,000 adult population) of 600 in 1935, to 1,040 in 1945 to 1,390 in 1956. Today, it is conservatively estimated by the Alcoholism Division of the Provincial Department of Public Health that Alberta has 14,000 alcoholics; this does not include an unknown number of individuals with serious drinking problems.

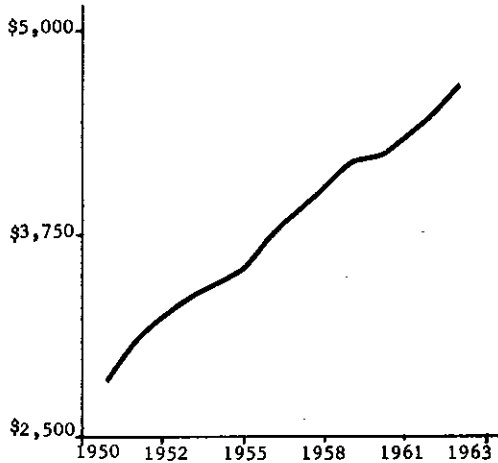
Family life today is rent by many factors. We have described only symptoms of social and personal ills that have an unassessed -- nonetheless likely great -- impact on Edmonton families.

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a) Residents of metropolitan area outside the city and of other regions are provided this service through the Province of Alberta, Department of Public Welfare.

# Affluent Edmonton

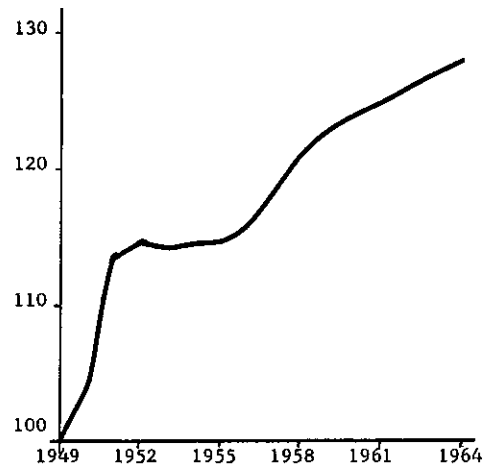
Average Annual Income  
Reported by Edmonton  
Taxpayers



We're a wealthy city and a rich province -- and we're growing still more so. As the chart shows, the average income reported by Edmonton City taxpayers rose from \$2,874 in 1950 to \$4,606 in 1963 -- up by 60 per cent.

Our level of living is rising too, despite the encroachments on spending power made by constantly rising prices. Thus in constant (1949) dollars, the average income reported by Edmonton taxpayers has increased by about 15 percent in the 10-year span from 1953 - 1963. In other words, for every dollar of income an Edmonton taxpayer had in 1953, today he has about \$1.15. The rise in our incomes has sharply outpaced the increase in prices, as measured by the Consumer Price Index.

Consumer Price Index 1949-65  
Edmonton Calgary District  
(1949 = 100)



According to 1961 census findings, average total income of Metro Edmonton families amounts to \$5,998 and that for persons not in families, to \$2,384. This includes income from all sources -- wages and salaries, tips, commissions, Family Allowances, welfare and other transfer payments, pensions, investments, room rentals, etc.

## We Are Living Better

As a result of our unprecedented wealth, a larger portion of family budgets is channelled to goods and services other than the three bare necessities of food, clothing and shelter. Only about half of the budgets of Edmonton families, on the average, represent expenditures for these items.

### Patterns of Expenditure 82 Edmonton Families of two or more, 1959

<u>Expenditure items</u>	<u>Percent of total expenditure</u>
Total	100%
Food	22.3
Housing and household operation	18.4
Clothing	9.5
Home Furnishings	7.2
Medical Care	4.1
Personal Care	2.0
Automobile and other transportation	12.5
Recreation	3.4
Reading and education	1.4
Smoking and alcoholic drinks	3.7
Gifts and contributions	2.2
Insurance and other security	4.7
Personal taxes	7.1
Other	1.5

As our incomes rise and we face unprecedented leisure time (average hours at work in Canada has dropped from 44 only 20 years ago to less than 40 hours today), more and more of our budget dollar is devoted to the conveniences, and even luxuries of life. For example, 97 percent of Alberta households have one or more radios, 85 percent, one or more television sets, 78 percent, one or more automobiles. These facts reflect a changed pattern of living, at an unprecedented level of prosperity and plenty.

# The Poor

The price of all this affluence in Metro Edmonton has been an increasingly complex system of producing goods and services. The demand for workers who can cope with the complexities of our new industrialization is high -- professional, technical and managerial jobs go begging.

At the same time, many of the people who used to make up the backbone of our society -- the laborer, the artisan, the shop-keeper -- find it harder and harder to get jobs in our fast-changing city.

The under-educated worker, the elderly, the ill or handicapped, minority groups -- these have all been passed by in our fast-rising prosperity. These have no real role in our economy, or are physically, mentally and socially not able to fill a role in this work-focussed<sup>a)</sup> city of ours.

Today, in Metropolitan Edmonton, one family in every four is living below the threshold of poverty, that is, on less than \$4,000 annually.<sup>b)</sup> Among non-family persons, nearly half live below the acceptable level of income outlined by the Canadian Welfare Council. Overall, about one-fourth of Metro Edmonton's population is living in poverty.

## Percentage of Population Living at Various Levels of Poverty, Edmonton Metropolitan Area, 1961

	<u>Income Level</u>		
	<u>Under \$2,000</u>	<u>Under \$3,000</u>	<u>Under \$4,000</u>
Families	7.6	14.9	28.5
	<u>Under \$1,000</u>	<u>Under \$1,500</u>	<u>Under \$2,000</u>
Non-family persons	29.6	39.0	47.1

a) Details on Edmonton's poor will be published in a special report expected to be available this winter.

b) The Canadian Welfare Council has suggested that the cut-off points defining poverty be \$4,000 a year for families and \$2,000 a year for non-family persons.

The cut-off point for poverty is an arbitrary choice; poverty is, after all, relative to prevailing living standards. A dollar income of \$3,000 annually means one thing to an Edmonton City family of four, and quite another to a family of the same size living on a farm. The poor have to be identified in terms of the prevailing level of living of the area in which they live. As Michael Harrington has so aptly described it:

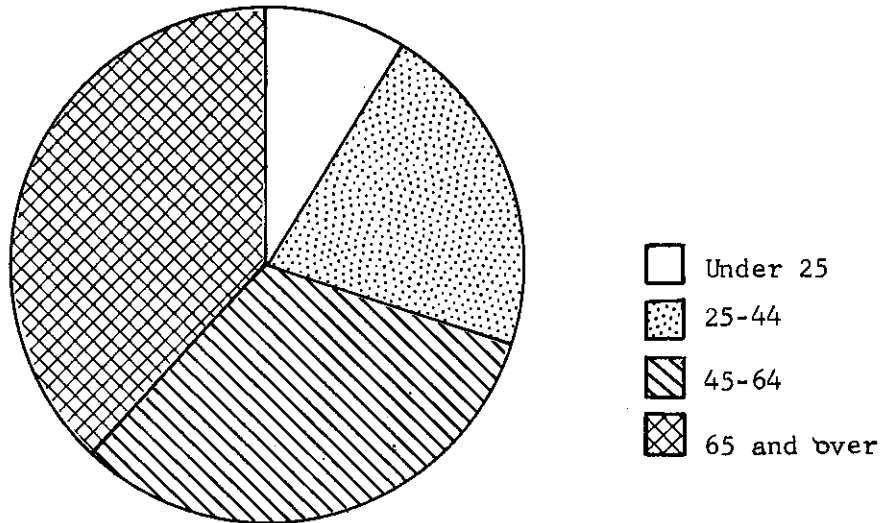
"There are new definitions of what man can achieve, of what a human standard of life should be. Those who suffer levels of life well below those that are possible, even though they live better than medieval knights or Asian peasants, are poor ... Poverty should be defined in terms of those who are denied the minimal levels of health, housing, food and education that our present stage of life specifies for life as it is now lived in (Canada)."

As shown in the table on the preceding page, families living at what can only be described today in our city as dire poverty -- less than \$2,000 a year -- comprise one in every 13 Metro Edmonton families; individuals under the same dire circumstances - less than \$1,000 yearly -- account for one-in-three of our non-family persons. The total population living at this level, including individual family members as well as non-family persons, numbers about 30,000 and represents nine percent of our Edmonton Metropolitan Area population.

Regardless of the cut-off point chosen to define the poor -- whether \$2,000, \$3,000 or \$4,000 a year for families -- the fact remains that startling numbers of Edmonton Metropolitan families and individuals are in hardship in the midst of our prosperity and plenty.

# Our Physically Disabled

Severely and totally disabled population,  
percentage distribution by age group



An estimated three percent of the Canadian population is severely or totally disabled -- so handicapped that their home or work responsibilities cannot be carried out in the normal manner. As shown in the chart above, over half of the severely and totally disabled are in the working ages from 25 - 64. If these data are applicable to our area, then about 10,000 Metro Edmontonians are severely or totally disabled, and about 5,300 of these are in the working age groups.

Families whose breadwinner is unable to be fully employed, or whose homemaker cannot carry on normal home duties, face a problem with many ramifications. There may be required not only medical and nursing services, rehabilitative programmes, sheltered employment and the like, but also services to ease adjustment to a changed way of life, including financial aid, counselling, environmental changes in housing, etc.



SOME POSSIBLE IMPLICATIONS  
FOR COMMUNITY SERVICES

If, as evidence suggests, there is considerable stress on family life today, do we not need to examine current experience and, within our resources, develop new approaches to family service, particularly in terms of preventive aspects?

Available services for relieving hardship of our poverty-stricken population include financial assistance and such rehabilitative programmes as job training and re-training, sheltered workshop services, vocational and job counselling, aid in family budgeting and in nutrition, etc. Are the resources now channelled to rehabilitative services through both governmental and voluntary programmes sufficient for the need among our marginal income population? Will they be sufficient in the future?

What are some of the services required to kill poverty in our midst? Does not this problem of the poor call for a greater understanding of the nature of poverty, and for a massive attack on all fronts, using welfare, educational, employment, religious resources, as suggested in the federal poverty program?

## Children And Teenagers

Whatever affects families has ramifications on children -- the conditions of family life, as described in the preceding section, bear directly on our youngsters. The intent of this section, specifically on children and teenagers, is to call attention to some of the circumstances and the problems that directly affect our youngsters.

There is evidence that, in our urbanized society, impersonal and fast-changing, more and more children are caught in damaging circumstances. Yet the sensational statistics on delinquency, on battered babies, on disrupted homes, while serious and demanding of community attention, should be seen in an overall perspective. Children known to police, families with severe marital or parent-child relationships, youngsters without homes facing continued wardship throughout their minorities -- all of these are a small proportion of total children and families. The intent in focussing on problems in this section (and others, as well) is to underscore serious situations that exist and that, though small in relation to Edmonton's population as a whole, are increasing and need community attention.

Perhaps the single fact with greatest significance is the number of teenagers today and the numbers expected in the next few years. The age group (15-19) that in 1961 numbered 22,600 is expected by 1970 to number 42,300. Too, children under 15 who today number 117,641, by 1970 are expected to number over 160,000.

The teen years in particular are known as the troublesome ages. Problems in social adjustment, both within and outside the family group are often intensified for teenagers.

## Juvenile Delinquency

One of the most widespread of concerns relating in large measure to the teen years is that of juvenile delinquency.<sup>a)</sup> Among youngsters charged by the Edmonton Police Department, the majority are teenagers.

Despite all that has been, and is being, written about juvenile delinquency, we don't know its extent. Youngsters charged with law-breaking acts -- and whose age for boys is under 16 and for girls under 18 -- are the closest available measure of Edmonton's juvenile delinquency. Yet ample evidence exists that delinquencies known to the police are but a portion of actual law-breaking by children.

Given this situation, a marked rise in numbers charged by police can reflect as much an increase in number of police available to discover the problem as a rise in the number of youngsters involved in delinquent acts. Statistics on delinquency, then, have serious limitations and must be interpreted with care.

In 1964, City of Edmonton police charged 889 youngsters (boys under 16 and girls under 18) with offences. This represents an increase of 18 percent over the previous year's 751 children charged.

Boys outnumbered girls by about three-to-one. Chief among the offences with which boys were charged was theft of some sort -- primarily theft of goods valued at less than \$50., breaking and entering homes, shops or other places and car thefts. Combined, these three offences accounted for nearly three-fourths of all reasons for which boys were charged. Crimes against persons (e.g. wounding, assault, rape and related sexual offences) accounted for about four percent of boys' offences and miscellaneous other offences (such as against liquor laws, for example), accounted for the remaining reasons.

Girls, on the other hand, were, for the most part involved in violation of federal statutes, chiefly relating to sexual immorality.

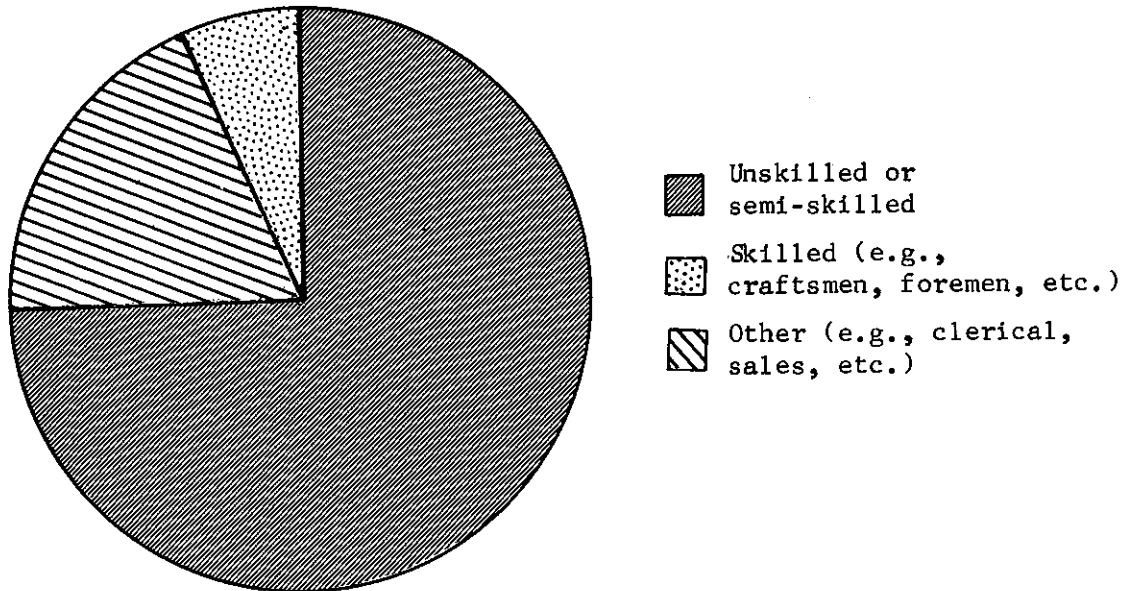
The Welfare Department of the City of Edmonton points out that "much of today's delinquency is based on the lack of a meaningful and challenging role for youth, due to our affluence, our urban sprawl, our mobility and free time. If this thesis is correct then each family must strive to provide the needed challenge and meaning to youth."

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a) Tentatively scheduled for release during early 1966 is a special Edmonton Welfare Council report on juvenile delinquency and adult crime.

# School Drop-Outs

Type of work accepted by pupils leaving  
Alberta schools for jobs during 1963



Another problem particularly related to teenagers is that of dropping out of school, with its implications for the work-life of the drop-out. More youngsters than ever before are staying in school; however, there is still a substantial number of children who retire from school life before completing their course of studies.

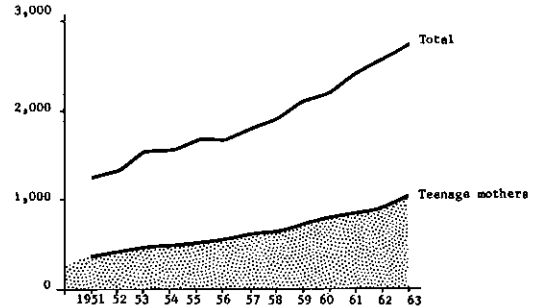
During 1963, some 6,776 pupils left Alberta schools to take jobs. About half left during their final year of high school, 30 percent during Grades 10 and 11 and 20 percent, before completing Grade 9.

As shown in the chart above, three of every four of these youngsters were headed for unskilled or semi-skilled jobs - the very kind of work which unemployment is expected to hit first in the face of developing technological change.

# More Illegitimacy

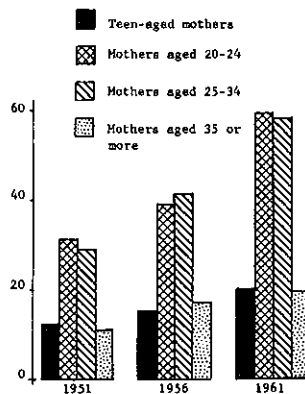
Number of Illegitimate Births by Age of Mother 1951-1963

The increasing incidence of illegitimacy, particularly among teenagers, has aroused widespread concern. From 1951 to 1963, illegitimate births to Alberta mothers have more than doubled and now account for about seven percent of all Alberta births. Teenage mothers who, in 1951, gave birth to less than a third of the illegitimate babies (32 percent) in 1963 produced nearly two-fifths (38 percent) of them.



However, illegitimacy rates, calculated on the population base most relevant to illegitimacy -- unmarried women and girls (e.g., single, widowed or divorced) -- show that illegitimacy has risen fastest among older women; indeed young adults from 25-29, have the highest illegitimacy rates and the rate of increase in incidence among the older group has far outpaced that of the teenagers.

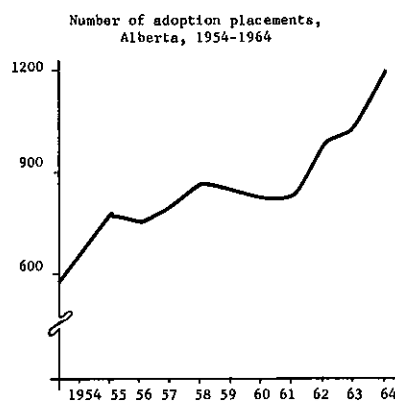
Illegitimacy rates by age of mother, Alberta, selected years. (Rates per 1,000 unmarried females in each age group)



Although the problem of illegitimacy among teenagers is not so widespread as among older women, there is no cause for complacency. Illegitimacy rates among girls and women have risen rapidly in the past decade as shown in the accompanying chart. This is a problem that has ramifications on many aspects of community services.

# Adoptions

Rising numbers of illegitimate children are, in part, behind the steady increase in children coming into the care of the Provincial Department of Public Welfare. Approximately three-fifths of unwed mothers (exclusive of common-law wives) surrender their children for adoption.



There are, however, other reasons for children coming into care -- these may include youngsters neglected by parents or whose homes have been disrupted through desertion, divorce or the like. Nowadays, relatively few children are members of families broken by death, thanks to our higher life expectancy. As a result, there has been a shift in children's services over the last few generations from emphasis on "orphan asylums" to placement of children in a family setting, an adoption home if at all possible or a foster home.

Indeed, the number of adoption placements in Alberta has steadily increased over the past decade, so that today they are nearly double the number ten years ago. Yet the number of children made wards each year -- and thus becoming legally available for adoption -- is outpacing adoption placements; for example, in 1964 children made wards outnumbered by 28 percent adoption placements. The Report of the Committee on Adoption notes this with concern and indicates that youngsters for whom adoption homes are hard to find are older children or the physically, mentally and socially handicapped (e.g., as through race).

Reflecting modern emphasis on care for children in family settings whenever possible, the Department of Public Welfare reports that, of the 5,220 children in care as of March 31, 1964, three fifths (60 percent) were in foster homes, 27 percent, in adoptive probation homes and 13 percent, in institutions.

More and more, institutions for children are playing a specialized role -- serving children who, because of a mental, physical or emotional disorder, cannot make a satisfactory adjustment to foster family living.

Corollary to the trend to keep children in family settings is increased effort to prevent youngsters from coming into care in the first place. Families provided counselling and other assistance to prevent their children from coming into care have consistently increased in number over the past few years, according to reports of the City of Edmonton Welfare Department. (In 1964, child protection cases numbered 1,382, as compared to 1,280 in 1963.) A broad battery of supportive community services may be required as resources to help prevent children from coming into care -- examples might include financial aid, homemaker services during the temporary incapacity of the mother, day care services for children whose mothers must work to maintain the home.

## More Mothers Employed

One of the most far-reaching social changes of the middle decades of this century has been the sharp increase in married women in the labor force. In Canada in 1941, only one married woman in 20 was employed; by 1951, more than one in 10 had a job and today, nearly one married woman in four (23 percent) works outside the home. In the period from 1959 to 1961, married women entered the labor force five times faster than single women.

In the Edmonton Metropolitan Area, as of the time of the 1961 Census, nearly one-third (31 percent) of the labor force were women. Of the 40,761 Edmonton women in the work force, 20,876 (51 percent) were married and an unknown number widowed, divorced or separated.

The significance of these figures lies in the fact that many married women who work have children for whom suitable child-care arrangements must be made during working hours. According to Women's Bureau estimates, about two-fifths of employed married women have pre-school children.

Assuming that these nation-wide proportions are applicable to the Edmonton Metropolitan Area, then there are, at a very minimum, 8,350 pre-school age children of employed mothers. A recent Edmonton Welfare Council report estimates that, in the City of Edmonton alone, there are 7,110 youngsters under age six whose mothers work.

The over-riding question confronting Edmonton today is not whether mothers of young children should work -- in fact they are, and in increasing numbers -- but rather what child care arrangements are required to serve adequately the children of employed mothers.

In Edmonton, there is sufficient licensed day care space to care for about five percent of the pre-school aged children whose mothers work outside the home. In other words, for every 20 pre-school aged youngsters whose mothers work, licensed accommodation is available for one child.

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a) This section is excerpted from the Edmonton Welfare Council report, An Assessment of the Need for Day Care Services for Children of Employed Mothers in Edmonton, Day Care Planning Committee, September 1965.

SOME POSSIBLE IMPLICATIONS  
FOR COMMUNITY SERVICES

Numbers of teenagers in future may be expected to cause great pressure on existing resources for this age group.

This is the age group that constantly drops out of leisure-time organizational activities. Leisure-time services, including character building organizations, recreation and group work agencies, may want to evaluate their teenage programs in relation to the total community requirements to be sure that they are geared to meet the needs of this age group. Particularly is this suggested by the numbers of teens who tend to be delinquent or pre-delinquent, leave school early, and have employment problems.

What is happening now, and what will happen in future, to youngsters who leave school at an early age, in the face of decreasing numbers of jobs for unskilled people?

If children are no longer coming into care mainly because of orphanhood, but rather because of a variety of complex and difficult family situations, are our child welfare resources adequately geared to meet the special needs that these children, with their damaging experiences, have?

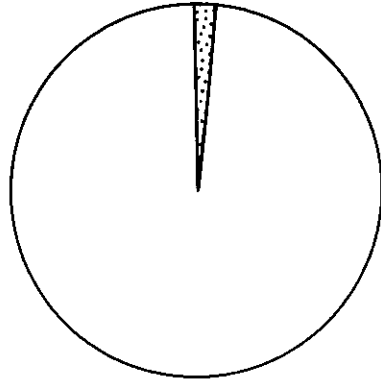
Are existing community resources sufficient to meet needs for supportive services to help prevent children from coming into care?

Do we not need to look critically at the location of leisure-time, day care, counselling and other services throughout Metro Edmonton to be sure that they are so developed that those in need have ready access to them?



# Indian & Metis

Indian and Metis as a proportion of the Edmonton Metropolitan Area population, 1961.

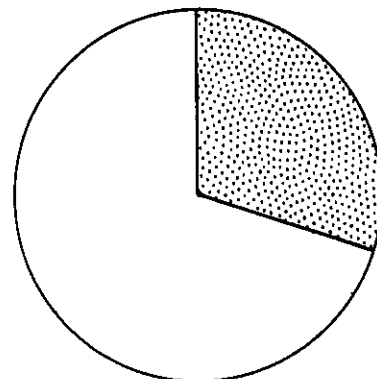


How many Indians and Metis live in Metro Edmonton is not known. Census findings would suggest that about 2,800 Treaty Indians are Metro Edmonton residents; the number of Metis, not recorded in the census, is estimated at about the same. Together, Indian and Metis residents are estimated to comprise less than two percent of our population.

Our tiny Indian-Metis population requires a disproportionate share of community services; estimates made in early 1965 underscore this. For example, at Fort Saskatchewan Jail, an estimated 30 percent of all male and 75 percent of all female inmates are people of Indian ancestry; 30 percent of the public assistance caseload of the local office of the Provincial Department of Public Welfare are Indians or Metis; one-fourth of the child care and protection caseload of the City of Edmonton Welfare Department are of Indian origin; about 30 percent of Alberta's illegitimate births each year are to Indian-Metis unmarried mothers.

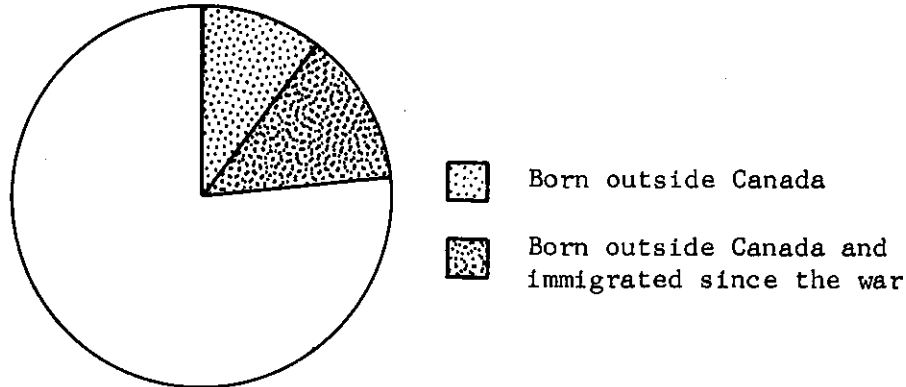
Estimated proportion of Indian and Metis in welfare caseloads

Such data serve to underscore our failure as a community to meet adequately the needs of our Indian and Metis population. One might surmise that change from rural or reservation life to our highly urbanized situation -- with its emphasis on education, its demand for skilled workers, its spirit of acquisitiveness -- shatters whatever tenuous social adjustment to Edmonton life the newly arrived Indian-Metis is prepared to make; the result, all too often, is anti-social behaviour, inability to support himself and severely strained family relationships.



# New Canadians

Proportion of population born outside Canada,  
Edmonton Metropolitan Area, 1961



One-fourth of Metro Edmonton's population are new Canadians, people born outside Canada. Nearly one Edmontonian in every seven immigrated to this country since the war (1946-1961).

Among the 79,036 Edmontonians born outside Canada, about 40 percent were born in the U.K., other Commonwealth countries or the United States. Sixty percent are from Europe (chiefly Germany, Poland, the U.S.S.R. and other eastern and southern European nations) and from Asiatic countries.

Perhaps the biggest problem faced by newcomers to Canada from European and other non-English-speaking countries is that of language. For the non-English speaking newcomer, language difficulties intensify problems in adjusting to an already bewildering new way of life. Local schools (public, separate and private) and community groups, such as churches, service clubs and similar organizations, offer classes in English to new Canadians.

Generally, the first problem an immigrant must face, after finding a place to live, is finding a job in order to support his family. Newcomers to Canada, often from rural eastern and southern European cultures, frequently lack skills demanded for adequate jobs in Metro Edmonton.

Perhaps nothing illustrates the initial job and related economic difficulties of newcomers to Canada so vividly as an examination of statistics on poverty. In Alberta as a whole, 31 percent of the families whose heads were born in Canada live in poverty (below \$4,000 annually); in sharp contrast, 50 percent of families whose heads immigrated to Canada since 1958 live in poverty.

## Senior Citizens

Edmonton is a youthful city, for only about four percent of our population are senior citizens aged 70 or more. Yet our 12,907 older people are expected to grow in number to reach nearly 20,000 by 1970. Apart from numbers, as related to need for service, old age brings with it problems that may require community assistance.

One problem is loss of spouse, which means a major change in patterns of family living. Forty-two percent of Alberta's senior citizens aged 65 or more are widowed. The problem of loss of spouse is more prevalent among women than men, for three-fifths (61%) of older women are widowed as compared to only one fourth (24 percent) of the men aged 65 or more.

Loneliness is often reported as a problem among older people, particularly among those whose family life has been disrupted by the death of a spouse or by children leaving home for marriage or a job. To combat this and to promote constructive use of the abundant leisure-time at older folks' disposal, Friendship Clubs and Golden Age Clubs are increasingly being developed throughout the metropolitan area.

But perhaps more than any other circumstances confronting older people, the two problems, possibly related, of poor health and poverty stand out. Retirement makes necessary a major readjustment in the economic life of an older person and his family; because of insufficient pensions or none at all, fixed incomes and the like, substantial proportions of older folk are living below the poverty line. For example, among Alberta persons aged 70 or more not living in families, 59 percent have incomes of less than \$1,000, as compared to 16 percent of the comparable population group aged 25-54; similarly of Alberta families whose head is aged 70 or more, 43 percent live on \$2,000 or less, as compared to six percent of those whose heads are aged 25-54.

Although modern medicine has made great strides against acute illness, the degenerative illnesses, including heart trouble and cancer, etc., remain unconquered. At any given time, roughly two-fifths of persons aged 65 or more are ill to the extent that normal daily activities are disrupted. In comparison, of the total population of all ages, eight percent are ill at any given time. Ill old people may require chronic hospital or nursing home care -- there are about 742 licensed nursing home spaces in Metro Edmonton. However, studies have shown that, whenever possible older people prefer to remain in their own homes, among familiar surroundings.

Visiting nurse and homemaker services are some of the programs geared to assisting older people, who might otherwise require institutionalization, to remain in their own homes whenever possible.

SOME POSSIBLE IMPLICATIONS  
FOR COMMUNITY SERVICES

In view of our lack of knowledge about Indians and Metis in Edmonton, do we not need to study comprehensively their numbers and their problems, in order best to identify ways in which widespread maladjustment to urban life can be prevented?

Are existing services so organized and equipped as to be applicable to preventive and supportive aspects of work with Indian and Metis people -- are special new services required?

If immigrants from rural European areas are unsuited for our complex job demands and under-educated, is special attention for this group required, in terms of English instruction, educational up-grading and vocational training?

What is the most appropriate role of our community's leisure-time services in relation to Indians, Metis and newcomers to Canada? Do we need special services or should we utilize existing resources in an intensive effort to serve these groups?

Do we have sufficient services, e.g. counselling, recreation, etc., adequately to assist the elderly and their families to adjust to the personal, social and economic changes that so mark these years?

# Areas In Need Of Community Attention

Throughout this report, our focus has been a broad picture of what's happening in the Edmonton Metropolitan Area that has relevance for community services. Some mention has been made of differential service-need by geographic areas -- thus, the pre-dominance of families and young children in the outer ring of the city has been noted, and the question raised as to whether services to families and children, such as family counselling, day care, etc., all of which are in the inner core, are appropriately located and accessible so that maximum use can be made of them.

In this section, through a series of maps we intend tentatively to identify those geographic areas of which the population, in all likelihood, is beset by economic and social problems.

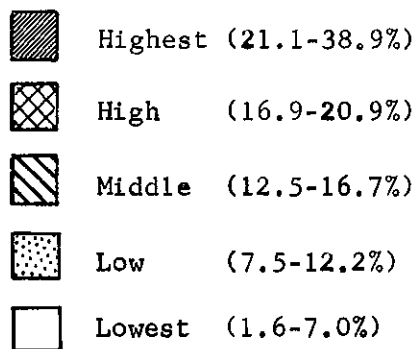
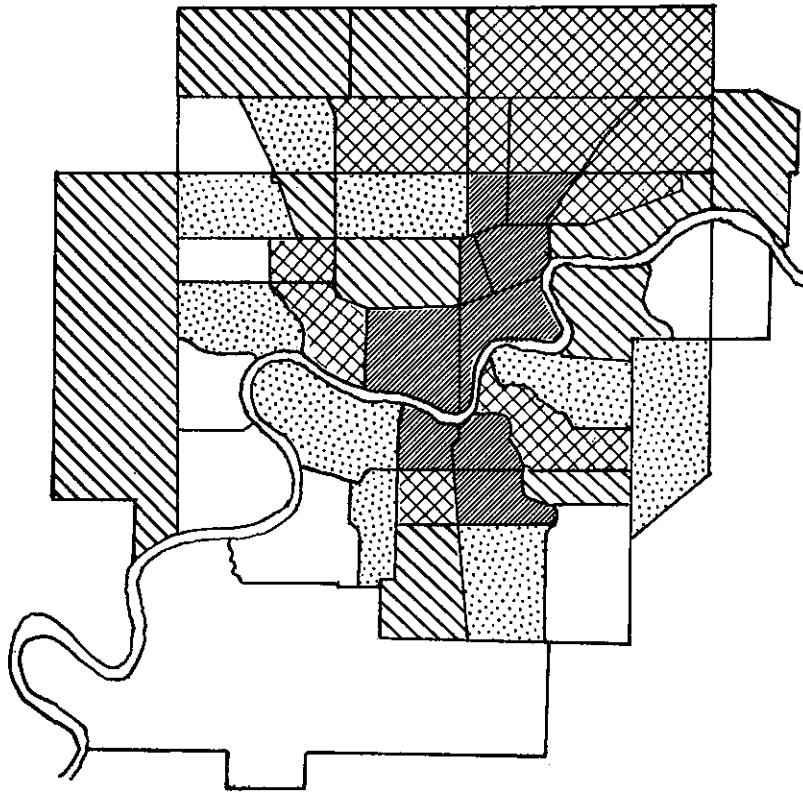
Areas in need of community attention are identified through a series of maps, on succeeding pages, each based on a selected factor that experience suggests is generally related to economic or social problems. These do not take into account the existence of resources, but merely point up potential problem areas.

Edmonton has been subdivided into relatively small districts, called census tracts, which form the basis for reporting much of the D.B.S. Census information. For all census tracts of the City of Edmonton, rates were calculated, indicating the proportion of tract population possessing each specific trait. Rates were developed on the following characteristics for each census tract:

1. Family income - the percentage of families with an income under \$3,000 -- a measure of poverty.
2. Educational level - the percentage of adults with elementary school education or less -- a measure of the lack of educational achievement.
3. Household tenure - the percentage of households that are tenant (non-owner) occupied -- a measure of the absence of property ownership.
4. Occupational level - the percentage of the male labour force who are manual workers -- a measure of the low occupational status.

All census tracts were ranked in descending order for these negatively stated indices. These rankings were then divided into five sections, each containing approximately the same number of tracts. This made possible examination of the city in terms of what constitutes the worst 20 percent of the tracts for any given characteristic, the next worst 20 percent, and so on. Those tracts falling in the worst 20 percent on all four characteristics were tentatively identified as top priority areas for community attention (Map 5). Secondary priority areas were defined as those tracts in the worst 20 percent on three of the four characteristics and tertiary areas, those in the worst 40 percent on all four characteristics.

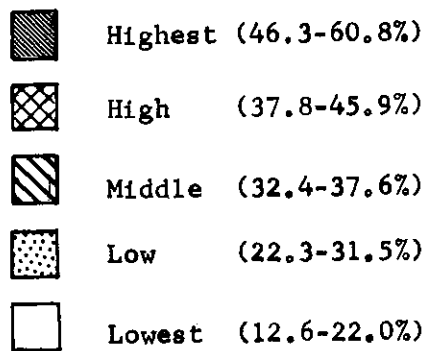
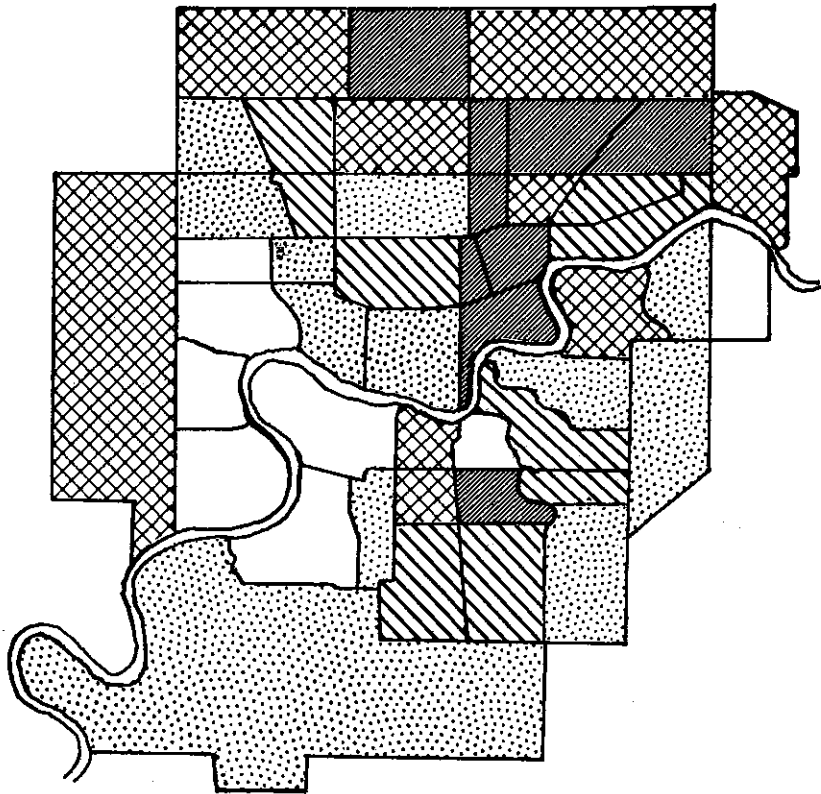
MAP 1 - INCOME LEVELS:  
Percentage of Families with Incomes  
under \$3,000, City of Edmonton, 1961.



Source: Dominion Bureau of Statistics, 1961 Census.

MAP 2 - EDUCATIONAL ATTAINMENT:

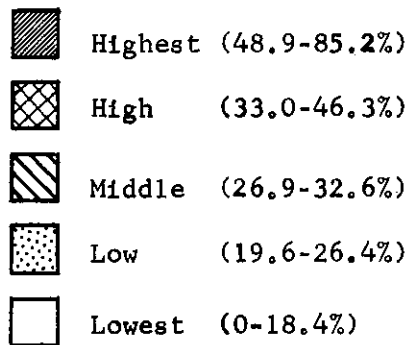
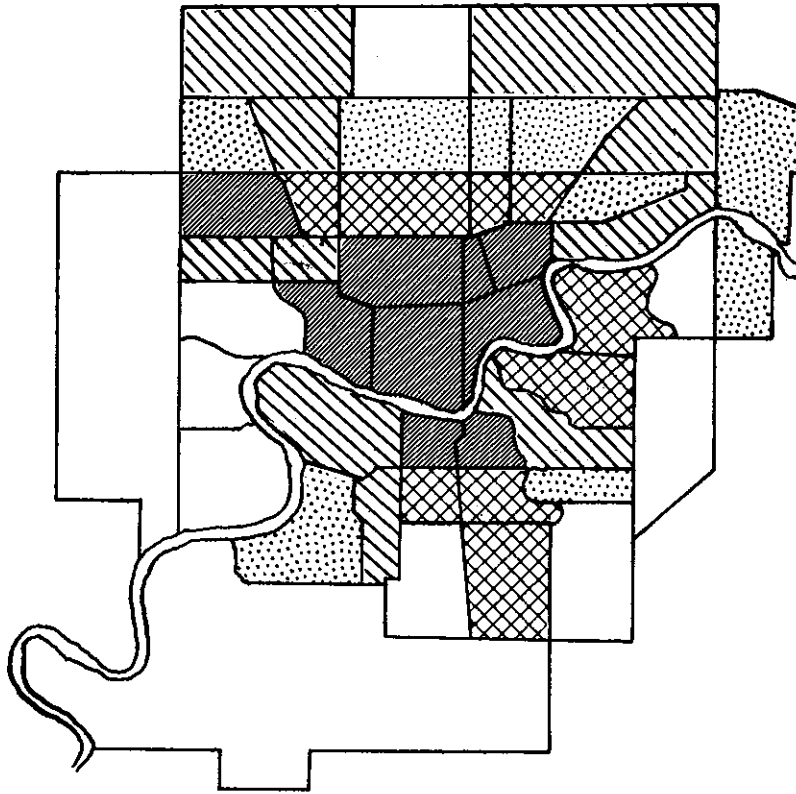
Percentage of Adults with Elementary School Education or less, City of Edmonton, 1961.



Source: Dominion Bureau of Statistics, 1961 Census.

MAP 3 - HOUSEHOLD TENURE

Percentage of Households that are Tenant Occupied, City of Edmonton, 1961.

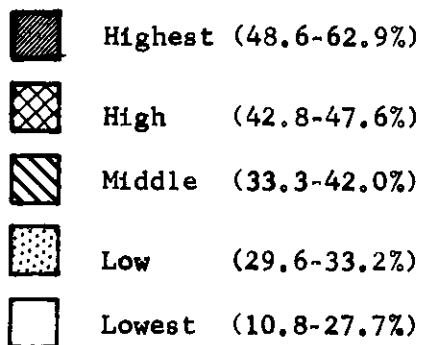
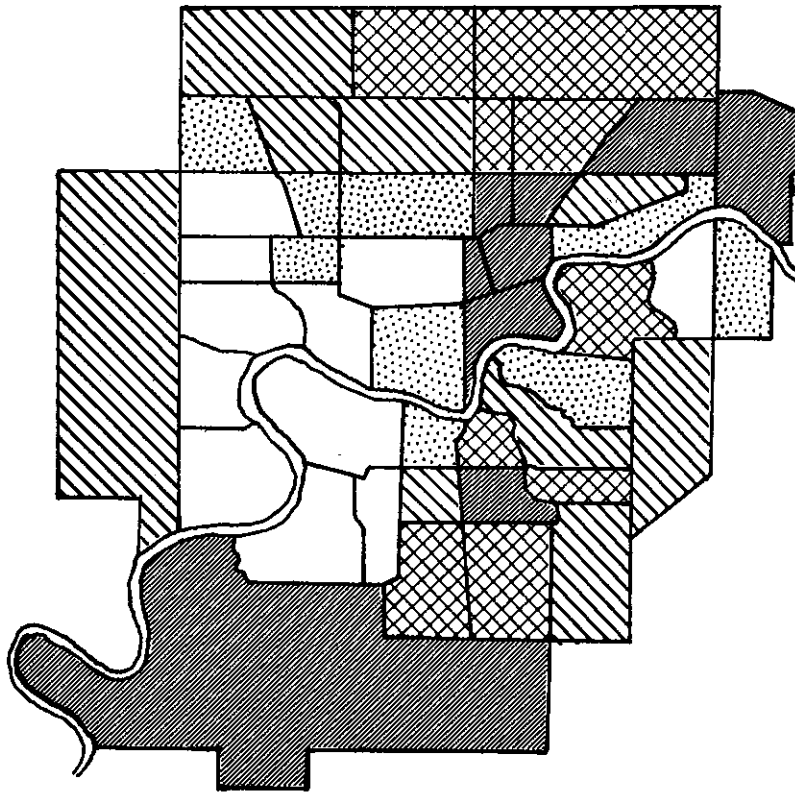


Source: Dominion Bureau of Statistics, 1961 Census.



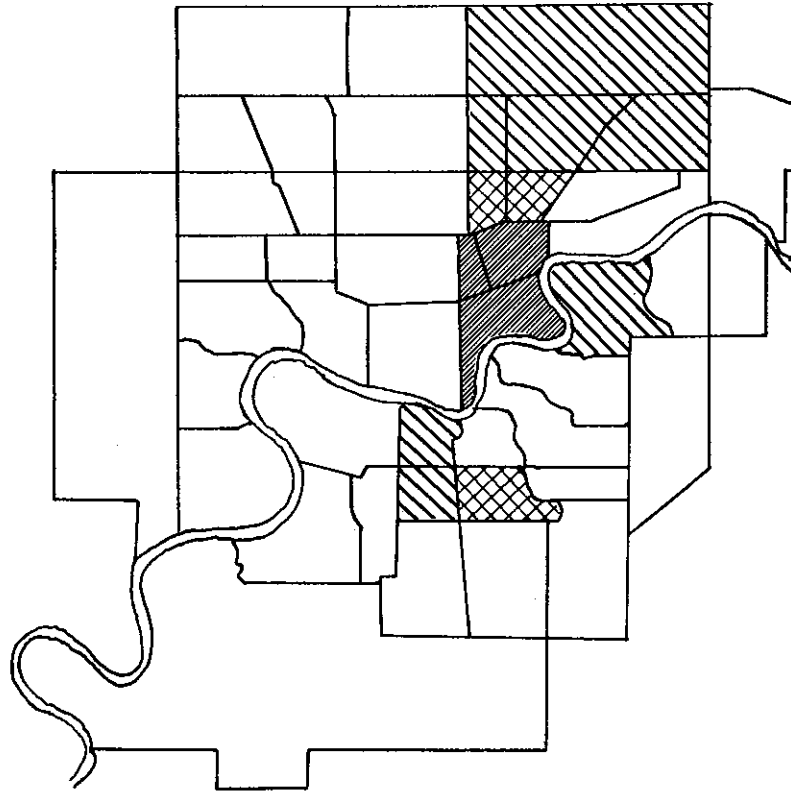
MAP 4 - OCCUPATIONAL LEVEL:




Percentage of the Male Labour Force who are Manual Workers, City of Edmonton, 1961.



Source: Dominion Bureau of Statistics, 1961 Census.

MAP 5: AREAS THAT WARRANT COMMUNITY ATTENTION



-  Top priority
-  Second priority
-  Third priority

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