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SCHOOL OF SOCIAL WORK

A STUDY OF THE DECISION - MAKING PROCESS IN THE

PLANNING OF THE MAIN STREET PROJECT

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## ABSTRACT

This is an Exploratory-Descriptive study which describes the decision-making and planning of the Main Street Project. This project proposed to hire indigenous people to provide advice and crisis intervention to street people in the core area of Main Street in Winnipeg. The project involved various agency people and citizens from the area in a planning process.

This process is described and conclusions are drawn regarding community decision-making. The major issues which arise from the data are: Conflicts around the issues of citizen participation, difficulty in co-ordinating planning which involves diverse interests, and problems in securing funds for such a project.

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## CHAPTER ONE INTRODUCTION

### A. PROBLEM FORMULATION:

This study proposes to systematically study the decision-making process and planning of the Main Street Project, (Appendix One).<sup>1</sup> The theoretical framework of the Decision-Process Model, by Lawrence D. Mann<sup>2</sup> will be used as a guideline for data collection and analysis of the process.

The data will also be analyzed according to the topics Inter-organizational Co-operation, and Citizen Participation. These are some of the more important issues which arise in the planning of the Main Street Project.

This study is of an Exploratory-Descriptive nature. It aims to analyze and describe a situation. It does not set out to test hypotheses. It will formulate some hypotheses about the community decision-making process from its findings. These hypotheses will be directly applicable to the particular project studied, and could be tested for their applicability to other projects.

## B. ISSUES

In this section the issues of interorganizational co-operation and citizen participation are discussed. These issues are dealt with because they played a major part in the planning of the Main Street Project. Interorganizational co-operation was basic to the planning because various organizations were involved in it, so co-operation between them was necessary in order for the planning to progress.

Concerning the issue of citizen participation, there was considerable support from most organizations for some form of it in planning the Project. However, there was disagreement over how the idea of citizen participation was to be implemented.

Some principles in the area of interorganizational co-operation have been discussed by Sol Levine et al. in their paper "Community Interorganizational Problems in Providing Medical Care and Social Services".<sup>3</sup> Such factors as conflicting objectives which arise despite shared fundamental values; scarcity of resources to obtain their objectives, in the form of recipients, materials or personnel, which are then competed for; lack of consensus on values or priorities, are found by this research to impede co-operation among agencies. It was found that the kinds and degrees of interactions which go on among agencies are affected by: 1) the functions they carry out which in turn determine the elements they need; 2) their access to elements from outside the system of health and welfare agencies, or their relative dependence upon the local system of other health and welfare agencies; and the degree to which domain consensus exists within the system of agencies.<sup>4</sup>

Another issue is that of citizen participation. Murray Ross in Community Organization: Theory, Principles, and Practice bases the need and right for citizen participation on the following assumptions:

- "1) Man grows and fulfills himself as he participates in the regulation of his own life.
- 2) Unless man so participates, he becomes entirely subject to the whim of forces which leave him socially and politically isolated, and his life meaningless.
- 3) Without such participation, democracy has no life or vitality."<sup>5</sup>

Paul Vrooman describes the political situation in Canada as one where "a feeling of helplessness and loss of control over decisions affecting environment and social processes pervades the public consciousness of the country."<sup>6</sup>

Traditionally citizen participation in public affairs has been through the medium of voting in government elections. The business community and other influential citizens have wielded greater power through involvement on boards and committees of welfare councils, and through such avenues as applying economic sanctions to government.

Research has shown that citizen non-participation is most pre-eminent among the poor.<sup>7</sup> As the major thrust of the social welfare system is directed towards the poor, it seems reasonable that a major concern should be participation of the poor in social welfare decisions and programs. However, in the social welfare field there has traditionally been a distinction between the citizen and the user of service. The citizen has the right to exercise influence, whereas the user of service does not. Social agencies have always had citizen involvement in the form of volunteers, board members, etc. Few, if any, have had client involvement.

This has changed, as the Welfare Rights movement illustrates. As the focus for causes of poverty has shifted in emphasis from individual fault to environmental forces, the perception of clients has also changed. The client has been invited to participate in deciding the best ways to make his environment more benign.<sup>8</sup> Thus, the value of citizen participation is more and more being recognized, almost to the point where it has become a fad, the thing to do.

In planning for citizen participation, certain factors must be considered, if the idea is to be used successfully. Often agency, citizens, clients, are distrustful of each other, and unsure of their roles in regards to one another. Clients in particular may feel unsure of the value of their contributions, especially when working with agency staff who are considered experts in the area.

Paul Vrooman<sup>9</sup> has divided approaches to citizen participation in Canada into five categories in terms of their mechanisms, strategies, and targets for change. These categories overlap when applied to real situations, but are useful in providing a way of looking at them. Two of his categories apply to the citizen participation in the Main Street Project. They are explained as follows: The advisory-consultation approach involves use of an advisory group representative of the people concerned, which advises policy makers. This group can provide evaluative feedback, and input of technical information, and a representative voice to Government.

It's dangers are that it can be used as a legitimation device, for public relations purposes, giving participants the illusion of sharing the decision-making process, when in fact, it is encouraged only as long as its members agree with the policies proposed by the power holders.

The Delegated Authority and Community Control Approach includes a continuum of possible mechanisms, from citizen groups sharing decision-making authority, to having community control delegated to such groups.

At one end, this could mean having Government proposals require endorsement by the community affected, and at the other extreme, having citizen organizations in charge of policy decisions, handling allocated funds, hiring and dismissing staff, and admin-

istering programs.

The advantage to this approach is that through it significant programs can become accountable to those they are designed to serve. Vrooman concludes that power is the central issue of participatory democracy. How much power can be exercised at various levels of decision-making with adequate safeguard or responsibility and accountability?



## CHAPTER TWO REVIEW OF LITERATURE

The following section reviews some recent studies in the area of community decision-making. Peter H. Rossi, in "Community Decision-Making", 1957<sup>10</sup> evaluates the three research approaches to the problems of decision-making in local communities which he has found to be most common.

Rossi defines a community decision as "a choice among several modes of action which is made by an authoritative person or group within the community institutions, and of which the goals are the change or maintenance of community-wide institutions or facilities."<sup>11</sup>

The approaches that Rossi discusses are: a focus on characteristics of decision-makers as the prime explanation of the decisions they make; studying the social environment of the decision-maker as the major explanation for decisions; and focussing on the decision-making process, attempting to follow an issue from inception to settlement.

Studies of decision-makers have established that as a group, decision-makers tend to be drawn disproportionately from higher age categories, classes, and from ethnic groups of higher status. The higher the authority level of the decision-maker, the more marked are differences between decision-makers and ordinary citizens.

Studies of the social environment of decision-makers find that influence does exist, power is wielded. The question of what proportion of decisions are affected in this way remains. Various factors such as direct effect on well-being and social status, and innovation, are cited as influencing the power structure's choice of issues.

The studies using the process approach have found this to be a difficult method. Most interesting issues entail a process in which complicated chains of choices are made by a large number of decision-makers. Studying this process turns out to be an unmanageable task. Even if the study concentrates on choices made by decision-makers, the work of one of these involves a large number of choices of great variety. Few decisions are comparable in content; those which are would usually be trivial.

Work which has been useful to the immediate study of decision-making is the laboratory study of small groups at work in the co-operative solution of experimental tasks. Much of the decision-making at a community level takes place within a group context. The study of the interaction processes occurring as people are brought together to solve given problems is useful in understanding the decision-making process in its natural setting.

Robert F. Bales has conducted a series of studies in this area. He has shown that groups engaged in the solution of simple tasks go through typical phases of activity,

alternating attacks on the task with behavior designed to weld the group together into a solidary unit.

A small group of researchers have attempted to follow the career of more complicated issues, eg. observing decisions made by a large number of decision-makers acting in different capacities. The researcher isolates a population which either has made a decision or is about to do so. The decision-makers are interviewed concerning past decisions, or are questioned periodically as they come to a choice or issue.

Studies of more complicated issues are rare. Martin Meyerson and Edward C. Banfield made an elaborate study of how sites were selected for new public housing in Chicago during 1949-50. The Inter-University Case Program collected some cases bearing on community decisions. Some descriptive accounts follow controversies from beginning to final settlement.

There are some major conclusions emerging from the study of the decision-making process. Controlled observation studies show the effects of internal organization on the decision-making process. In the course of pursuing a task, groups of individuals with previously no enduring relationship to each other rapidly develop a social organization, the nature of which affects the way in which they come to decisions, and the sort of decisions they make. In a natural setting, decision-makers are also part of some kind of organizational context. These studies suggest some effects which arise from this context.

Rossi finds field studies that have been done to have little value. The complexity and apparent uniqueness of the processes unveiled makes generalization going beyond the specific issues studied very difficult. These studies are primarily single cases. Thus it is hard to draw upon them for general knowledge. Only through a comparative approach, doing studies of large numbers of decisions on comparable issues, will it be possible to go beyond the particular approach.

Lawrence D. Mann in "Studies in Community Decision-Making"<sup>12</sup> views community influence as a changing pattern which cannot be described by a word such as "structure", which the power pyramid theorists use. He hypothesizes that in larger diversified metropolitan areas, there tend to be diffused influence centers. His concept of decision-making goes beyond studies by Dahl, Polsby, Wolfinger which show that power inequalities are dispersed rather than cumulative (Hunter, Lynds, Warner), and hypothesizing that community power is polyarchical rather than hierarcial.

Hesitant to commit himself to either extreme as being typical of American communities he postulates the possibility of a wide variety of influence patterns being present.

Larger diversified metropolitan areas would tend to concentrate at the diffused influence extreme - along with a number of smaller diversified communities. At the concentrated influence extreme we would not be surprised to find many smaller, specialized communities in which a few industries continue to predominate. And we

should not yet preclude the possibility that some of our fairly large metropolises tend toward that pole. Finally, would it be nonsense to hypothesize that the great bulk of American communities lie somewhere between these extremes?<sup>13</sup>

Mann quotes Martin Munger et al as saying "decisions do not eventuate from single, individual choices, but from a flow of choices...A series of acts are involved in a decision to take or not to take a particular public action. It will prove useful to examine the process..."<sup>14</sup>

Mann sees this approach as going beyond the difficulties Rossi posited which he believed to preclude the possibility of using a single approach to study decision-making in various communities.

Mann phrases the roles involved in the exercise of community power into steps in a process. Thus, he formulated the "Decision Process Model" as a framework for describing decision-making processes. (See Chapter Three: Theoretical Framework for a description of the stages in this model.)

## CHAPTER THREE THEORETICAL FRAMEWORK

The theoretical "Decision-Process" model will serve as a basis for developing a description of the decision-making process leading to the planning and implementing of this proposal.

The steps included in the "Decision-Process" model are: the initiation of problems for consideration, which will lead to a process of problem-solving; the expertise used to develop the central idea into a plan of action; the publicity of the proposal so that it becomes an issue; reaching influentials to win acceptance of the proposal by those with the greatest stake in the community; negotiating influence of different interest groups in the community; transmitting this influence to government officials; governmental action- approval or rejection of the proposal by government officials.

This model treats decision-making in the community as arising through a network of action by various organizations and individuals concerned.

The following section will operationalize the stages of the Decision-Making Process. According to the Decision-Process Model, these areas are to be covered.

1) Initiation: This involves bringing forward the problems of the community for consideration by organizations and individuals with interests in them.

To study this stage it would be necessary to trace the roles played by the "initiators", persons bringing their concerns to the attention of others. The interaction between initiators and the problem area which led to their first moves to bring forward the problem would also be researched. The initiatives to be studied would be those most directly related to the action taken, so would be those which were made shortly before further action was taken.

2) Expertise: The applying of expert knowledge in order to formulate a plan of action in response to the concerns brought forth.

This would involve studying the work done by the "experts", and others who decided on the course of action to be taken. The influences which led to their choices between options which eventuated in a final plan of action, would be researched. In this program, it would mean studying the organization of the Planning Committee, how it came into existence, its membership, and actions. Data to be used would be from interviews with committee members (to get process), minutes of meetings (decisions), and pertinent correspondence.

3) Publicity: The actions taken to make the proposal known to the public.

This would mean studying the role of the publicists: the communications made through media such as radio, T.V., newspapers, and public speeches, in order to inform the public of the plan, and to gain support for it.

4) Reaching influentials: Attracting the attention of the persons holding the powers of decision regarding acceptance and implementation of the proposal.

Data studied would be communications between promoters of the proposal and those who by virtue of position or influential ability have power in the accepting or rejecting of the proposal, for its implementation and financial backing.

Also to be studied would be communications to individuals and groups in the community with influence to affect its acceptance and support by the community.

5) Negotiating influence: Accomodation of those with power over the decision so that a commonly acceptable proposal is agreed upon.

This is the process of bargaining and compromising with those in the community and outside of it who have conflicts with the proposal, and whose support will be needed to have it accepted. This will take place between proponents of the proposal and agency heads, community leaders, bureaucratic officials. It will also happen between different members of the Planning Committee who have conflicting ideas about the proposal.

6) Transmitting influence: Conveying to government officials and other individuals and groups having the authority to make decisions about the proposal, the support and sanction of it by those individuals and organizations considered most influential. This would include verbal and written communications concerned with showing evidence of this support to those with authority.

The person or organization doing this would be expected to have access, that is, the ability to reach those with influence over the decisional outcome.

7) Governmental Action: The decision to approve and support, or to reject the proposal, by government. Support of the proposal would mean financial and verbal support.

This action may be somewhere in between approval and rejection, i.e. approval of the proposal with some modifications.

This concludes the explanation of the stages of the Decision-Making Process, as it applies to the Main Street Project.

## CHAPTER FOUR RESEARCH STRATEGY

Because of the exploratory-descriptive nature of this study, the major data required was descriptive material. This material centered on describing the planning of the Main Street Project.

The major source of data for this material was the planners of the Project, who were involved in meetings etc. at which decisions were made. These were contacted by getting names from attendance sheets of meetings, and on recommendation of other planners talked to. Data which details not only what decisions were made, but how these came about, were sought in order to more thoroughly understand and analyze the decision-making process. The Decision-Process Model was used as a guide to what data was required.

The interviews were open-ended, using a schedule of what topics were to be covered and leading questions. This method was used because of the exploratory nature of the research. Further areas to be covered were discovered as the research progressed. Much data was opinions and points of view, colored by personal biases. These were compared with other data, for validation. The interview schedules were modified as more information was uncovered, delineating the areas to be explored.

Written data was the minutes of meetings, letters, project proposals from files of project planners, and other documents such as newspaper articles considered to be relevant to the project. These were used for validation of interview material, and for factual information such as dates and times. Such data tended to be more objective than material uncovered in interviews.

The data was limited by scarcity of written data describing the planning process. Interview data was colored by memory lapses from the time of the incident and the time of interviewing. Also there were personal biases which arose through personal involvement and points of view. Some of the subjects covered in the interviewing were value laden, eg. decision-making, which our society judges should be democratic. This made it difficult to get true descriptions especially in regards to people's descriptions of their own actions.

Discrepancies in data were checked and controlled by comparing several interviewees' descriptions of the same event.

## CHAPTER FIVE THE MAIN STREET PROJECT

## A. AREA AND HISTORY:

This section will give facts about the core area of Main Street, its history and present condition, which are considered relevant background to the Main Street Project. It will also relate the opinions of some of the Project initiators on this subject.

The area which is the concern of the Main Street Project is Main Street, between Market Avenue and Higgins (the C.P.R. tracks). It will subsequently be referred to as "the core area of Main Street" or "the street".

The particular trends in Downtown Winnipeg (see Appendix for map of Downtown) which have most affected, and which are most applicable to the core area of Main Street and its immediate surroundings include, the decreasing population trends.<sup>15</sup> The people living there, and patronizing places of business and entertainment are generally poor and frequently older.

Most businesses have a steadily declining clientele, with the exception of a few hotels, pool halls and agencies which cater to the population on the street. "Chinatown", which borders the west side of Main Street, is also an exception, as its unique restaurants draw customers from other parts of the city.

The buildings are old and often in disrepair, excepting the City Hall and Centennial Concert Hall complexes. These buildings, although attractions in themselves, bring little added business to the rest of the street. Most stores and restaurants there have little appeal to Concert Hall clientele. The reputation and deterioration of the rest of the area does not invite the middle class to patronize it. What is the result of this deterioration? Going from downtown Portage Avenue to the core area of Main Street is like stepping into a different world. It is an older, poorer world—where not only physical appearances are vastly different, but also the values and rules which govern people's lives. The law of expediency is the only law which holds reality for the poor living a hand-to-mouth, day-to-day existence. High sounding values and principles have no meaning in this world. In some ways Main Street is a haven for those who do not fit in to the city, in some ways it is a trap for unwary newcomers, easy to become part of, but much more difficult to leave behind. The following sections attempt to explain this idea in greater detail.

Some of the more recent events leading up to the current situation on Main Street, and some interpretations as to the factors underlying this situation are offered by the planners of the Project.

In the introductory section of the "Main Street Project" draft proposal (Appendix One) it is noted that for a considerable length of time Main Street and the "Core Area" of the city have been the haven of peoples from every walk of life and part of the country. Escalating social problems over the past few years have caused concern to merchants, the Police Department, social service agencies, and the public. It also notes that the focus in relation to these problems has been largely on the Indian and Metis people, although it has been conceded that other groups are also involved. This gives us some background on the area, although it does not suggest reasons for this situation.

Some members of the Main Street Merchants Association recount events leading up to their concerns over Main Street:

When the Disraeli Freeway was put through, a residential area with middle income homes was partially wiped out and split up, so that some residents had poor access to Main Street's stores. The number of shoppers in the area decreased. Homes were rented out, and the property value decreased.

Places started to close; first warehouses and plants, then the Canadian Pacific Express moved, and eventually the Royal Alexandra Hotel closed. Main Street was no longer <sup>the</sup> central downtown area. (These events generally correspond to the Downtown trends described in the study Downtown Winnipeg.)

During this time the tax assessments on properties were raised by the City Government, but money was not allocated for redevelopment in the area. All Downtown redevelopment was on Portage Avenue.

After the Royal Alexandra Hotel closed, the special Police Beat which went as far as the C.P.R. tracks was stopped. People started to congregate more freely on the street, beer bottles, etc. got thrown around. As the Middle Class clientele disappeared from the area, people attracted by the concentration of cheap hotels, beer parlours, and pool halls began to gain a monopoly. Middle class people were further deterred from the area by the drunkenness and violence which became more prevalent there.

Some hotels began to cater to this population by overserving, which increased violence, rowdiness, and property destruction, and further attracted people frownd on in other City places. This area, then became their meeting place. As this was happening, there was a lack of co-ordination among the area's residents, merchants, and three levels of government, so that no concerted effort to intervene in this cycle of events was made.

This description of events was gleaned from two interviews with merchants from this area of Main Street. It gives us a picture of the merchant's view of the situation, as well as providing further details about how the area came to be the way we now find it.



## B. DRINKING AND COMMUNITY ON SKID ROW:

This section will deal with the role of alcohol and community as it affects Native people on Main Street, with reference to research done on "the role of alcohol and community in the adaptive process among Canadian Indian urban migrants"<sup>16</sup> This is a participant-observation study involving eighteen weeks on the skid row of a Prairie City in 1969.

This research attempts to describe and explain life on skid row in a way that is general enough to apply to this district in any of Canada's prairie cities. Skid row refers to an area such as the core area of Main Street which is dealt with in this research.

These findings are considered pertinent to the background of the Main Street Project, as they describe the life style and patterns of behavior which the Main Street Project planners hoped to change. This information will give us a better perspective from which to decide the validity of the assumptions on which the Main Street project was based.

Brody describes skid row as being in many ways dominated by Indians. They have evolved many of its norms, and are easy within its ways. Skid row is a world that migrant Indians understand, a world that stands between the limitations of the rural reserve and the rejection and alienation of White dominated city life.

Factors which attract the migrant Indian to skid row are: the high density of Indians there, making it a place where friends are more easily found. There they find consolation from the white dominance and prejudice which is found in other areas. Indians on skid row welcome newcomers from the reserve. These characteristics of skid row make it a natural terminal point for the urban Indian migrant.

The population of skid row makes up a heterogeneous society of Whites and Indians. There are the permanent White residents, predominantly alcoholics, with some exceptions among the young, who thrive on petty crime or prostitution. Then there are the migrant whites, almost all young men, who work for a few months in the North, and spend their time between jobs and their money on Skid Row. The Indians on Skid Row are of all ages, most types and both sexes. Many older are alcohol dependent, and the younger tend to drink heavily. There are also migrants, mainly young, who come to town for a visit, or to find a job.

A principal gratification of Skid Row is its separation from the mainstream of society. It is not surprising that many schemes for upgrading, and training of Indians have proven unsuccessful. The skid row Indian feels ill at ease outside skid row, anticipating criticism and rejection. He is often justified in this anticipation.

This reinforces his socio-economic position.

Why is there little hope of a future for the migrant Indian in mainstream society? On the whole, he is unqualified in terms of education, attitude, and cultural background, for successful entry into urban employment. He does not see rewards in the larger culture which would outweigh the disadvantages of anxiety and tension when he is off Skid Row.

Efforts of Social Workers and others to deal with problems of the migrant Indian are on the whole unsuccessful and misguided. They generally do not understand the advantages of Skid Row. Few are Indian; all tend to place high value and faith in social mobility, which for the Indian is not realistic. The agencies and workers are generally unwilling to concede that Indians on Skid Row are in the position of lumpen-proletariat. This fact, if recognized, could provide guidelines for confronting the problems which at present are arising and proliferating. That is, at present the socio-economic situation of the Indian limits severely the aspirations which he may realistically entertain regarding social mobility and the rewards of the mainstream society. Thus, skid row society is one of the more satisfying life styles open to him in the urban milieu. 17

In conclusion, Brody's analysis conflicts with the view of Indians' drinking as a function of misfortune or demoralization, but rather sees skid row life with its norms of drinking as able to offer to the Indian a more gratifying life than either the relative sobrieties and exclusiveness of middle-class White Canada, or the isolation and sense of impotency of Native reserves.

This analysis raises some questions about the goals and methods of the Main Street Project, (see Appendix I for Street Co-ordinator Project description). The Project offers workers to deal with crises confronted by people on the street. These workers also try to teach these people how to use agencies to find help, money, etc. when they need it. When looked at from the larger picture that Brody reveals, this begins to look like a stop-gap, short-term solution, lacking resources such as money, and influence on the larger Winnipeg society which could change the broader picture.

Some Project planners had their own interpretations of why the street is in its present state. Such factors as nowhere else for city migrants to go but Main Street, Main Street providing anonymity for people who lack confidence, people in the area having no say in what happens there, people lacking know-how to live in the city, and necessary financial resources, are all cited as reasons for the situation. The problem of people in the area having no say in what happens there is one which the Main Street Project wanted to address itself to. This will be discussed further in the discussion of citizen participation.

Several interviewees mentioned criticism of the work being done by agencies in the area. It was felt that Social Workers are too detached, several mentioned that they only worked in crisis situations, relieving symptoms, but not getting to causes. The idea that Workers have difficulty in really communicating with Native people who are often not that familiar with the English language was mentioned.

C. EVENTS LEADING TO INITIATION:

The initiation of the Main Street Project happened through a combination of events. The Merchant's Association was the first group to take action seeking to change the situation. In order to understand how this came about, it is helpful to know how the Main Street Merchant's Association came to be formed.

In the section dealing with background to Main Street the Merchant's view of the situation has been discussed. (see pgs. 11-13). Their view of possible solutions to the problems helps to explain the actions which they took, and the goals which they had in mind. Some solutions which they suggested are: building new buildings, housing and businesses to bring more business; (e.g. ethnic restaurants), remove troublemakers (drunks, etc.) from the area so that others would not be afraid to come into it; put controls on hotels that overserve, to decrease the amount of drunkenness.

Some also said that they would favor a plan such as the Main Street Project to help street people, find out their problems, and thus prevent fights and incidents which are detrimental to the area. Naturally, the Merchant's priorities lie in the area of improving the physical surroundings of Main Street, even if this means removing some of its present inhabitants, as this is seen to be the fastest way of improving their businesses.

In mid-1970 some merchants under the leadership of Frank Dojack, Winnipeg Musical Supply, got together to form an organization which could get after the City Government and the Police to improve the area.

In June 1970, they held their first meeting. All hotel-owners were invited, as well as other businessmen in the area between Market and Higgins Avenues on Main Street. The hotel-owners which were known to cater to drunk patrons (The Brunswick, New Occidental, National) did not attend.

Councillors Wade and Zuken of the City of Winnipeg were invited to give advice about what the Merchants should do.

D. STAGES OF DECISION-MAKING PROCESS:

INITIATION:

The initiation stage involves bringing forward the problems of the community for consideration by organizations and individuals with interests in them.

To study this stage it is necessary to trace the roles played by the "initiators", persons bringing their concerns to the attention of others.

The Main Street Merchants Association made representation to City Council about the problems of merchants on Main Street. The Council referred them to the Urban Renewal Committee. They went to them, but the issue died with them at the end of 1971. The merchants asked the Police Commission for more Police protection in the Main Street area, from the Centennial Centre to the C.P.R. tracks. The Merchants found that this improved the situation somewhat.

The citizen members of the Police Commission saw the problem which was presented by the Merchants as one which needed a long range solution. They saw the fundamental need on the street as being better integration of the Indian and Metis into the city. They were not adjusting to the city in an acceptable way, and were in need of a helping hand. At the suggestion of these citizen members the Police Commission wrote to one of the departments of the Manitoba Government, asking that action be undertaken to achieve better integration of the Indian and Metis. They got no response from this source. The same members then urged the Police Commission to approach the Community Welfare Planning Council about initiating action on the Main Street situation. They chose the C.W.P.C. because they saw it as a body which should be concerned with this situation.

The Police Commission then wrote a letter to the Director of C.W.P.C.. This letter urged the C.W.P.C. to look into the deteriorating situation on Main Street, with a view to providing additional recreational services as alternatives for the people there.

EXPERTISE:

This stage is one of applying expert knowledge to formulate a plan of action in response to the concerns brought forth.

The Director of C.W.P.C. consulted with staff familiar with the Main Street area upon receipt of the letter from the Police Commission. He subsequently called a meeting with representatives of the Police Commission to discuss their letter, the problems

on the street, and how the C.W.P.C. could be involved.

At this meeting there was the Director, one staff member, and one Board Member of the C.W.P.C. in attendance, indicating that the issue was an important one for the Council. The citizen members of the Police Commission were its representatives at the meeting. They attended because of their continuing interest in a long-range solution involving agencies such as C.W.P.C.. Various alternatives as to how to proceed were discussed. Three staff from C.W.P.C. were chosen to work on further planning. According to one of these, their initial goal was to identify the problem.

The Director of C.W.P.C. then approached the Director of the Indian-Metis Friendship Centre asking for his ideas on the situation. He suggested the idea of street co-ordinators, which had been used with some success in areas of The United States and Canada. The Director of C.W.P.C. invited the Director of the Friendship Centre to a small meeting of people which he considered to be close to the heart of the problem. Basically this meant people who had worked closely with people on Main Street. This included workers from The Friendship Centre, The Alcoholic Foundation, The Manitoba Metis Federation, and the Police Force's Juvenile Squad. Several of the larger agencies in the area, eg. People's Opportunity Service, Neighbourhood Service Center, The Salvation Army, were not invited to this meeting.

At this meeting possible solutions were discussed. The street co-ordinator idea was brought forth by the Director of the Indian-Metis Friendship Centre. This idea was accepted by the group, and they developed it. The Director of the Friendship Centre became chairman of the group. No particular problem on Main Street was isolated to work on. The area was seen as having a multitude of problems.

One of the staff people from C.W.P.C. described the goal as to get people to want to do something about themselves and their environment, not to give them something. He saw recreational facilities as a major need. At this point identification points for young people were confined to pool halls and beer parlours.

The Director of P.O.S. (People's Opportunity Services) was approached to assist in writing a proposal for a Street Co-ordinator project on Main Street. The "core group" had several more meetings, at which the proposal was developed further.

The first General Meeting was called by the Director of The Friendship Centre, at the instigation of the C.W.P.C.. A large cross-section of people from the community and agencies in the area were invited. Forty-nine attended this meeting. (see Appendix I, p. 5 for list of attendance.)

The C.W.P.C. sent invitations to people from agencies and organizations in the

area. inviting them to a General Meeting. Agency people were invited on the basis of their experience in the area, not as spokesmen for their agencies. Church workers, businessmen, and merchants from the area were sent invitations. People who used the services in the area were invited through posters in agencies, etc. advertising a public meeting for anyone who was interested in the problems on Main Street.

At the first General Meeting a large number of people from agencies and organizations came. Few people living in the area or inhabiting the street came.

The C.W.P.C., who initiated this meeting spoke of it as a chance for agency staff and residents to say what they saw the problem as being, and to suggest solutions.

The Core Group's proposal was presented and accepted in principle at this meeting. (See Appendix one, P. 6 for proposal.) There was some criticism of this proposal at this meeting. It came mainly from agency workers. Some said that the proposed service should be provided by P.O.S., as this was the kind of work that it had been set up to do. With fundamental changes in P.O.S.' aide system, they could function along the lines of the proposal. The argument against this was that P.O.S. was responsible to Government. There was a fear of Government co-option if P.O.S. ran the Project. If the people from the area were involved and responsible for the project it would be independent from established agencies.

A committee was selected at this meeting to develop the proposal. There are different accounts as to how this committee was formed. Some said they were people selected from the General Body. Others said that the Core Group already formed wanted to continue its work with the same people, and this was agreeable to the General Body. Still others said that there were several nominations at the meeting but only those in the Core Group were contacted to work on the proposal. The end result was that the working group remained the same.

The next General Meeting was on February 18th. The revised proposal prepared by the working group was introduced. (See Appendix one, p. 1 for revised proposal.) At this point some feared that the project would become an "agency thing" if this group continued. They wanted it to be turned over to non-agency people, with agency people to be used as resources. This idea received general acceptance. An executive was elected consisting of a Chairman, a Co-chairman, and seven others. Most of these worked for an agency or organization, although most were not from well established agencies, and did not hold executive positions in their agencies. There was one businessman, from the Main Street Merchants, one from Y.M.C.A. Outreach, P.O.S. aides, Y.A.P. (Youth with A Purpose, supported by Y.M.C.A.), Alano, Manitoba Metis Federation. Most of these had not been in the original working group. Two were later named as

agency resource people, who the executive could contact if necessary.

The function given to the executive was to implement the proposal. Major policy was to be cleared with the General Body.

The Executive checked for possible buildings in the area. The Employment Committee wanted there to be a Drop-In Centre where people could come and wait for Employment. It was clarified that it was to be an Emergency and Information Centre, not a Drop-In. They decided on a building, and the Chairman recommended an immediate approach to funding sources.

A budget was drawn up by the executive and approved by the General Body. The money for it was seen as coming from the Provincial Government. The total was \$122,650. Some thought that this was too high for the Provincial Government to favor. They suggested starting the project voluntarily. If it was successful, it would have a better chance of being funded. This idea was voted down.

Approximately two months later, the Employment Committee budget of \$41,000 for staff and operating expenses for their operation was accepted by the Main Street Project. It had encountered strong opposition from segments of the Main Street planners, who thought it was an unnecessary and expensive addition to an already very high budget. The total budget was then \$168,000.

#### GAINING SUPPORT; REACHING INFLUENTIALS; FUNDING STRATEGY:

On March 17<sup>th</sup> the executive called another General Meeting, and recommended an immediate approach to funding sources. Some were in favor of getting the budget first and space later, using the opening up of employment as a selling point for getting the budget. Others opposed getting the budget first as a compromise of the original plan, which had been to get the building first. The idea of proceeding in stages with the budget, rather than getting the money all at once was proposed at this meeting. It was decided to proceed with the budget first, and trying to get funding for all of it.

It was proposed that the Friendship Centre and Employment Committee should administer the funds. If necessary the C.W.P.C. would administer them, but the indigenous people would be the spending them.

On March 29<sup>th</sup> a Public Meeting was called. The proposals which the executive planned to send to their M.L.A. (Member of Legislative Assembly) were presented to the people. They planned to meet at the Legislature with as many as possible present, in a show

of support for the proposal. Some questioned this course of action. (At this point several who did not agree with this idea opted out. ) After some discussion the motion to present the proposal at the Legislature was approved. (See Appendix V for newspaper articles publicizing this meeting , and subsequent meeting with MLA at Legislature.)

On March 29<sup>th</sup> a memo was sent to all involved in the Project telling them about the meeting scheduled for April 2 with their MLA, and their discussion of the project with him. The April 2 meeting was for the purpose of discussing the government's reaction to their proposal.

On April 2, approximately thirty people came to the Legislature for the meeting. There was some disruption at this meeting as the Employment Committee was angry because their proposal had not been included in the proposal being presented. The MLA said that he had discussed the proposal with the Minister and Deputy Minister of Health and Social Development. Both supported in principle the idea of hiring indigenous street workers on Main Street. He had arranged for the Project committee to meet the following week with the Assistant Deputy Minister in charge of Social Services. (See Appendix V, p. 3 for newspaper write-up of April 2 meeting, "Citizen Groups Clash During Meeting with MLA Bud Boyce").

This meeting took place on April 8. The Assistant Deputy Minister argued in favor of expanding present services, eg P.O.S. aide system, rather than creating new agency. Main Street people argued for the advantages of their proposal. The Assistant Deputy Minister agreed to present the pros and cons to the Minister. The Project requested a meeting with the Minister. This was set for April 15.

The chairman asked for letters of support from all organizations involved, to take to the April 15 meeting. He got only rough notes from two organizations.

At the April 15 meeting, the Minister said he could not fund the project until Cabinet approved his reallocating funds within the budget. (See Appendix V for Newspaper write-up of this meeting.)

After this meeting the MLA said he was sure that the Government would be prepared to offer financial aid. He advised the executive to begin the project on a voluntary basis. He would try to obtain working quarters for them.

Meanwhile, other sources had been approached for funding. On April 30 letters were sent out to the Secretary of State Department's Regional Office, the Kinsmen's Club, The City of Winnipeg, the United Way, the Winnipeg Foundation, requesting a meeting to discuss the proposal. All refused to meet with them, except the City of Winnipeg. They were invited to a meeting of its Housing and Urban Renewal Committee. They were told by this committee that the City could not become involved until it knew the extent



to which the Province would be involved.

While waiting to find out about Provincial funding, one of the executive's resource people, confident of receiving funding pressured to start the process of hiring staff. He circulated an advertisement for Main Street workers. Ads were put up in P.O.S., The Friendship Centre, the St. John Bosco. Centre, the C.W.P.C., and in the "Winnipeg Free Press". About two hundred fifty applications were received.

In early May the executive asked him to choose people to screen the applicants. He picked twelve people, some from the Executive, other Agency people. Everyone who applied was interviewed. They were put into three categories: Not Acceptable, Acceptable, and High Priority. The applications then went to the Board. They could re-interview any candidates if they had any doubts about their classifications. Seventy-five candidates were classed as High Priority.

Later, an article in the paper said that the Minister had received permission to reallocate funds in the budget. The executive thought this meant they would get funding from the Department of Health and Social Development. They contacted someone from the minister's office by phone, saying they wanted to go ahead. He recommended that they do so.

It was later found that the priorities of the Department of Health and Social Development were not reassessed to justify reallocation of funds. The Social Services Branch recommended against the proposal. It then went to the Special Projects section where it remained.

When the Project received no positive response from the Government, a General Meeting was called, June 10. The people in the "High Priority" classification were invited with the rest of the General Body. For the first time the Street people outnumbered Agency people at a meeting. The Chairman put forth four alternative courses. They were: suspend the project until they had a definite answer from the Province; shelve the Project and press for 24 hour service for P.O.S.; exert pressure on the Province; start the Project on a volunteer basis to develop data to support the case of funding the Project. The meeting voted to start on a volunteer basis. The chairman resigned from his elected capacity. He recommended that the decision-makers about the project from then on, should be the people who volunteered to work on the street.

At this point a new Steering Committee was elected to replace the executive. It was believed by some that the executive had become established. The people did not identify with them. "It was time to turn it over to the people again." (See Appendix V, p. v, vi for the write-up about this stage of the Project.)

At this point the Main Street Project enters a new phase. It is here that this research ends its study of the planning process of the Main Street Project.

## CHAPTER SIX DISCUSSION AND CONCLUSIONS

## A. DISCUSSION

The discussion section will pose some questions, and answers in regards to the planning process. It will cover the stages of the process, and the important issues raised.

The initiation stage shows that the first impetus towards taking action about "the street" came from the Merchants. They were motivated by the fact that their livelihood was affected by the situation. They turned first to the City Council. They saw the roots of their problem in areas under its jurisdiction, eg. Urban Renewal, and downtown development which they saw as favoring Portage Avenue and bypassing Main Street. At that stage, the situation was seen mainly in economic terms. Getting rid of trouble-makers which scared off customer, and putting money into developments which would bring back the working people were major goals of the Merchants. Thus, a part of the solution was seen to be more Police protection on the core area of Main Street.

However, when the Police Commission was approached on this matter, its citizen members saw the problem differently. Their perception that something "long-range" should be done about integration of the Indian and Metis caused the Police Commission to urge the C.W.P.C. to become involved. This was the beginning of an attempt to deal with some of the social factors at work in the situation.

In the light of the situation of the C.W.P.C., as explained in the Appendix, it is probable that the idea of heading up some kind of action on Main Street looked very appealing to the C.W.P.C. It would be an innovative project, that could easily draw public attention and sympathy. Main Street was generally known as a sorry situation, and little that was original had been done about it.

Also, it was a chance to get some "grass-roots" involvement of lower-income people, which the Council had been accused of lacking.

The "Core-group" meeting which took place to develop The Friendship Centre's proposal before a general meeting was held was the beginning of a rather schizophrenic attitude towards citizen participation. On the one hand, the citizens were needed; their ideas and solutions were to some extent encouraged, and some said that in order to work the solution must come from "the people". On the other hand some planners felt they had a fairly clear idea of what was needed, and saw mass participation in decision-making as a threat to getting their ideas implemented. All of them acknowledged the need for mass support of their proposal, in order for it to get funding, and acceptance by the community. (About calling a General Meeting) "That was where the big mistake was. We had to call on the people. They were going to do it. But people didn't really understand the proposal. They understood "do something about Main Street". But everybody had a different idea about how." (interview with a planner). This conflict about

the roles of citizens v.s. professionals is illustrated by the core group meetings. These meetings developed a proposal considered by the initiators to be valid. Then a general meeting was called, ostensibly to get ideas on what could be done about Main Street. In fact it would seem that the public meeting was called to get widespread support and approval for the proposal that was already worked out. This issue of defining the role of the citizen in the planning process was never fully resolved by project planners, and thus caused some conflicts. Some planners who got caught up in the project through the public meeting firmly believed that it should be citizen run. They resented attempts by initiators, and other agencies to control and supervise the project. For example, people were put on the executive without being elected. Some agency people were nominated at the first general meeting to further develop the proposal, but only certain of these were contacted to work on it.

The general meeting was successful in generating support for the Friendship Center Proposal. It also aroused interest of people who later took an active part in planning. The fact that an executive was elected from the General Body at the second general meeting shows the influence of those in favor of citizen participation. One of the reasons given for this step, was fear that the project would become an "agency thing". However, except for a merchant, all of the people chosen for the executive worked for agencies. Some of these were not involved as representatives of their agency. This seems strange, on a project which expressed the belief that agency people should be involved as resources only, not in a decision-making capacity. It illustrates the difficulty of carrying out this belief, in a situation where professionals and community people are involved, particularly where the situation is in the professional's area of expertise.

Although the executive was set up to report to the General Body for major decisions; it did its work fairly autonomously, delegating members of executive for jobs to be done. In retrospect it was considered by some of its members, that more efforts should have been made to keep the General Body involved and active.

This is an area where a more comprehensive strategy regarding citizen participation was needed. Sub-committees, working groups, etc. might have been formed, and given tasks, and direction. They could have worked to arouse support for the project, and the idea of doing something about Main Street. Some on the Executive suggested use of the General Body but others opposed it. This reflects the conflicts in regards to citizen participation which were previously mentioned.

Even the members of the Executive itself were not all involved in its work. The more experienced enthusiastic members did most of the work making little effort to delegate responsibility to the others. The two agency people described as being "resource people" acted as members of the Executive, taking on some of its responsibilities. A

later function of the Executive, the screening and hiring process, was another indication of agency control of decision-making. The process was co-ordinated by a small number of agency personnel.

The section describing the Process groups Mann's stages of Publicity, Reaching Influentials, Negotiating Influence, Transmitting Influence, Governmental Actions, under the heading, Gaining Support. This includes the General meetings to reach public and important agencies, publicity, attempts to gain governmental support of the Project.

Reaching the Main Street people, those living and working on the street and using it for recreation, was attempted by posting notices for the first General Meeting in agencies in the area. No other attempts were made to reach this population until the hiring stage of the project.

Except for the Friendship Centre's Director there were no other Native organizations or people taking major parts in planning a project which was for the benefit of a mainly Native population.

When people were invited from Agencies in the area, most were not invited as representatives for their agency, but rather on the basis of having shown an interest in Main Street. When some agency people, eg. those from People's Opportunity Services, disagreed with the plans for the project and subsequently withdrew, little attempt was made to negotiate with them, about coming back in. This was despite the fact that some wielded important influence with Government. Rather, they were criticized for holding agency interests above the interests of the Main Street Project. Later on, when attempts were made to gain support from government, it was too late to negotiate for this influence. At this time it would have been more persuasive to have a number of well-established agencies backing the proposal. Instead the project had the support of a number of workers from agencies, who were not necessarily sanctioned or supported by their agency in their work on the Project.

The funding strategy: There was no comprehensive strategy planned for obtaining funding for the project. The Provincial Government was a natural target, partly because it seemed one of the few organizations with sufficient resources for the Project's large budget(\$168,000). The major idea was to convince the Dept. of Health and Social Development of the merit of the proposal, and its support from the community. The only effort to bring the Project to the attention of the wider public was a public demonstration in front of the Legislative Buildings and some articles in daily papers giving sympathetic reports of the Project. These may have aroused public support, but there was little opportunity for it to be effectively expressed through lobbying, petitions, etc.

The Dept. of Health and Social Development admitted that the fact that indigenous workers with no qualifications or reputation would be "trying to do what Social Workers could not do" (eg. rehabilitate people on Main Street), was a factor in their decision not to fund. They suggested working out of P.O.S. (an agency administered and co-funded by the Provincial Government), with P.O.S. giving direction to the project, as a safeguard. The Main Street Project would not accept this.

The Director of P.O.S. was asked to advise the Department in its decision about funding. At this point the support of P.O.S. may have been a crucial factor. It would have been contradictory for the Government to support a Project that was competing with one of its own agencies, and by the nature of its proposed operation, critical of the work of that agency. After the decision not to fund was given, it was reported that there was no money available for the Project. However, it is difficult to reconcile the fact that there was no money for the Project, with the fact that the Department went to considerable effort to have the Project analyzed by the Social Service Department and the Management Committee of Cabinet. There were meetings with the Assistant Deputy Minister of Social Services and the Minister of Health and Social Development to discuss the proposal. The Project was led to believe that if the Minister could reallocate funds, the Project could get its budget. But, when reallocation was allowed, the Project was not on the list of priorities.

The next step was to approach smaller private funding agencies. The large budget may have been the greatest impediment to getting their support. Some told the Project that this size of budget was right out of their league. Others only gave money to established organizations.

The next stage was the Project's working on a voluntary basis, with the executive replaced by an entirely new group. Again, the concern for citizen participation had come to the fore. It was considered that the executive had become established. "It was time to turn it over to the people again."

At this stage this research finishes its study of the planning of the Main Street Project.

The following section relates some events in the decision-making process to the issue of inter-organizational co-operation. Some of the issues which arose in the Project planning are similar to those found by Sol Levine et al (p. 2 of this paper).

In the conflicts between P.O.S. and the Main Street Project, scarcity of resources was an important factor. P.O.S. had previously applied to the Department of Health and Social Development for money to operate on a twenty-four hour basis. They had not been granted these funds. This made the Main Street Projects application for money to operate on a twenty-four hour basis a sore point for P.O.S. workers. The conflicts between

the Employment Committee and the Project also related to scarcity of resources. The Employment Committee wanted more space and more money, and hoped that the Main Street Project could help them to get them. Conflict arose within the Main Street Project when some feared that incorporating the Employment Committee's proposal might make it more difficult for the Main Street Project to obtain funds for their own proposal. Further disagreements took place between the Employment Committee and the Main Street Committee when the Main Street Committee did not include the Employment Committee's budget in a request for funding.

The issue of domain consensus also arose in the organizational conflicts which took place. The core area of Main Street was part of P.O.S.' domain. The Main Street Project's attempt to intervene in this area was a criticism of the work P.O.S. was doing there, and threat of competition to P.O.S.. What if a group of "amateurs", people with no training had been able to cope with a situation which P.O.S.' professionals had been able to do little with?

It seems that the Main Street planners made little attempt to understand or deal with these organizational conflicts. Other agencies with major involvement in the planning process, such as the C.W.P.C., the Friendship Centre, did not have major conflicts with the project proposal. This follows from the fact that they were involved in the initial planning. Thus they were able to make sure that the proposal did not interfere with their own agency's interests.

(See Appendix VII for background and descriptions of the major agencies involved in the Main Street Project.)

B. CONCLUSIONS and RECOMMENDATIONS:

From the findings of this study some tentative hypotheses and recommendations can be formulated. These are as follows:

1. If professionals and community people are to work together on planning a community project, professionals will tend to take over the positions of authority and responsibility. This will happen in spite of an overall philosophy espousing citizen participation. A structure which allows professionals to compete with community people for positions will encourage this to happen.
2. If an enterprise is known to employ exclusively indigenous workers in the place of professionals, and without the supervision of an established organization, it will have difficulty in gaining the confidence and support of conventional funding bodies.
3. A project which involves various groups and individuals in attaining a long-term goal should have a few people chosen by the larger body, and given authority to keep the project adhering to specific guidelines. These guidelines should be set out beforehand, and should include specific goals and ways of proceeding which are known and respected by all those involved in the planning. These people to be put in this position should have experience in successful planning of this kind, and should be familiar with the situation which the planning is concerned with.

MAIN STREET PROJECT

## Draft Proposal

For a considerable length of time, Main Street and the "Core Area" of the city have been a haven of peoples from every walk of life and from every part of the country. Over the past year or so escalating social problems have been a cause of great concern to merchants, the Police Department, the social service agencies and the public at large. In September of last year the merchants of the area gathered together to voice their concern and to force the problem into the public consciousness. As a result of this, the Police Commission increased the police patrols in the area, and then asked the Community Welfare Planning Council to call a meeting of concerned groups in the area in order to arrive at some long range solution.

Because the focus had been on Indian and Metis people (though it was later conceded that other groups were equally responsible), the Indian and Metis Friendship Centre was approached and asked to make a presentation to the first general meeting of concerned groups and individuals (Appendix 1). This presentation (Appendix 2) was unanimously accepted and adopted. There then ensued a period during which the mechanics of the operation were worked out by a committee drawn from the major agencies in the area. This project proposal is the result of this committee's work.

The proposal is in keeping with modern concepts that effective solutions to problems in any given area must come from the people who are involved rather than being imposed from without. Similar operations are proving successful in Vancouver, Los Angeles and Minneapolis.

It must be noted that though this project may appear to be a duplication of the services offered at People's Opportunity Services, there are in fact, fundamental differences. P.O.S. is a regional office of government, while this project was generated from the other end of the scale and will be directed by indigenous people in all phases of its operation. Therefore, problems that are common to the people are identified by the people and solved by the people. A great bulk of the work will be done at night and an effective crisis centre will be established as Main Street workers will be on duty 24 hours a day and 7 days a week. Experience dictates that it is extremely important to establish a firm understanding and working relationship with the Police Department and the proposal embraces this tenet.

Headquarters for the project will be the premises at 626 Main Street which is presently occupied by the Starland Department Store, but available on a rental basis almost immediately. The location of this building is excellent and the building itself offers enough space to accommodate the Main Street Project, the Citizens' Employment Committee, the Fortune Society and other self-help groups. The Junior League is ready to furnish and provide day-time staff for a drop-in centre and there is ample space for this. Thus activities and operation of all these organizations will become integrated and more efficient and this location will become easily identified by the community as a Central Resource and Information Centre.

AIMS AND OBJECTIVES

- a) To tap and channel leadership in the community into more constructive areas by involving local residents in the project.



- b) To awaken a sleeping city to the economic loss, the harsh realities and to the tragic consequences of poverty (poverty being here defined as it affects the whole man - physically, mentally and spiritually).
- c) To increase citizen participation in matters directly affecting their lives (e.g. urban renewal, employment, housing, etc.).

#### OPERATION

(See Appendix 3)

The General Body is composed of a large group of citizens, organizations and merchants (Appendix 1) who are concerned with problems of the Main Street area. The function of the General Body is to approve policy and to elect an Executive Committee which will set priorities and be responsible for planning and supervision. Members of the Technical Body will be representatives of social agencies and will evaluate programs as well as providing a technical resource. The program will be administered by the Indian and Metis Friendship Centre and the Employment Committee. Initially, the Community Welfare Planning Council will assume administration of funds although this will eventually be done by an independent group designated by the Executive Committee.

Fourteen Main Street Coordinators and one Supervisor will be hired. The Supervisor will be available to the workers at all times, for consultation and direction, and all of these workers will use the resources of the Technical Body.

#### TRAINING AND CONSULTANTS

It is anticipated that all workers will undergo a one to two week orientation program which will be conducted under the guidance and direction of the Technical Body. This will familiarize workers with existing services, agencies and groups or organizations working in the area and will allow them to make the personal contacts necessary for facilitating delivery of their services.

#### EVALUATION

Evaluation will be primarily the responsibility of the Technical Body and will be an on-going process. The Executive Committee will report to the Technical Body on all matters pertaining to the project and will receive the appropriate guidance and resources through them. It will be left to the discretion of the Technical Body the methods and resources used in the evaluation process.

Periodic reports will be made to the General Body, who will convene at the direction of the Technical Body, and a year-end report will be compiled.

#### MAIN STREET COORDINATORS

Under joint guidance and direction of the Indian and Metis Friendship Centre and the Employment Committee, the Main Street Coordinators will maintain

open channels of communication with persons in the area: residents, various local groups and the community at large.

Characteristics of Work

1. Obtain and provide information on the problems and needs of people.
2. Provide information on agency services and resources needed for personal and emergency assistance, community improvement or, for their own development of such resources.
3. Initiate contacts with people on Main Street, in places of business, and in their homes.
4. Accompany interested persons to a Main Street drop-in centre.
5. Assist in the management of a drop-in centre.

Qualifications

1. Experience with and knowledge of, the Main Street area and its conditions.
2. Ability to follow instructions, exercise good judgement and work independently.
3. Ability to establish and maintain relationships with people in order to effectively communicate information.
4. Ability to learn information about community resources.

Special Requirements

1. Must be a resident of the Main Street Area.
2. Must be in good physical and mental condition.
3. Must be prepared when and if necessary to work odd hours including evenings and shift work on weekends and statutory holidays.

The team of Main Street Coordinators will consist of 15 men - some working on a rotating shift basis and some working on weekends and statutory holidays, as follows:

9 a.m. - 5 p.m.	-	2 workers out on the street all day
6 p.m. - 2 a.m.	-	2 workers on the street 3 workers at the base
2 a.m. - 9 a.m.	-	2 workers on the street 1 worker at the base
2 p.m. - 2 a.m.	-	2 workers on the street (weekends & statutory 3 workers at the base holidays)
<hr/>		
15 workers		

It is hoped that at least some of the workers hired will be persons who are presently receiving social assistance.

BUDGET

The following proposed budget reflects the minimum amount necessary to operate this project from January 1st to December 31st, 1971:

Rent - Starland Building	\$15,000.00
Building Maintenance - Lights	1,000.00
Water	300.00
Heat	1,000.00
Janitor	2,000.00
Offices - Partitions	2,000.00
Desks	500.00
Chairs	200.00
Telephones	350.00
Typewriter	300.00
Filing Cabinets	200.00
Miscellaneous	300.00
15 Main Street Coordinators - Salary	
7 @ \$4,500 per year	31,500.00
7 @ \$6,500 per year	45,500.00
1 Supervisor	7,500.00
Operating Expenses	
Bus tickets, bus passes, Taxis, Meals, Coffee, Snacks, Incidentals	<u>15,000.00</u>
TOTAL	122,650.00

APPENDIX 1

attendance:	Mr. L. Glassco	People's Opportunity Services
	Mr. W. Chief	People's Opportunity Services
	Miss M.L. Defender	People's Opportunity Services
	Mr. E. Gauthier	People's Opportunity Services
	Mr. R. Seebaran	People's Opportunity Services
	Mr. S. Burrows	City of Winnipeg Parks & Recreation
	Dr. R. Bellan	University of Manitoba
	Mr. F. Syms	Liquor Control Commission
	Mr. F. Dojack	Winnipeg Musical Supply Company
	Mr. M. Braunstein	Gulf Oil Service Station
	Mr. B. Nelson	Neighbourhood Service Centres
	Mr. D. Marinelli	Neighbourhood Service Centres
	Mr. George Munroe	Indian and Metis Friendship Centre
	Mr. E. Duncan	Alcoholism Foundation of Manitoba
	Mr. J. Wankling	Alcoholism Foundation of Manitoba
	Mr. A. Bishop	North Winnipeg YMCA
	Mr. Hugh Lloyd	Rotary Club
	Mr. Ray Perry	Manitoba Metis Federation
	Rev. E. Turenne	Sacred Heart Church
	Mrs. A. Fontaine	City of Winnipeg Public Welfare
	Mr. Don Anderson	Kinsmen Club
	Mr. John Lyons	Catholic Pastoral Centre
	Mr. Victor Courchene	Employment Committee
	Mr. H. Bone	Employment Committee
	Mr. Ken Murdock	CYC Opt-In
	Mr. Bill Laudin	CYC Opt-In
	Mr. Isaac Beaulieu	Manitoba Indian Brotherhood
	Mr. Manley Steiman	City of Winnipeg Housing & Urban Renewal
	Mr. Dave Wessell	Youth Re-Entry Program
	Mr. Ian Sweet	Youth Re-Entry Program
	Mr. Wade Jaques	Youth Re-Entry Program
	Captain R. Gage	Salvation Army Harbour Light Centre
	Mr. Ted Ranick	City of Winnipeg Parks & Recreation
	Mr. John Tronrud	Juvenile Division, Winnipeg Police Dept.
	Mr. Murray Jacques	Canada Manpower Centre
	Mr. Murray McKay	Adult Education Centre
	Mr. R. Sanderson	Indian & Metis Rescue Mission
	Mrs. G. Maser	Indian & Metis Rescue Mission
	Mr. Scott Smith	Youth With a Purpose
	Mr. B. DesMoulin	Youth With a Purpose
	Mr. J.C. Henry	Interested Citizen
	Miss Karen Kamioski	University of Manitoba, Sociology Dept.
	Mr. René Bertrand	Fortune Society of Canada, Wpg. Branch
	Mr. Lloyd Lenton	Community Welfare Planning Council
	Mrs. Yhetta Gold	Community Welfare Planning Council
	Mr. John McQuaker	C.K.Y.
	Mr. V. Pruden	Community Welfare Planning Council
	Mr. Jim Worobec	Winnipeg Free Press
	Mr. Bob Allison	C.B.C.
	Mrs. R. Heople	Community Welfare Planning Council

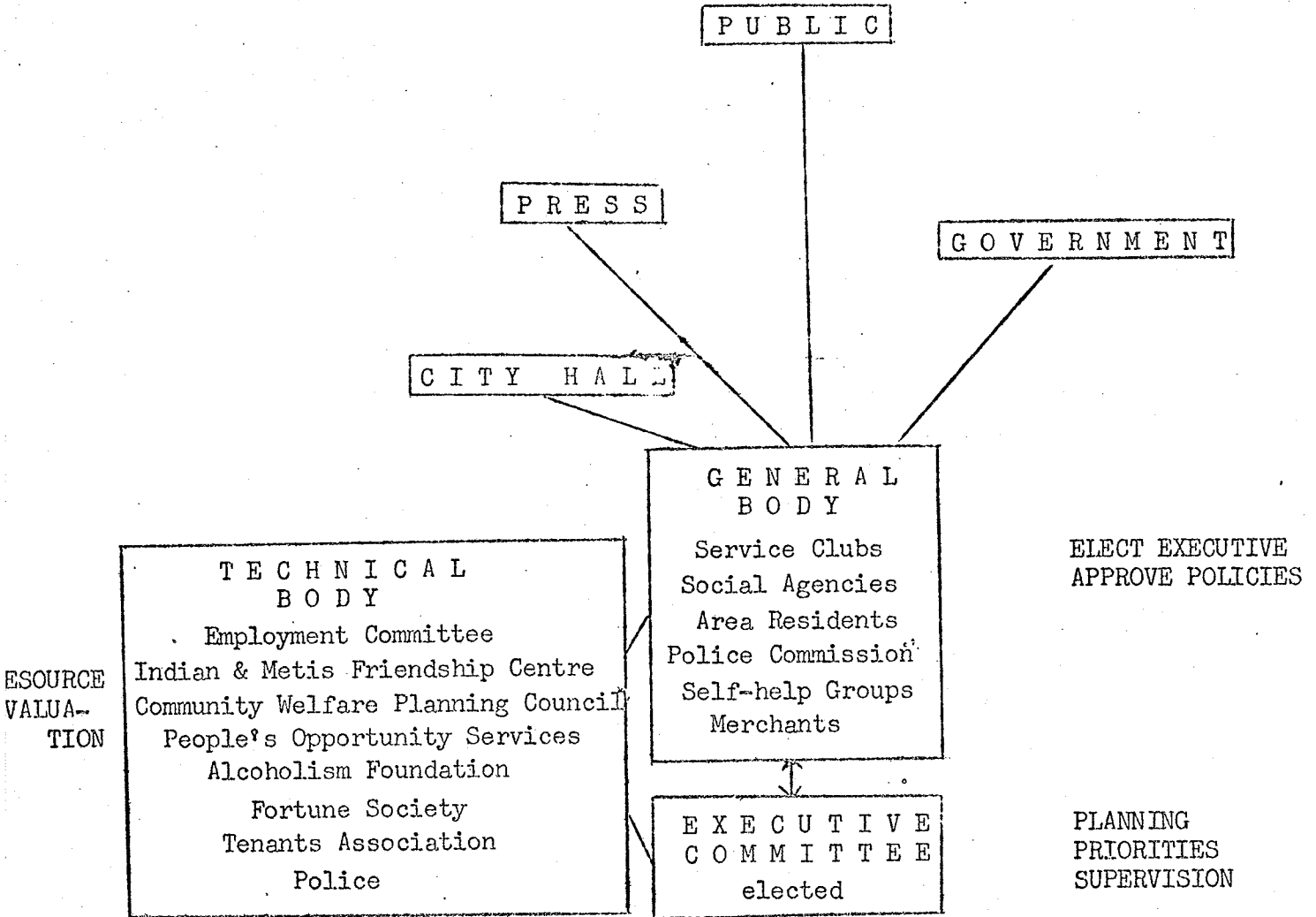
APPENDIX 2

A Proposal from the Indian & Metis Friendship  
Centre with Regard to Main Street

Note: This proposal adopted at first general meeting but has been revised.

1. That a 12 - 20 man team be hired and deployed on a shift basis, 7 days a week with full staff in operation on weekends, to work on the street among the people at any and all points of congregation, for example, pubs, street corners, pool halls and restaurants.
2. That the members of the team be screened and hired by the Indian and Metis Friendship Centre with the backing of an Advisory Committee and that financing be divided among three sources:
  - a) businessmen, bankers, merchants in the area,
  - b) the City of Winnipeg, and
  - c) possibly the Provincial government.
3. That those hired be mainly from the area and familiar at first hand with the various inherent social problems, as well as having complete information on existing services, for example, Police Department, People's Opportunity Services, Salvation Army, Friendship Centre, A.A., etc.
4. That consideration for hiring be given to welfare recipients, ex-convicts, members of Self-Help and Welfare Rights groups, low income people in general, with the possible inclusion of members of such organizations as CRYPT and YAP so that a wide range of age and experience is represented.
5. That this team shall act in two-way communication, both gathering and dissemination information. In mingling and talking with the people, assessment can be made of the roots of problems and possible alleviation as the people see them, e.g. recreational projects, community education programs.
6. That this team could complement and facilitate the current need and proposals for an increase in court workers and act as liaison with the Police Department and courts when necessary.

APPENDIX 3



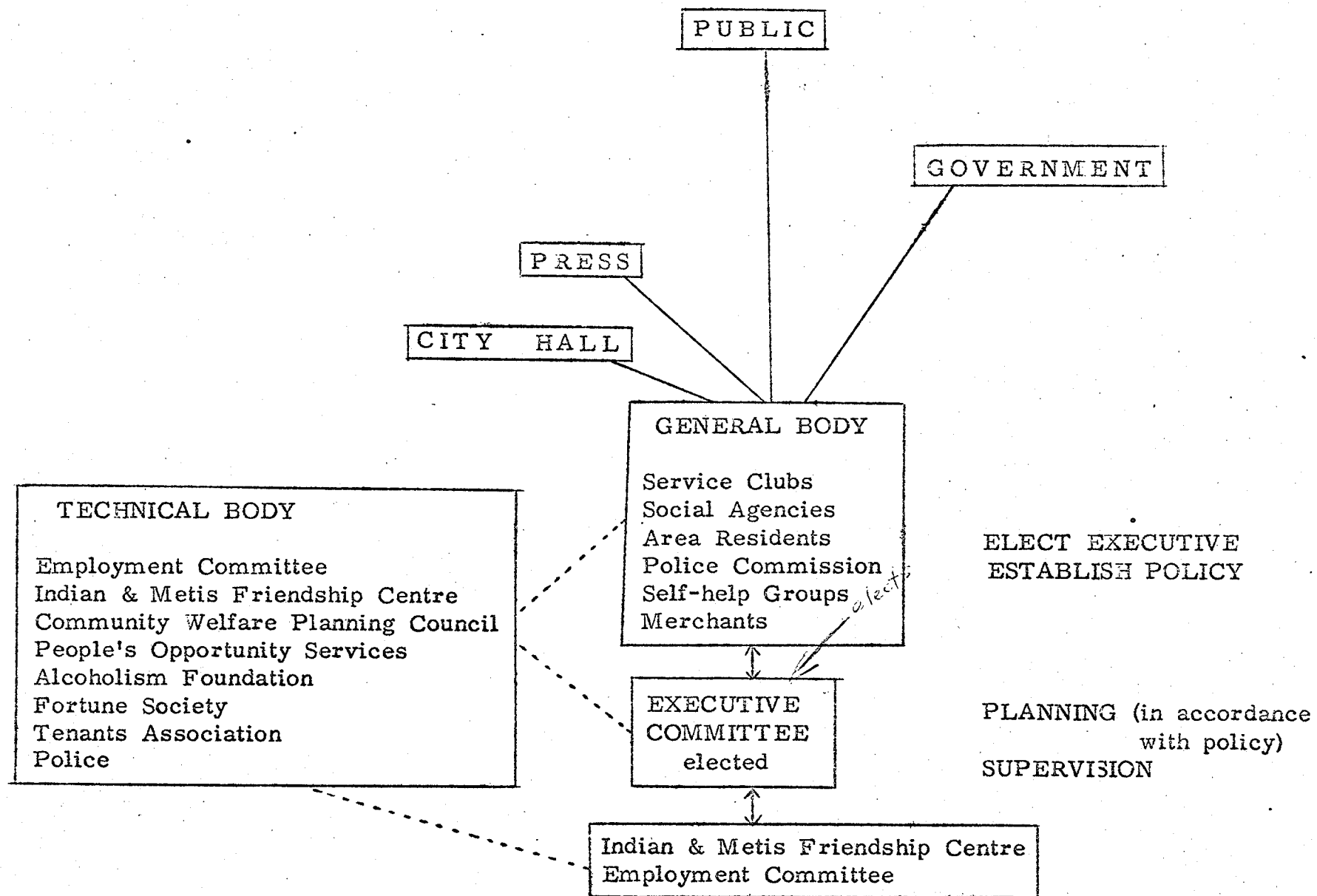
PROPOSED CHANGESMain Street Project - Draft Proposal dated January 29, 1971Page 2 - OPERATION  
(See Appendix 3)

The General Body is composed of a large group of citizens, organizations and merchants (Appendix 1) who are concerned with problems of the Main Street area. The function of the General Body is to establish policy and to elect an Executive Committee to carry out such policy and be responsible for planning and supervision of the project in accordance with the wishes of the general body. Members of the Technical Body will be representatives of social agencies, local organizations and the police department and will act as a resource to assist the Executive Committee and General Body in such matters as evaluating programs. The program will be administered by the Indian and Metis Friendship Centre and the Employment Committee. Initially, the Community Welfare Planning Council will assume administration of funds although this will eventually be done by an independent group to be established by the General Body.

Page 3 - Characteristics of Work

1. Obtain information on the problems of the people in the Main Street area as a basis for determining overall needs and recommending community improvement programs to governments, voluntary agencies, etc.
2. Provide information to the people on community resources which might be of assistance to them; and to encourage them to use the appropriate services either for emergency or other needs.
3. Make personal contact with people on Main Street, in their places of business, and in their homes with a view to stimulating them to assume leadership in organizing their own self-help programs.
4. Assist in operating a drop-in centre as a further point of contact with people in the area; to get them involved in helping themselves.

RESOURCE  
EVALUA-  
TION





## Appendix Three

April 6th, 1971.

## MAIN STREET INFORMATION &amp; RECEPTION PROJECT

a joint project of the

EMPLOYMENT COMMITTEE

and the

MAIN STREET PROJECT GROUPINTRODUCTION:

Main Street - the "Core Area" of the city - has long been a haven of down-and-out peoples from every walk of life and from every part of the country. During the past year escalating social problems have caused much concern to merchants of the area, the Police Department, the Social Service agencies, and the public at large. In September of 1970 the merchants united to voice their concern and to force the problem into the public eye. As a result, the Police Commission increased police patrols in the area, and then asked the Community Welfare Planning Council to call a meeting of appropriate groups to explore the possibilities of some long range solution.

The Indian and Metis Friendship Centre was approached and asked to make a presentation to the first general meeting of concerned groups and individuals. The Centre was a logical choice for several reasons; first, that there are a large number of Indian and Metis people in the area, and that there appears to be a steady influx of people of native origin; and also because the Indian and Metis Friendship Centre from its inception in 1959 has seen its role primarily as a helping agency to Indian and Metis newcomers to the city. The present location at 73 Princess Street has not been ideal from the standpoint of reaching the people most in need.

The Friendship Centre's presentation (Appendix 2) was unanimously accepted and adopted. Several meetings followed in which the mechanics of the operation were drafted by a committee drawn from the major agencies in the area. The Employment Committee, an offshoot of the Winnipeg Tenants' Association, which for some time had been looking for similar quarters on Main Street, emerged as a logical partner for sharing the administration of the Main Street Project with the Indian and Metis Friendship Centre.

## PROPOSALS

It should be noted that the proposal is in keeping with modern concepts that effective solutions to problems must come from the people who are involved rather than being imposed from outside. Similar operations are showing results in Vancouver, Los Angeles and Minneapolis.

### A. EMPLOYMENT COMMITTEE PROPOSAL

1. That 3 - 4 people be hired to seek employment for underprivileged men or women, through employers instead of going to private employment agencies.
2. People at present that are working at finding a job, and have been doing so in the past, be given wages and assistance in carrying out their work.
3. That a drop-in-centre for the purpose of functioning as a casual employment office be set up to keep men on these premises until such time that they would be sent to the employer on a casual basis. (See Note)
4. That once a steady job is secured for a particular person, he may be assisted by the employment committee. e.g. bus fare, meal ticket, and spending money.

### PREFACE:

In the first place a casual employment service should be paid for by the government so that the man gets the full wages for the job. That is to say there would be no charge for the job finding and referral. Secondly, there should be people in the field full time looking for work, they should be hustling jobs and reporting back to the office where these jobs are. In the third place, the people in the office would do the referrals to these jobs and do the record keeping. Fourthly, a social agency should be involved in this office as well to make sure that the men who don't get work have at least a place to sleep and a meal for that night. These social agency workers could provide counselling about other problems and referrals to other agencies where necessary. This would mean that there would be an alternative to employment agencies. We hope that higher wages would attract more and more men and demonstrate the effectiveness of the people's employment service. The counsellors would soon become aware of the problems of the men who regularly use this casual employment service and could counsel the men about their

problems. For example, a man who had a drinking problem would not likely get work. He would therefore contact the social agency counsellor for food and lodging. The counsellor would be aware of the drinking problem and could counsel the man and possibly refer him to the Alcohol Foundation for treatment.

Also, in the case where there is simply no work available, a man would at least be assured of having room and board for that night.

Because all of the men would be coming to one place it would be easier for employment agencies and social agencies to work with them to help them solve their own problems. Coffee and cards could be provided to make the men feel better and group counselling and the exchange of information would be much easier.

## B. INFORMATION AND RECEPTION

Although this project may appear as a duplication of the services offered at People's Opportunity Services, there are in fact fundamental differences. P.O.S. is a regional office of government, whereas this project has been generated by, and will be directed by, indigenous people in all phases of its operation. Problems that are common to the people are identified by the people and solved by the people. Main Street workers will be on duty 24 hours a day and seven days a week.

Headquarters for the Main Street Project will be a premises in the Main Street area. In addition to the Main Street Project the Employment Committee, the Fortune Society and other self-help groups have expressed interest in using space. Thus, activities and operations of all these organizations will become integrated and more efficient. This location will become easily identified with the community as a Central Resource and Information Centre.

## AIMS AND OBJECTIVES

- a) To tap and channel leadership in the community into more constructive areas by involving local residents in the project.
- b) To awaken a sleeping city to the economic loss, the harsh realities and the tragic consequences of poverty (poverty being here defined as it affects the whole man - physically, mentally and spiritually).
- c) To increase citizen participation in matters directly affecting their lives (e.g. urban renewal, employment, housing, etc.)

## OPERATION (See Appendix I)

The General Body is composed of a large group of citizens, organizations and merchants (Appendix I) directly concerned with problems of the Main Street area. The function of the General Body is to approve policy and to elect an Executive Committee which will set priorities and be responsible for planning and supervision. Members of the Technical Body will be available to the General Body and Executive Committee in all matters pertaining to the project, and will offer appropriate guidance and expertise.

The program will be administered by the Indian and Metis Friendship Centre and the Employment Committee. Initially, the Community Welfare Planning Council will assume administration of funds although this will eventually be done by

an independent group designated by the Executive Committee.

Fourteen Main Street coordinators and one supervisor will be hired. The supervisor will be available to the workers at all times, for consultation and direction; and all of these workers will use the resources of the Technical Body.

#### TRAINING AND CONSULTANTS

All workers will undergo a one to two week orientation program which will be conducted under the guidance and direction of the Technical Body. This will familiarize workers with existing services, agencies and groups or organizations working in the area and will allow them to make the personal contacts necessary for facilitating delivery of their services.

#### EVALUATION

The General Body and the Executive Committee will be responsible for evaluation with the assistance of the Technical Body as needed. Periodic reports will be made to the General Body, who will convene at regular intervals, and a year-end report will be compiled.

#### MAIN STREET COORDINATORS

Under joint guidance and direction of the Indian and Metis Friendship Centre and the Employment Committee, the Main Street Coordinators will maintain open channels of communication with persons in the area: residents, various local groups and the community at large.

#### CHARACTERISTICS OF WORK

1. Obtain information on the problems of the people in the Main Street area as a basis for determining overall needs and recommending community improvement programs to governments, voluntary agencies, etc.
2. Provide information to the people on community resources which might be of assistance to them; and to encourage them to use the appropriate services either for emergency or other needs.
3. Make personal contact with people on Main Street, in their places of business, and in their homes with a view to stimulating them to assume leadership in organizing their own self-help programs.

4. Assist in operating a drop-in centre as a further point of contact with people in the area; to get them involved in helping themselves.

#### QUALIFICATIONS

1. Experience with and knowledge of, the Main Street area and its conditions.
2. Ability to follow instructions, exercise good judgement and work independently.
3. Ability to establish and maintain relationships with people in order to effectively communicate information.
4. Ability to learn information about community resources.

#### SPECIAL REQUIREMENTS

1. Preference should be given to a resident of the Main Street Area.
2. Must be in good physical and mental condition.
3. Must be prepared when and if necessary to work odd hours including evenings and shift work on weekends and statutory holidays.

The team of Main Street Coordinators will consist of 15 persons -- some working on a rotating shift basis and some working on weekends and statutory holidays, as follows:

9 a.m. - 5 p.m.	-	2 workers out on the street all day
6 p.m. - 2 a.m.	-	2 workers on the street 3 workers at the base
2 a.m. - 9 a.m.	-	2 workers on the street 1 worker at the base
2 p.m. - 2 a.m.	-	2 workers on the street (weekends & 3 workers at the base statutory holidays)
		<hr/> 15 workers

It is hoped that at least some of the workers hired will be persons who are presently receiving social assistance.

BUDGET SUMMARY

A. EMPLOYMENT COMMITTEE

Operating	\$ 41,400.00	
Capital		\$1,400.00

B. INFORMATION AND RECEPTION PROJECT

Operating	\$117,725.00	
Capital		5,000.00

TOTAL OPERATING \$159,125.00

TOTAL CAPITAL COSTS \$6,400.00

Respectfully submitted by:

Willie Chief

Scott Smith

Adrian Bishop

Vic Courchene

Mike Cavers

Harry Bone

George McLeod

Vic Courchene

Ralph McDougall

Herb Boyer

Employment Committee:

As Executive Committee of

Main Street Project Group.

BUDGET (for one year)

A. EMPLOYMENT COMMITTEE

Salaries:

Manager	\$ 8,500.00
Assistant Manager	7,000.00
2 Field Workers @ \$7,000.	14,000.00
Secretary	3,500.00
Personnel benefits	<u>1,650.00</u>

SUB TOTAL \$34,650.00

Program:

Staff Transportation	\$ 1,500.00
Bus tickets for clients	2,000.00
Meals or coffee money for clients	<u>1,500.00</u>

SUB TOTAL \$ 5,000.00

Administration & Promotion

Telephone	\$ 250.00
Stationery, Advertising, Misc.	<u>1,500.00</u>

SUB TOTAL \$ 1,750.00

TOTAL OPERATING

\$41,400.00

CAPITAL COSTS

Office Equipment	\$ 1,300.00
Typewriter	<u>100.00</u>

TOTAL \$ 1,400.00



B. INFORMATION & RECEPTION PROJECT -- 24 Hour Operation,

Salaries:

15 Main Street Co-ordinators

7 @ \$4,500.00 \$31,500.00

7 @ \$6,500.00 45,500.00

Supervisor & Team Leader 7,500.00

Staff benefits 4,225.00

SUB TOTAL \$ 88,725.00

Program:

Staff transportation, services to clients, (e.g. transportation, meals cash advances, incidentals) \$ 15,000.00

Reception Centre:

Based on estimates for Moler Building

Rent (approx. 6,000 sq. ft.) \$ 7,200.00

Hydro 600.00

Telephone 500.00

Maintenance -- caretaking 5,000.00

Supplies 700.00

SUB TOTAL \$ 14,000.00

TOTAL OPERATING \$117,725.00

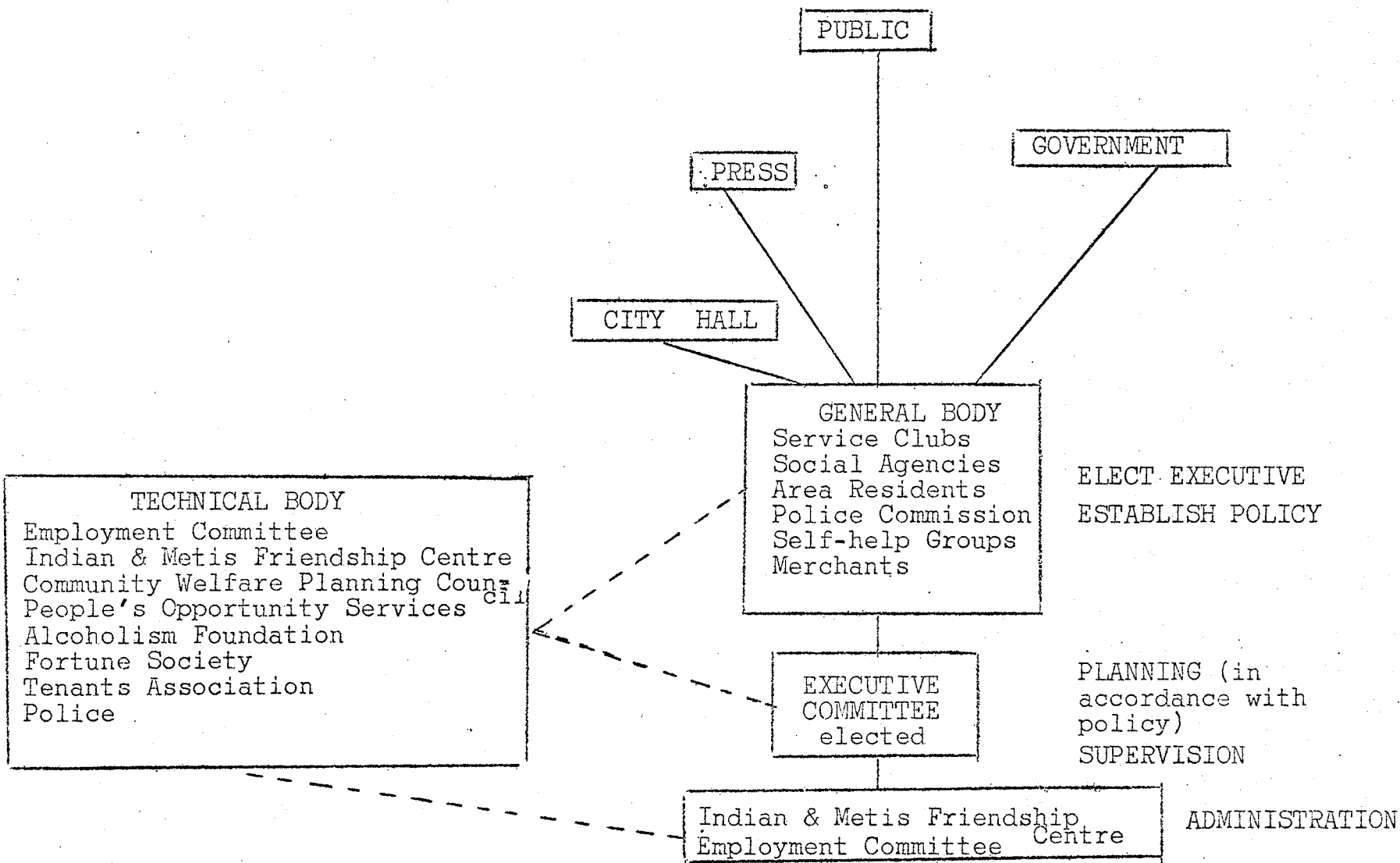
CAPITAL COSTS

- partitioning, enclose stairways, \$ 3,500.00  
fire equipment, heating renovations,  
canteen

- office equipment \$ 1,500.00

TOTAL CAPITAL \$ 5,000.00

RESOURCE  
EVALUATION



PENDIX 2

Proposal from the Indian and Metis Friendship Centre with Regard to Main Street

IE: This proposal adopted at first general meeting December, 1970, but has been revised

That a 12 - 20 man team be hired and deployed on a shift basis, 7 days a week with full staff in operation on weekends, to work on the street among the people at any and all points of congregation, for example, pubs, street corners, pool halls and restaurants.

That the members of the team be screened and hired by the Indian and Metis Friendship Centre with the backing of an Advisory Committee and that financing be divided among three sources:

- a) businessmen, bankers, merchants in the area,
- b) the City of Winnipeg and
- c) possibly the Provincial government.

That those hired be mainly from the area and familiar at first hand with the various inherent social problems, as well as having complete information on existing services, for example, Police Department, People's Opportunity Services, Salvation Army, Friendship Centre, A.A., etc.

That consideration for hiring be given to welfare recipients, ex-convicts, members of Self-Help and Welfare Rights groups, low income people in general, with the possible inclusion of members of such organizations as CRYPT and YAP so that a wide range of age and experience is represented.

5. That this team shall act in two-way communications, both gathering and disseminating information. In mingling and talking with the people, assessment can be made of the roots of problems and possible alleviation as the people see them, e.g. recreational projects, community education programs.

6. That this team could complement and facilitate the current need and proposals for an increase in court workers and act as liaison with the Police Department and courts when necessary.

MARCH 30/71

A.

A Proposal from the Employment Committee

1. That 3-4 people be hired to seek employment for underprivileged men or women, through employers instead of going to private employment agencies.
2. People at present that are working at finding a job, and have been doing so in the past, be given wages and assistance in carrying out their work.
3. That a drop-in-center for the purpose of functioning as a casual employment office be set up to keep men on these premises until such time they would be sent to the employer on a casual basis. (See Note)
4. That once a steady job is secured for a particular person, he may be assisted by the employment committee.  
eg. bus fare, meal ticket, and spending money.

In the first place a casual employment office should be operated by the government so that the man gets the full wages for the job. That is to say there would be no charge for the job finding and referral. Secondly, there should be people in the field full time looking for work, They should be justling jobs and reporting back to the office where these jobs are. In the third place, the people in the office would do the referrals to these jobs and do the record keeping. Fourthly, a social agency should be involved in this office as well to make sure that the men who don't get work have at least a place to sleep and a meal for that night. These social agency workers could provide counselling about other problems and referrals to other agencies where necessary. This would mean that all private employment agencies would have to be closed and would also mean that there would be only one office applying casual employment to men. This would require all the men who are looking for casual employment to come to one place. The counsellors would soon become aware of the problems of the men who regularly use this casual employment service and could counsel the men about their problems. For example, a man who had a drinking problem would not likely get work. He would therefore contact the social agency counsellor for food and lodging. The counsellor would be aware of the drinking problem and could counsel the man and possibly refer him to the Alcohol Foundation for treatment.

Also, in the case where there is simply no work available, a man would at least be assured of having room and board for that night.

Because all of the men would be coming to one place it would be easier for employment agencies and social agencies to work with them to help them solve their own problems. Coffee and cards could be provided to make the men feel better and group counselling and the exchange of information would be much easier.

Tribune Mar 27

# Main St. patrol, drop-in plan receives approval in principle

By MANFRED JAGER  
Tribune Welfare Reporter

A plan to help rehabilitate transients and uprooted residents in the Main St. area from city hall to the CPR tracks — received approval in principle at a meeting of about 60 area residents, welfare officials and Main St. businessmen Friday.

A proposed assistance system, which is to be known as The Main Street Project and is yet to be funded for an anticipated budget of \$120,260, has been in preparation for four months. It was conceived after complaints about area residents' loitering

were submitted to city council last fall by Main St. Businessmen. It has been under discussion for about four months.

The project envisions the hiring of 15 community workers who would patrol the area day and night and be backed up by an around-the-clock drop-in centre home base. The workers would be in close co-operation with welfare agencies and government facilities people in crisis can often not find by themselves.

Said one of the planners in an interview Friday: "If this works — and we are convinced it will — this kind of approach to the people who have nowhere

to go will go a long way toward getting these folk off the street."

The planning has involved the Community Welfare Planning Council, to which the Winnipeg Police Commission first appealed last year, the government's People's Opportunity Service, welfare self-help groups and individuals, as well as the Indian and Metis Friendship Centre.

Yet, during Friday morning's meeting at the Youth With A Purpose drop-in centre on Logan Ave., the whole Main Street Project idea came close to total collapse.

The crisis developed when

Leon Glassco, executive director of People's Opportunity Service suggested his own agency could do the job of looking after Main St. residents if it was given staff and funds for a night swing-shift for social and community welfare workers.

Another POS representative said: "This is still a very weak plan. It won't help anybody on Main Street other than to identify the problem and catalogue the people. It may touch some transients with direct help, but probably won't make any difference to the area residents who will go on living as they live now."

Numerous participants in the 90-minute meeting Friday morning argued that the by-the-people-for-the-people concept on which the Project planners based their thinking would be the most effective method of dealing with the Main St. problem.

The vote approving Main Street Project passed by a large majority minutes after the final exchange.

A delegation comprising most of those at the meeting then left for the Legislature Building where they had been invited by MLA Bud Boyce (NDP-Winnipeg Centre) to familiarize him with the project plans and anticipated costs. The entire proposal has also been forwarded to Social Development Minister Rene Toupin.

# Delegation Approaches Govt. For Main St. Drop-In Centre

By WALLY DENNISON

A delegation of about 30 citizens Friday urged Bud Boyce, New Democratic Party M.L.A. for Winnipeg Centre, to obtain governmental support and financing for a proposed information, referral and drop-in centre and the hiring of 15 street workers for the Main Street area.

The citizens, members of the Main Street Project Committee, presented Mr. Boyce with a brief and proposed budget approved in principle earlier Friday at a committee meeting.

Mr. Boyce, meeting with the delegation in a Legislative Building conference room, said he would meet again with them next Friday. He would tell them then whether their plans had been generally accepted, and if not, he would arrange to have the authorities responsible for denying them present to explain why.

"I'm optimistic," Mr. Boyce said. "If I could say, here's the money, I probably would."

The proposed budget totals \$120,260. It breaks down to \$91,260 for the salaries and benefits of the 15 street workers, \$15,000 for operating expenses and \$14,000 for building space.

The 15 street workers would be deployed 24 hours a day, seven days a week to operate on a person-to-person basis in areas between city hall and the CP Rail tracks which are congregating spots for people in the district. The workers would also act as a pressure group to obtain needed services.

Adrian Bishop, committee chairman, told Mr. Boyce that the proposal "shouldn't be seen as a new and separate agency, but as a people-to-people project."

He noted that the committee's earlier meeting Friday had indicated the people generally felt the street workers shouldn't be civil servants.

Michael Cavers, a representative of the Main Street Merchants Association, said the committee wasn't proposing an amalgamation with People's Opportunity Services (POS), a regional office of the Manitoba department of health and social development, at 600 Main Street.

"If I walked into POS and if I were from a geographical location outside the Main Street area, I wouldn't get service because it's a regional office of the government," said Rene Bertrand, of the Fortune Society.

Mr. Bertrand said there wasn't one service club or community club in the Main Street area.

"You'll find recreation all right, but you'll find it in the pool halls and beer parlors."

He said a person needing help generally doesn't even get "a warm handshake or a smile" in present, "bureaucratic" social agencies. "So many people are run through a paper machine."

The personal touch of the Main Street Project would be something new, he contended.

Celestin Guiboche, president of the Winnipeg Tenants Association, said some of the money requested would be a shift in funds, anyway. Some of the workers who might be hired are now welfare recipients and know the area's problems, he explained.

The committee's brief states, "Although this project may appear as a duplication of the services offered at People's Opportunity Services, there are, in fact, fundamental differences. POS is a regional office of government, whereas this project has been generated from the other end of the scale and will

be directed by indigenous people in all phases of its operation."

Mr. Bertrand said in an interview that the committee had been looking into the possibility of renting the basement and first two floors of a building at 594 Main Street for the information, referral and drop-in centre. The lease on the premises, now occupied by Moler Barber School, is to expire soon. The second floor has four large rooms which could accommodate up to a dozen people, Mr. Bertrand said.

At the committee's earlier meeting Friday, POS executive director Lee Glassco emphasized that the drop-in centre shouldn't be viewed as a substantial solution to the transient problem. Much more would be needed, he said.

He pointed out that POS was originally set up to operate on a 24-hour basis, but hasn't been able to because of a lack of financing.

Mr. Glassco said a Main Street drop-in centre is greatly needed, but it should be "inter-related with the integrative service approach at POS." This would require "a swing shift staff to operate 24 hours daily" at POS in collaboration with the street workers involved in the 24-hour operation at the drop-in centre.

In this way, fragmentation of services would be avoided, Mr. Glassco said.

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# Citizen Groups Clash During Meeting With MLA Bud Boyce

Two groups of citizens broke into verbal warfare Friday while meeting in the Legislative Building with Bud Boyce, New Democratic Party MLA for Winnipeg Centre.

Crossing swords were the Main Street Project Committee and the Winnipeg Employment Committee. The dispute flared over the project committee's written submission for a proposed information, referral and drop-in centre and the hiring of 15 street workers for the Main Street area.

The employment committee, while supporting the idea of a drop-in centre, opposed the proposal as presented by the project committee.

Mr. Boyce's meeting was originally scheduled with the project committee as a follow-up to a previous meeting a week earlier but several members of the employment committee walked into the room 10 minutes after the meeting began and entered into the discussions.

Herbert Boyer, spokesman for the employment committee, said the drop-in centre proposed by the project committee "could be used as competition" against the employment committee. He said it amounted to "starting another project we already have." Why not use the employment committee to operate a drop-in centre? Mr. Boyer asked.

The employment committee works out of People's Opportunity Services, a regional office of the Manitoba department of health and social development, at 600 Main Street.

Willie Chief, a Main Street Project Committee member, said he was surprised by the attitude of Mr. Boyer, whom he said had been involved all along in discussions which led to the project committee's recommendations. "In other words, you've been been wasting your time," Mr. Chief said.

Mr. Boyce said he could understand Mr. Boyer's apprehensions about the project committee's proposal, but he said he didn't see it conflicting with the employment committee's plan.

The employment committee's proposal, handed to Mr. Boyce, calls for the establishment of a drop-in centre to function as a

week, in areas between city hall and the CP Rail tracks.

Mr. Boyce told the group he had discussed the submission with Social Development Minister Rene Toupin and J. Andre Ouellette, deputy minister of social development. He said the two ministers were "fundamentally, enthusiastic about the concept" of using indigenous people to help in solving Main Street area problems.

Mr. Boyce said the committee is now to meet Thursday with Joseph Cels, assistant deputy minister of social services.

The MLA said that while he couldn't speak for the government, "I think they're going to do it (approve the project.) That's my honest opinion."

Mr. Boyce pointed out that he didn't say the proposed \$120,000 had been accepted, only that the concept of employing 15 street workers had been supported.

He said he hadn't mentioned

the drop-in centre recommendation to the ministers. He apologized and said that it "may have been an oversight on my part."

Mr. Bertrand said the proposal had been "sitting in front of the government for some time" and felt there had been "very little action."

"My personal opinion is that you've let us down," Mr. Bertrand told Mr. Boyce. "I can't accept this personally. This meeting has been like another meeting — really nothing."

Mr. Boyce said he assumed Mr. Bertrand's remarks were his own views and not necessarily those of the project committee. Later in the meeting, the MLA said he had been disturbed by Mr. Bertrand's comments and pointed out that he had to "twist arms" to arrange next Thursday's meeting. This had been difficult because of the hectic political activity now going on.



Project at 600 M. in Street.

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Mr. Boyce said he could understand Mr. Boyer's apprehensions about the project committee's proposal, but he said he didn't see it conflicting with the employment committee's plan.

The employment committee's proposal, handed to Mr. Boyce, calls for the establishment of a drop-in centre to function as a casual employment office.

Three or four people would be hired to seek jobs for the underprivileged. The casual employment operation, the proposal stated, would eliminate private employment agencies, which take sizable portions of workers' salaries as job-finding fees.

The employment committee's submission also stated that "a social agency should be involved in this office as well to make sure that the men who don't get work have at least a place to sleep and a meal for that night. These social agency workers could provide counselling about other problems and referrals to other agencies where necessary."

Before the employment committee members walked in, a few of the dozen citizens representing the project committee had been pressing Mr. Boyce on the question of whether the government had, in fact, accepted the drop-in centre proposal in principle.

The project committee's proposed budget totals \$120,260. It breaks down to \$91,260 for the salaries and benefits of the 15 street workers, \$15,000 for operating expenses and \$14,000 for building space. The street workers would be deployed 24 hours a day, seven days a

# Right To Rechannel Ai

## Toupin Would Shuffle Money For Programs Within His Dept.

By WALLY DENNISON

Social Development Minister Rene Toupin said Thursday that he has written to Premier Ed Schreyer of Manitoba for permission to reallocate funds among programs and services in the department of health and social development.

He explained that his departmental estimates had already been struck and that freedom to shuffle money would permit the department to respond more quickly and effectively to social needs.

Mr. Toupin revealed the request to the premier during a meeting in the Legislative Building with a 10-member delegation of citizens seeking governmental approval of a proposal for an information and reception centre and the hiring of 15 street workers for the Main Street area. Also at the meeting were Bud Boyce, New Democratic Party MLA for Winnipeg Centre, and Joseph Cels, assistant deputy minister in charge of social services.

Mr. Toupin called the proposal "good" and said he personally supported it, but he emphasized that he couldn't give a commitment of financial support because that would be setting government policy.

He promised he would discuss the proposal with Premier Schreyer later in the day and lay the delegation's views to the cabinet.

If given permission to reallocate departmental funds, Mr. Toupin said he would then be

prepared to indicate how much financial support the government could offer to the proposal, called the Main Street Project.

Mr. Boyce said he would bet \$100 that the government would be prepared to offer financial aid. He advised the delegation to begin the project anyway on a voluntary basis and said he would try to obtain working quarters for them.

The Main Street Project proposal is a joint submission from the Main Street Project committee and the Winnipeg Employment Committee. The 15 street workers, called co-ordinators, would be deployed 24 hours a day, seven days a week, to operate on a person-to-person basis in areas between city hall and the CP Rail tracks. The reception centre would be their home base.

Four additional workers and a secretary would be needed by the employment committee to find jobs for people.

The proposed budget totals \$165,525, with \$123,375 devoted to salaries. The employees would be welfare recipients or low-income people who live in or are familiar with, the Main Street area.

## 15 Jobs . . . 300 Applications

Committee member Rene Bertrand told Mr. Toupin that most 300 applications have already been received for the 15 street worker positions, the majority of them from welfare recipients.

When Mr. Toupin asked when the project's selection committee would begin choosing the workers, Mr. Bertrand replied, "as soon as we get some indication from government regarding financial support."

Instead of operating from an office, as Canada Manpower Services the project's employment workers would actually go to prospective employers with de-

The project, he said, would substantially amount to a reallocation of funds because more than 80 per cent of the proposed budget is devoted to salaries for employees whom the provincial government is currently supporting with welfare payments. "We're offering a solution to your problems and to ours," he told Mr. Toupin and Mr. Cels.

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Instead of operating from an office, as Canada Manpower does, the project's employment workers would actually go to prospective employers with details on available workers.

Both the delegation and Mr. Toupin severely criticized Canada Manpower, and committee member Michael Cavers noted that here was an opportunity for a "parallel, independent and unprofessional structure" of citizens to prove that it could fulfill job needs which the federal agency currently is failing to meet.

But employment would be just one part of the total package, the delegation stressed. The street workers, for example, would not only help people in emergencies, but would serve as "social animators" through identifying needs and organizing people for action.

There would be an automatic communications link to start with because of the type of people involved, Mr. Bertrand said. "This project would be from the people to the people, instead of from a structured establishment to the people."

He said governments should recognize that they must "get their thumbs off people" and allow them to organize as they see fit, and not necessarily in the ways determined by governments.

Mr. Cels noted that his section was finding it difficult to operate within the estimates and that meeting service needs in one area could mean cutting back in others. In referring to the case aides at People's Opportunity Services (POS), a regional office of the department of health and social development, at 600 Main Street, he said, "We just about had to lay down our lives to keep them."

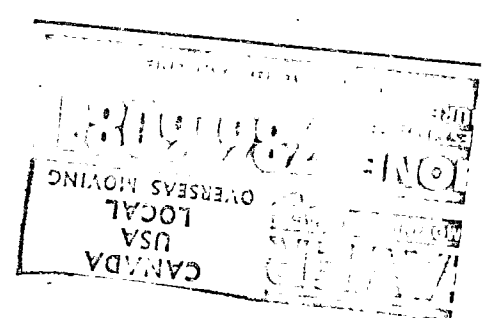
Mr. Cavers, a representative of the Main Street Merchants Association, questioned why services necessarily had to be carried out within a governmental structure. He suggested that perhaps some of the money now going to the People's Opportunity Service could be more effectively used by the Main Street Project in solving problems which the regional office now "cannot handle in an eight-to-10-hour day."

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Free Press  
Fri., June 11

# Provincial Aid Or No, Main Street Project 'Go'

By WALLY DENNISON

Forty-three people volunteered Thursday to get the proposed Main Street Project under way because of the uncertainty of Manitoba government financing.

Thirty-seven offered to work full-time and six part-time without pay as street workers and in other capacities in the project, which also calls for the establishment of an information and reception centre.

With the reception centre as their home base, the street workers, called co-ordinators, would be deployed 24 hours a day, seven days a week, to operate on a person-to-person basis in areas between city hall and the CP Rail tracks.

Originally, the proposal had been a joint submission to the provincial government from the Main Street Project committee and the Winnipeg Employment Committee. The proposed bud-

get had totalled \$165,525, with \$123,375 devoted to salaries.

But it now appears that any aid from the provincial government — if there is to be any at all — won't come until after the estimates of the department of health and social development are approved by the legislature. Adrian Bishop, co-chairman of the Main Street Project committee, told a meeting of about 70 people in the Neighborhood Service Centre, 294 Ellen Street, that was the message he had received from the department of health and social development.

Rene Bertrand, a member of the Main Street Project committee, said the screening board for street worker applicants had been dissolved because of the uncertainty of governmental funding. He said that until dissolution the list of potential street workers had been narrowed to 74 from 275 applicants, and that all those who

had requested interviews were interviewed by the board.

Mr. Bishop explained that Social Development Minister Rene Toupin had told project supporters there was no money in the departmental estimates for the project, but that help might come through reallocating departmental funds. However, Mr. Bishop said no word had been received from the minister as to whether or not the scheme had been approved.

A working body to get the project operating on a voluntary basis was formed after Mr. Bishop asked the people whether they wanted to delay acting until word is received, to give up altogether, to pressure Mr. Toupin into action, or to get started on their own.

"The only way to really influence the government is to go ahead and do it, and in so doing develop the data to substantiate the need," Mr. Bishop said.

Herbert Boyer, of the Winnipeg Employment Committee, asked how the group could expect aid from the government when one of its own agencies, People's Opportunity Services, 600 Main Street, had been futilely attempting to get a 24-hour service established for the past three years.

One man said it was very easy for the government to deny a project he described as "nebulous" at this stage and which the supporters themselves are uncertain as to how it would develop. "They're not going to buy a pig in a poke — they're being criticized for spending now," he said in urging that the project start immediately with volunteers.

A woman claimed that she had talked to many policemen and the consensus of the "policeman on the beat" is that the project won't work because the policemen can't accept that their duties include working with "social workers."

"Who's going to recognize volunteers?" Mr. Boyer asked. "Where's your power? Where's your recognition?"

Jerry Lyons, a social worker for Neighborhood Service Centres, answered that many private social agencies had grown out of volunteer groups and are now part of the social agency establishment.

# Main Street self-help groups organize despite lack of funds

By MANFRED JAGER  
Tribune Welfare Reporter

The Main Street Project, organized by several Winnipeg self-help groups to assist transients in the city's centre, will start work in about 10 days, officials decided Thursday.

And the work will all be done by volunteers, following the provincial government's refusal to approve a request for \$120,000.

Officials of various organizations, including the YMCA, the Community Welfare Planning Council and the Main Street Merchants' Association, who planned the project during late winter and early spring, met Thursday to decide whether the project could start without funds.

Adrian Bishop, director of outreach services for the Metropolitan YMCA, told the meeting that Social Development Minister Rene Toupin had been very sympathetic toward the idea in recent weeks and felt he might indeed be able to "shuffle some money within his budget and swing funds in our direction."

However, the social service department estimates have not been placed before the Manitoba Legislature yet, and there was more and more indication that the shuffle would not take place because "the opposition is going to make a major issue of the expenses in the health and social development department as it is," Mr. Bishop said.

The alternatives now, Mr. Bishop told the 75 persons at

the meeting, were to: forget the entire project "and go home and pretend we never had the idea"; march on the Legislature; drum up political support from opposition MLAs; or get the new service off the ground without pay for those involved.

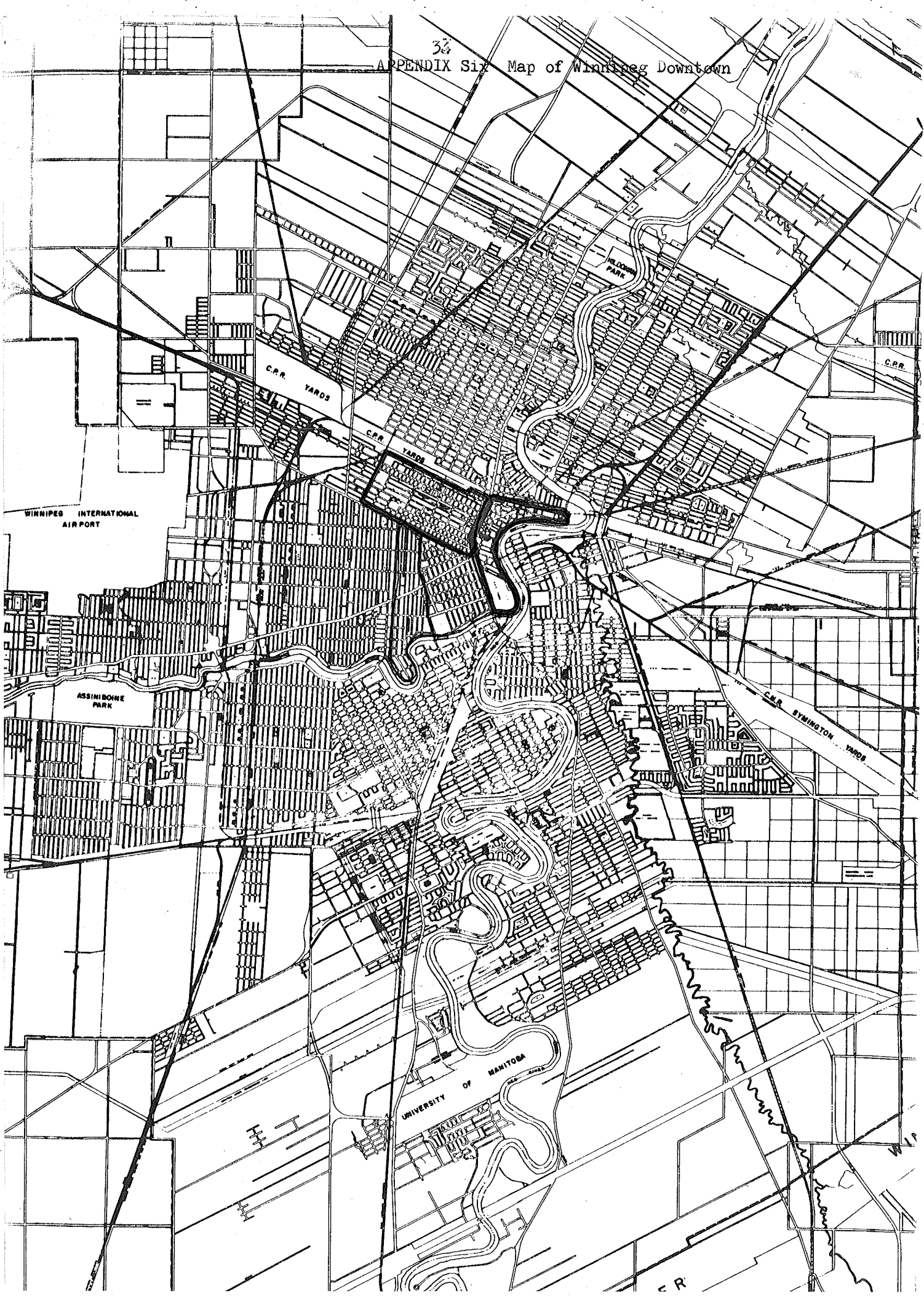
Conceived late last year after complaints from the Main Street Merchants' Association that scores of unemployed or homeless men and women were adversely affecting business and might impede future development of the area, the Main Street Project is designed to improve conditions and help the down-and-outers at the same time.

The self-help groups, chiefly the Winnipeg Employment Committee and a volunteer organization of the Indian and

Metis Friendship Centre, conceived the project together with the merchants' group as a scheme employing co-ordinators, or street workers, to be among the transients 24 hours a day and seven days a week to channel them to services.

Total cost of the project was to be \$120,000, with seven co-ordinators receiving \$4,500 a year each and another seven to be paid \$6,500. A team leader was to have been paid \$7,500. Staff benefits would have come to another \$4,225, for a total of \$88,725.

A steering committee will now meet next Tuesday to work out the mechanics of the project, which is to be headed by Reginald Blackbird, an Indian and Metis Friendship Centre volunteer, for the first month.



## APPENDIX Seven

## AGENCY BACKGROUND:

1. The Employment Committee: This committee is three men who organized for the purpose of finding employment for people from the core area around Main Street. Their hope was to cut out the middlemen, casual employment agencies who arrange for temporary work for these people, but take their profit from the men's salaries.

The committee received a grant from the Provincial Government to support their enterprise. They had been in operation approximately a year before the Main Street Project began.

2. The Community Welfare Planning Council: This agency started out as a privately funded organization performing a social brokerage role. That is, it brought together groups with common goals, interpreted and mediated between them. In 1969, its funding was one-ninth Public, eight-ninths Private. The Council's major functions have been as follows:

It co-ordinated services within the voluntary sector of the Public Welfare field, where it wielded some influence.

It gave evaluation and other advice to agencies regarding programs and funding.

It was used by newly emerging groups for technical expertise, and as a resource.

To the Government and broader community, the Planning Council played the role of stimulating organizations, the community, and various levels of Government to become involved in particular issues.

Around the time that the Main Street Project was started the Planning Council was in a period of change. It had suffered serious criticism in the Social Service Audit of 1969, which it had co-sponsored. Other agencies who had been criticized by the Audit were hostile towards the Council because of its role as co-sponsor.

At this time the Provincial Government was increasingly taking over the funding of private agencies such as the Council. In the area of Social Welfare planning, the Government already had a Department of Research and Planning. Thus the very existence of the Council was at stake.

After the Audit had come out, the Council commissioned another report on Social Planning in Winnipeg. (This was the report known as the "Ryant-Spearmin" report). This report was no more satisfying to the Council than the Audit had been. It made radical criticisms of the structure and functioning of the Council. Some of the Report's findings were critical of the Council for not doing long or short term comprehensive social planning; for not having guidelines for orderly priority setting; for lacking broad

community representation on the policy level; and for not wielding sufficient political influence.

As a result of the factors just described, the Council was looking for ways to change its role and areas of involvement at the time of the Main Street Project.

3. People's Opportunity Services: This agency is a Regional Office of the Provincial Department of Health and Social Development. It is located on the core area of Main Street. The area which it serves is the area surrounding this part of Main Street.

This office was set up by the Federal Government as an experimental agency. It was an experiment in the Single Unit Delivery system which has been proposed for the Health and Social Development Department in Manitoba. The Single Unit Delivery system proposes to have one office delivering all Social Development services to a limited area, rather than having several offices in a larger area, each offering a specialized service. P.O.S. is co-funded by the Provincial and Federal Governments on a fifty-fifty basis. It is administered by the Provincial Government.

The mandate of P.O.S. is to provide all Social Development services for its area. This<sup>includes</sup> the services of financial assistance, probation, family services. P.O.S. seeks to serve not only those on Financial Assistance, but also the working man.

Several of P.O.S.' programs are innovative. Its Community Development workers organize community people with similar concerns and needs. Several groups have been formed through this method: senior citizen's groups, Neighbourhood Law Group, and Self-help groups. Most of these groups make use of P.O.S.' facilities for their meetings.

P.O.S. also runs a Case Aide program. Its workers are indigenous people, some of whom were on financial assistance before being hired. Their major role is described as being to fill the gaps which exist between the recipients and professional Social Workers.

P.O.S. services are of most benefit to the permanent residents of the Main Street area. Their programs do not attract the transient population of the street. For the past several years P.O.S. has included in their budget request funds to remain open on a twenty-four hour basis. This kind of service would be more appropriate for the needs of street people. However, they did not receive their budget request.

4. The Indian-Metis Friendship Centre: The Friendship Centre was set up especially to meet the needs of Native people making the transition from reserves and small communities to city life.

It is funded by the Federal and Provincial Government on a cost-sharing basis, since



1964. It also gets funds from the United Way, the Winnipeg Foundation, the Rotary Club, and the City of Winnipeg.

The Friendship Centre <sup>has</sup> such services as referral of Native people to other agencies, e.g. Welfare, housing, and employment agencies. Also it offers counselling, legal advice to all Native people in court, a Nursery school, and a Tenant's Association. The Centre is staffed and administered by Native People. It is a member of The Association of Friendship Centres with members across Canada. Each of these has autonomy in its own region.

The Friendship Centre has been evaluated by some as being somewhat "ingrown". It admits to having some problems in reaching out to the people in the community. This includes the people of Native origin on Main Street, who frequently are unaware of its existence, or the services which it has to offer them.

## FOOTNOTES

1. See Appendix One for description of the proposed Main Street Project.
2. Lawrence D. Mann, "Studies in Community Decision-Making" (in Readings in Community Organization Practice ed. Ralph M. Kramer and Harry Specht, (New Jersey: Prentice-Hall, Inc., 1969, pp. 62 - 76) p. 71.
3. Sol Levine, Paul E. White, Benjamin D. Paul, "Community Interorganizational Problems in Providing Medical Care and Social Services" (American Journal of Public Health, LIII, No. 8, August 1963, p.1183-93).
4. Ibid. pp. 1190-91.
5. Murray Ross, Community Organization : Theory, Principles and Practice (New York: Harper and Row, 1955) p. 90.
6. Paul Vrooman, "The Power Dilemma in Citizen Participation" (Canadian Welfare, Vol. 48, No. 3 May-June 1972, pp. 3-7, 31) p. 3.
7. Lee Rainwater, "Neighbourhood Action and Lower Class Life Styles" (Neighbourhood Organization for Community Action. New York: N.A.S.W., 1968, pp. 25-39).
8. Jeanette Block et al., "A Descriptive Analysis of Client Participation in Selected Public and Private Social Welfare Agencies in Metropolitan Winnipeg" (Winnipeg: University of Manitoba, Unpublished M.S.W. Thesis, April 1970) p. 2.
9. Paul Vrooman, Op.cit.
10. Peter H. Rossi, "Community Decision-making" (Administrative Science Quarterly, Vol. 1, No. 4, 1957).
11. Ibid. p. 417.
12. Lawrence D. Mann, Op. cit., p. 70.
13. Ibid. p. 70.

## FOOTNOTES Continued:

14. Roscoe Martin, Frank Munger, et al, Decisions in Syracuse. (Bloomington, Indiana: University of Indiana Press, 1961).
15. Metropolitan Corporation of Greater Winnipeg, Planning Division, Downtown Winnipeg (Winnipeg, April 1, 1969) p. 1.
16. Hugh Brody, Indians on Skid Row (Ottawa: Northern Science Research Group, Dept. of Northern Development and Indian Affairs, Feb. 1971).
17. Ibid. p. 72.

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## INTERVIEWS:

Material on the Process was gathered from twelve interviews. People from the following agencies and organizations were interviewed: Community Welfare Planning Council, Indian-Metis Friendship Centre, Y.M.C.A. Outreach Program, People's Opportunity Services, The Employment Committee, The Alcoholic Foundation, The Police Commission, The Main Street Merchants Association.