A STUDY OF THE NORWOOD AND

WINDSOR PARK RESOURCE CENTRES:

AN ALTERNATIVE APPROACH TO HELPING

A Thesis

Presented to

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In Partial Fulfillment

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by

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CHAPTER I

Introduction

The intention of the thesis is to look at an alternative
way of offering services that combine existing community
resources and professional helping to address community problems.
This approach has recently come under examination as the helping
profession has experienced a reduction in resources due to fiscal
restraint. Policy-makers have come to realize that the helping
profession cannot keep pace with the constant increase in demand
for services under the present format. This increase in demand
is paralleled by the escalating cost of professional services.
Given these two factors a sense of urgency has developed for
possible options that can meet service demand under increased
fiscal restraint.

The professionalization of helping is a relatively new
phenomenon. Historically, mutual aid played an integral part
of community problem-solving. There seems to have been a
mutual concern found between community residents where people
freely helped each other out during times of trouble (Toennes,
1957 ; Wirth, 1929; Durkheim, 1947; J. Henry, 1958). This produced
a sense of community, of pulling together during difficult
times. Relationships seemed to be tightly bounded and
homogeneous in nature (Bott, 1955; Whyte, 1955; Gans, 1962).

Services offered by community focal points also played
a significant role in the lives of the community's residents
(Boswell, 1969; Wirth, 1929; R. Warren, 1972). Individuals
were assisted to participate, integrate, and find natural

support from their community. Services in traditional communities were able to react to community problems and concerns in quick ways and individuals became invested in their community and its problems.

Unfortunately, terms such as alienation, and isolation are used to describe today's communities (Toennes,1957; Wirth, 1929; Bott,1955; Litwak,1962; R. Warren,1972). There is less participation or integration in communities today than in the past. Primary associations have become weaker and more narrowly instrumental than in the past. Now functions formerly performed in the family and other systems have become replaced by specialized professionals.

Secondary associations have also declined in today's communities. The proliferation of cheap, efficient transportation, and communication facilities has increased the ease and distance by which contacts outside the community can be made. This has resulted in urbanites becoming less tied to their neighborhood or community than in the past (Litwak,1968; Bott,1955; Garbarino 1982).

Society has witnessed the continual growth of the helping professions in recent years to the point where they now play a dominant role in the helping process of communities. Qualifications of expertise or professionalism have become a prerequisite to participating in the helping process of communities. Existing community resources and mutual aid play a minor role in professional service-delivery strategies.

Today's professional service-delivery approaches function differently than service-delivery approaches of the past. Decision-making now usually comes from outside the community. Services are often given in a bureaucratic or impersonal way. This creates a lack of identification with the community by its members which produces apathy about community problems and reduces the significant role played by the community in problem-solving.

Professional service-delivery systems usually give little attention to other parts of the community other than their client population. Consequently, they are not fully aware of other community problems and focus more on those problems identified from outside the community. The end result is a service-delivery system that usually emphasizes professional intervention with individuals. There is little consideration given to other helping resources that may also exist within the individuals's community.

Policy-makers have recently begun to question the effects of contemporary service-delivery approaches in addressing community problems (Kiritz and Moos, 1974; Wellman, 1981; Gottlieb, 1981; D. Warren, 1981; Garbarino, 1982). They have become more aware of the significant influence of one's environment on the health and functioning of the individual. They remind us that neighborhood settings facilitate and constrain natural helping networks which has a direct bearing on a persons mental health. Therefore, it is now suggested

that a sense of belonging, and cohesiveness is able to reduce stress and is conducive to mental health.

Studies (Willmot and Young, 1957; Bott, 1957; Adams, 1968; Litwak, 1962) have shown the effects of moving from a highly connected environment to a more urban, loosely structured setting. Individuals became more isolated and lack the supportive resources that they previously relied on. Research (Carol Swenson, 1979; Wirth, 1929; Wellman, 1981) has also indicated that a person's friends and family take on less of a supportive role. The close, collective nature of the traditional community centered on extended kin ties is also replaced by the nuclear family. This results in the former wide range of kinship, neighborhood, and friendship ties being narrowed. Now, formal helping systems have taken over the roles not capable of being fulfilled by the nuclear family.

This reduction in the scope of support is felt the most by the lower class who do not have equal access to existing community supports. Studies (Bott, 1957; Litwak, 1960 and 1961; D. Warren, 1981; Pancoast 1981) have shown that the lower class are less integrated into their community and must rely more on professional helping systems during times of crisis. They are more often isolated and do not know where else to turn for help.

Several factors contribute to a lower class dependency on professional services. Research (Wellman, 1981; D. Warren, 1981; Litwak 1968) has shown that social environment has an

impact on how well people are able to secure needed service. Neighbors or other members of the community are able to act as connectors to available community services. Integrative communities, that contain both tightly knit neighborhood ties, as well as loose ties, are better able to transmit information or bridge the person into community resources. Unfortunately, more transitory and anomic neighborhoods that usually tend to consist of lower income, minority groups are least effective in facilitating, bridging or securing community resources. The lower class and minority groups are most often recognized as requiring the most support but tend to live in the least helpful settings.

Studies (Wellman, 1981; Litwak, 1968; Pancoast, 1981) have shown that even though extensive networks may exist which offer a substantial amount of help, this does not guarantee that all existing members have equal access to or are connected to this support. Often those persons most in need with the least support are not connected to resources that seem more abundant to those segements of the population that have a greater access to such resources.

The direction taken by formal helping agencies has done little to correct this problem. They continue to act in isolation of other agencies and natural helping systems. The client must adapt to available agency resources according to how the agency defines the problem. The agencies see service-delivery in terms of mandate, staff and money.

Unfortunately the demand for this type of agency service always exceeds what the agency feels it can and should supply. Sarason and Lorentz (1979) refer to this as the "Universal Complaint". Agencies set up competition for funding which isolates them from one another and fragments service-delivery. This retards a sense of community, and promotes isolation between agencies and within the community.

Many professionals have taken on characteristics similar to those of formal agencies. They act on their own in isolation of community supports and perceive themselves as possessing exclusive knowledge and skills. Resources flow in one direction from the professional to the client because the recipient is seen as devoid of relevant resources. Because of their training, professionals often regard their decision-making as proper and right and exclude all other nonprofessionals from the problem-solving process.

Recently, some social service providers have begun to explore new approaches to dealing with old problems. Trends in network therapy have begun to recognize the benefits of increasing social support around the individual. The individual's problems are recognized as partly stemming from a deterioration in the person's support system. This approach seems to reflect back to many of the strengths identified with traditional community's problem-solving ability. Networks of affiliation are now being mobilized and where they do not exist, efforts are being made to construct networks so

urbanites can find supportive places to acquire help.

Studies (Swenson, 1979; Attneauve and Speck, 1974) of network approaches have begun to incorporate the positive strengths associated with traditional community structure and mutual aid. One strategy engages existing networks in helping and seeks to enhance their functioning. This approach has been utilized in family therapy intervention with some success and addresses existing resources as part of the helping process.

A second strategy attempts to create new networks or attaches a formerly isolated person to a network such as the approach taken by Alcoholics Anonymous. This second approach tackles a more difficult problem when it attempts to develop new networks to assist in the helping process. This type of intervention is relatively new and has not achieved full success but may provide the direction for more effective service-delivery in the future.

This study will review the various ways that helping service has been provided in the past and now. One strategy will then be studied that attempts to combine many of the advantages identified with these different approaches. A strategy taken by the Children's Aid of Eastern Manitoba that offers services through a Resource Centre approach will be reviewed. The findings will then be compared to the models that have been reviewed.

Service-Delivery Approaches in Human Service: Past and Present

         The helping professions have experienced an evolutionary

process that has been marked by changes in our society's

structure and functioning. Problems that were once addressed

informally through one's community, family, and friends are

now addressed by formal, organized helping systems. These

changes have brought with them changes in how problems are

seen and dealt with.

         This section will identify four inter-related factors

that create differences between how problems are dealt with

today compared to the past. Recent policy approaches will

then be reviewed that attempt to incorporate the advantages

of the past and present problem-solving in order to serve

communities better.

         The first difference between problem-solving of the

past and present is reflected in the approach taken for

delivering services. Today formal helping systems are ideally

meant to be rationally planned, bureaucratically structured

organizations. They are intended to relate to external

community ties that are clearly defined through mandates or

contracts. Even though in reality planning is not always

rational nor are mandates and contracts always clear.

Agencies that are found within communities must adapt them-

selves structurally and functionally to the goals of the

larger outside system. Policy-making is from the top down

and organizations perform on the terms that are external to

and may even be in conflict with those of the community

(Sarason and Lorentz, 1977 and 1979, Gottlieb, 1981; R. Warren, 1972).

This approach has an impact on the way the community perceives and accepts such service. Services are seen as being impersonal in nature and bureaucratic, forcing the person to meet numerous prerequisites before he or she is able to access service. The agency is also seen as distant to the community and its needs because service flows from outside the community.

By contrast, Boswell (1969), Wirth (1929), Bott (1957), Gans (1962), R. Warren (1972) and others have shown that helping systems of the past have been less formal and played a more significant role in their communities. Focal points such as the church assisted individuals to participate, integrate and find mutual support from their community. Kin and extended family or neighbours maintained relationships with one another and assisted individuals in being part of the community and other social systems within the community.

The structures were characterized by informality and were nonbureaucratic in nature. Primary and secondary ties often developed or deepened as community members came together around shared interests or goals. This created a closeness of networks within the community which allowed for easy access and integration into the community. Individuals became more accepting of community support which was in tune

with the needs of the community.

The second difference between problem-solving of the past and present relates to how problems are dealt with. The helping process in contemporary society has taken on a specialized role in the community. Extended kin ties are replaced in saliency by the nuclear family. This change brings with it a change in the social structure of communities where primary ties have become more narrow in scope. The former wide range of kinship, neighborhood, and friendship ties are reduced. Now formal institutions must take over the roles not capable of being fulfilled by the nuclear family. This brings with it a reliance on professional helping agencies to replace chosen and available community support.

Professional helping systems tend not to perceive existing community resources, or even community structure as having a relevant role within the helping process. The role of mutual aid and community resources have become insignificant parts of professional intervention strategies. Professionals usually prefer to act on their own in isolation of community support and only on their perception of the resources required for help. An emphasis on the virtues of individualism has tended to obscure the sense of community and mutual aid in all areas of living.

Professionals often perceive themselves as possessing exclusive knowledge and skills. They over estimate the knowledge or capacity of the professional in problem-solving. Today, attaining professional status attests to one's personal

and social worth. This has resulted in a dramatic increase
in professionalism to the point where 20.3 % of the population
in America in 1985 was classified as having professional
status (Department of Labor, 1985, p. 48) compared to 3.78%
of the population in 1890 (Sarason and Lorentz 1979, p. 112).

The growth of professionalism creates a gulf between
the professional and the public and even between professionals.
This gulf reduces mutual exchange in the helping relationship;
resources flow in one direction because the recipient is seen
as devoid of relevant resources. This creates alienation
among users of service who are in reciprocity to the service
provider.

In contrast, helping in the past was collective in
nature and there was a broadly based concern for each person's
well being. Relationships were more tightly bound and
homogeneous in nature. Community residents were familiar with,
and participated freely in, their community. Families were
more connected to their community and identified themselves with
their community positively. They knew many people in the
community and experienced more mutual aid. The author
recognizes that this is the ideal picture of helping in the
past. However, this distinction highlights the differences
between past and present helpings approaches.

There was a reliance on one's community, family, and
friends during times of trouble. Mutual aid was a common
part of the helping process of past communites (Kropotkin,

1939; Wirth,1929; Gans,1962; Bott,1957; Litwak,1962; Willmott and Young,1957). The term mutual aid for this study is defined as "helping of any kind that takes place between persons who are regarded as potential help-givers and potential help-seekers" (Shapiro, 1978; p.33).

Bott (1957), Wirth (1929), Collins & Pancoast (1976), have shown that mutual aid increases as friendships and support groups develop, usually as people with shared interests come together. The more developed social networks within earlier communities were used as support in times of trouble.

Help existed as a wide range of support in the past. Kin were more likely to help out in long term difficulties. Neighbourly help was nearby but was more often temporary. They were available for emergencies and for short term help. They also served as experts on local matters such as recommending a needed community service. Family and friends provided emotional support around areas such as marriage, or coping with adolescents. Therefore, the individual was able to rely on consistant and intimate resources for help. Problem-solving in the tradional community was also more likely to see the participants on equal ground and holding equally valuable resources.

The third difference between problem-solving of past and present communities relates to how resources are defined. The problem is not seen as the responsibility of the community but more the responsibility of specific agencies or professionals. This results in a service that creates a client group that must fit into the type of service that professionals or agencies perceive as necessary.

Resources are viewed in narrow terms such as staff time or money but agencies often see themselves in direct competition for such resources with other agencies. There is often little appreciation for tapping into exising community supports and resources. The agency or professional is usually only concerned with delivering its resources consisting of money and staff time to a defined population that has been designated as needing their service. Clients are often viewed as needy or deficient in knowledge or resources. They become alienated from their community and do not have the chance or desire to participate in a collective way in their communities.

This approach is even more restrictive for those more isolated members of the community who lack avenues for integration into existing community supports. Pancoast (1981), D. Warren (1981), and Litwak (1968) have shown that the poor most often lack avenues for integration into their community. This may be attributed to financial and social factors that may inhibit their access to supports available to other sectors of the population. However, regardless of

the cause, professionals and agencies seem to create a dependency on their service within the poor by the service approach that is taken.

The narrow focus of professional service and of the definition of resources also isolates agencies within their community. The result is the delivery of services "that are fragmented with needless overlaps and glaring omissions" (Sarason and Lorentz,1977; p.171). Many agency services tend to have narrow governmental mandates, have categorical eligibility, and tend to be of a last resort nature. These factors contribute to the fragmentation and competitiveness. Unfortunately, this also exacerbates the problem for recipients because they tend to be the most vulnerable community members and least likely to be getting "old style" help from kin, neighbours, and friends that would cushion the impact of this problem.

The narrow approach taken by agencies also impedes coordination and collaboration within communities. Agencies tend to act independently of each other and agency policy often lags behind local perceptions of real issues (R. Warren, 1972; Sarason and Lorentz,1977; Schon 1971). This separation of agency policy from community problems alienates participants. They lose a sense of belonging or a feeling of any contribution to their community when they become involved with formal helping agencies.

In contrast resources were seen in a broader context
in traditional communities. Resources were not only recognized
as existing in formal service but through family, friends and
their community. The networks erected by primary and secondary
ties within the traditional community helped people to
address their problems in ways that seemed more natural and
comfortable. Connectedness and mutual aid increased as
friendship and support groups developed (Bott, 1957; Swenson,
1979; Litwak, 1968; Wirth, 1929). This created a supportive
environment which Carol Swenson (1979) calls the "subjective
community" for individuals. The subjective community played
a predominant role in traditional communities. Swenson defines
a person's subjective community as those individuals, groups,
and parts of formal institutions which have meaning actually
or potentionally for a person (Swenson, 1979, p.218). Friends
and relatives provide nurturance and emotional support while
formal institutions provide instrumental support on information
or advice.

Traditional communities saw resources as existing
throughout the community. The systems within these communities
were more coordinated and were able to address relevant
local and community problems. A sense of community was
predominant in these communities where people helped each
other. People were integrated into the community's supports

and gained instrumental support from this participation. They were able to obtain needed service which they may not have otherwise received from this involvement.

The fourth difference between problem-solving of the past and present relates to the role played by the environment in problem-solving. Urban settings have been found to be transitory and anonymous in nature (Bott, 1957; Toennes, 1957; Litwak, 1962;. Wirth, 1938). They have less intimate ties or reliance on a single group as in the traditional community. Urban residents lack the strong sense of integration and participation that has been found in traditional communities. Primary ties are recognized as still existing but in a weaker, more narrowly instrumental fashion than in the past.

The structure of the urban community does not have a strong occupational bond within it. The mobility of residents allows them to be less tied to their neighborhood or community than in the past (Craven and Wellman, 1973; R. Warren, 1972; Litwak, 1968). Existing community systems do not provide for the same degree of integration or participation of residents into their community as in the past. Many people remain isolated within their community as a result of this and are unable to connect with existing community resources either as givers or receivers of support. This limited commitment of modern life makes one more of a stranger in one's community which has a direct impact on their ability to acquire help during difficult times.

The work of Willmot and Young (1957), Bott (1957), and Adams (1968) have highlighted the significant role played by the person's social networks as they move away from the social networks they developed. Often as people leave their community and its support, they find themselves isolated and unable to cope. This seems to be the problem facing many people who are in crisis in communities today.

In contrast, traditional communities have had a more rudimentary division of labour where values and interests become more shared and collective behavior is developed (Bott, 1957; J. Henry, 1958; Durkheim, 1947). Community members tended to be familiar with each other and were less mobile. They were more tightly bound to their community and knew many people within the community.

Significant focal points within the community tended to contribute to this process. Residents were integrated into the community by centres such as the church which also provided support during times of trouble (Wirth, 1929; R. Warren, 1972; Litwak, 1962). There became a closeness of networks within the community which allowed for easy access to one another and for integration into one's community.

Students of policy-making (Kiritz and Moos, 1974; Wellman, 1981; D. Warren, 1981; Garbarino, 1982; Gottlieb, 1981) have recently become more aware of the significant influence of one's environment on the health and functioning of the individual. A sense of belonging, which is so prevalent in communities of the past, is now seen as reducing stress and

being conducive to a person's mental health. This sense of belonging is also seen as being dependent on one's neighborhood or community. Unfortunately, transitory and anomic communites, which are over represented by lower class or minority groups, are least effective in developing this sense of belonging.

A number of studies have shown that the lower class tend to be less connected and more isolated in their community (Litwak,1967; Adams,1968; Litwak,1960; D. Warren,1981; Bott, 1957; Gottlieb,1981; Garbarino,1982). The lower class simply do not have the opportunites for participating in or inter- acting within their community (Litwak,1962; D. Warren,1981; Garbarino,1982). They do not use voluntary community services or support as frequently as other members of the community and are forced to rely on formal services within the community for help. This has resulted in the lower class in contemp- orary society becoming a "recipient class" in the formal systems of the community whereas they may in the past have been recipients more informally and less as a class.

The lower class seem to lack avenues for integration into existing community supports. This has been attributed to a lack of financial and social factors that inhibit their access to supports available to other sectors of the population (Pancoast,1981; Garbarino,1982; Gottlieb,1981; D. Warren, 1981). Persons who show disturbing behavior and/or lower levels of functioning generally do not receive the same

invitations to engage in reciprocal exchanges that individuals functioning at a normal level might receive.

It would appear that establishing natural networks may be just as selective as formal service systems in preferring people who are functioning relatively well and who are likely to be most responsive to assistance. It seems ironic that populations underserved by formal service systems may be under represented in natural helping systems as well, even though they may need this support the most. Therefore, even though there may exist extensive amounts of help in communities it does not guarantee that all existing members have access or are integrated into this support.

The environment also seems to contribute to the access people have to community support. Studies (D. Warren,1981; Gottlieb and Hall,1980; Garbarino,1982) have shown integral settings, where the community is more integrated and in-dividuals participate more actively, are better able to provide valuable informal support and information when needed. This parallels the findings found in studies of traditional communities (Wirth,1929; Bott,1957; Toennes,1957; Durkheim, 1947). Unfortunately, lower class and minority groups tend to live in settings that do not allow easy access to either formal or informal supports. They have been found to be three times more likely to report that they are unsuccessful in getting help (D. Warren 1981, p. 139).

One explanation for not being able to find help may stem from more isolated individuals not being aware of what support is available within their community. Individuals who do not participate and interact within their community may miss valuable information which others may share on community resources or agency service. Gottlieb (1981) refers to the "strength of weak ties" that are more useful in providing information about how to access helping agencies or service. Weak ties that are developed through community participation have the ability of assisting new residents to adjust into a new environment and can eventually turn into strong ties. This strength of weak ties seems to be missing in the settings where minority or lower class individuals live.

The neighborhood is also able to facilitate a bridging role in developing a referral system that links individuals to service, particularly formal helping service. However, the type of neighborhoods determines how effective this bridging function will be. Donald Warren (1981) has found that neighborhoods which are transitory, representing lower income, minority groups are least effective in performing a bridging function. They are not able to integrate people into their community and tend to keep people isolated from support that may exist.

Transitory neighborhoods also seem to produce the highest level of stress compared to other types of neighbor-hoods. Residents tend to go their separate ways compared to

more integrative communites characterized by cohesiveness and a sense of community. The transitory setting constrains natural helping networks and individuals are forced to rely on formal helping systems for help.

Recently, strategies have emerged that attempt to address problems by increasing the informal social support around the individual. Network therapists have developed interventions that focus on addressing existing resources as part of the helping process. This is often used in family therapy intervention. Attempts have also been made to create new networks or attach a formerly isolated person to a network. This has long been utilized by Alcoholics Anonymous as part of their helping process. These strategies are now being closely reviewed by policy-makers as a possible option for service-delivery in the future.

Policy-makers have begun to recognize the value in combining professional help with mutual aid. Approaches have been developed that actively look at resources exchange in which resources are redefined to create networks that are able to address community and individual needs in a more effective way. People learn to see themselves and each other as resources within their community which can provide support when needed.

Sarason and Lorentz (1979) have explored ways of re-producing the successful supportive environment of communities of the past. Strategies have focussed on developing networks

that recreate an effective bridging function and facilitate
the problem-solving process within the community's internal
support systems. This approach emphasizes community par-
ticipation and integration for all members of the community.

Unfortunately, this type of strategy does not seem to
be compatible with characteristics that are usually found in
today's formal helping systems. One of the problems of
implementing this new approach within formal agency structure
has been described by Sarason and Lorentz in the following
way: "When a new idea or possibility for change and exchange
runs into a formal structure with its familiar way of doing
things, it is running an obstacle course that usually destroys
the new idea." (1979, p.53). Therefore, it would appear
that success in developing resource exchange networks and
community integration by formal organizations is limited.

This raises questions about the approach taken by
professional helping services to serve the more isolated,
less resourced population with whom they are most involved.
These agencies are slowly becoming more aware of the advantages
of utilizing a community approach to problem-solving which
combines not only professional services but community resourses
to address problems. However, the method used to achieve
this has not yet been successfully defined or fully im-
plemeted.

The next chapter will describe an attempt at providing

a different service-delivery approach that incorporates
many of the recommendations for using natural helping
resources that have been identified in the literature.

A Description of the Norwood and Windsor Park Resource Centres

One attempt at amalgamating many of the advantages of the traditional community's problem-solving capabilities with professional helping service has been made by the Children's Aid Society of Eastern Manitoba. This agency has chosen to take a different approach to child welfare service-delivery which sets it apart from other Children's Aid Societies across the province. *Resource Centres have been developed within the specific communites that are served by the Children's Aid Society of Eastern Manitoba. The Resource Centres provide service in a more informal, more comprehensive way compared to more traditional service-delivery approaches.

The Resource Centre concept incorporates many of the recommendations regarding service-delivery that are highlighted in the recent literature. The Resource Centres attempt to reconnect isolated individuals to needed supports or resources that exist within their community. The Resource Centres are also used to stimulate community action towards addressing community problems in a more collective, co-ordinated way. This thesis has chosen to focus its research on studying the two urban Resource Centres located in the communities of St. Boniface and Windsor Park. The Resource

* It should be noted that subsequently in 1984, the government of Manitoba disbanded the Children's Aid Society of Winnipeg and replaced it with 5 community based Child and Family Service agencies based in part on principles used by the Children's Aid Society of Eastern Manitoba.

Centres' operations will be studied to see how well they relate to their intended purpose and to what extent they exemplify the principles in the literature that has been reviewed.

The Resource Centre concept was developed by the Children's Aid Society of Eastern Manitoba in the late 1960's. Prior to this development the Children's Aid of Eastern Manitoba had followed a similar path of development as most Children's Aid Societies in the province.

The agency originated during the early part of the 20th century as part of a national awareness to child welfare in Canada. It was incorporated in 1905 and acted as a denominational Society for all Manitoba (Roman Catholic) until 1916. It served Roman Catholic families in the territory recognized as the Archdiocese of St. Boniface from 1916 to 1942. In 1942 the Society became the delegate of the provincial government in the performance of statutory child welfare activities as outlined in child welfare legislation.

The Society began to expand its services to meet community demand over a period from 1958 to 1963 as sufficient funding was secured. Up to this point it grew and developed in the same way as other Children's Aid Societies throughout the province and country. Children's Aid Societies had finally expanded to the point where they had gained a legitimate place within the eyes of the public

and government funding bodies.

However, 1968 marked a change in the direction taken
by the Children's Aid Society of Eastern Manitoba. It began
to recognize the importance of being linked with the community
it served. This led the Society to differentiate between urban
and rural units. A conscious effort was also made through a
number of experimental programs to change the Society's focus
from a predominantly individual case focus to that of the group
and community. This shift has been described by the Society in
the following way:

> "The focus in the work of the agency has
> shifted from a heavy emphasis on the
> individual's problem to seeing the
> individual in relation to his family and
> his immediate environment. There is thus
> less of an emphasis on the individual's
> pathology and more on what can be done in
> a positive way to help the individual and
> his family." (Children's Aid Society of
> Eastern Manitoba, Exhibit 2 - History of the
> Children's Aid Society of Eastern Manitoba,
> (Internal Document), p.2)

This change signified a move away from the more
traditional focus of child welfare protection services.
The result was a decentralization of the Society's service
from a head office in St. Boniface to regional offices in
some of the towns in its eastern jurisdiction and within
the communities of St. Boniface and Windsor Park. The
Society began to recognize the potential value of a person's
environment and community resources in the problem-solving
process.

According to the Director of the Society at the time, several factors influenced the Society to move towards this direction. First, the Province of Manitoba's Social Service Audit in the late 1960's outlined problems in accessibility to services, a need for coordination and a need for a community base in child welfare. The Society felt that decentralizing services would address many of these problems.

The second factor was the implementation of the Canada Assistance Plan in 1967. It gave the Society for the first time a broad funding base for services such as foster care, funding for protection services, foster day care and homemaker services. Apparently the Society had not until then established many of the services eligible for such funding. Therefore, a vehicle was needed to get these resources which were now available. The Centre concept seemed to serve this purpose.

Finally, the Director seemed to have been influenced by the changes in social policy during the 1960's which were emphasizing community involvement and client self determination. The work of Alfred Kahn, as well as community based program concepts such as English Citizen Bureaus in England, seemed to inspire him to have the Society adopt the Resource Centre concept.

The overall result was the creation of the Windsor Park Information and Resource Centre as a trial project for the Society. It was originally not part of the Children's

Aid Socity of Eastern and developed its own community Board.
The Centre's purpose was to provide information to the
community about children and families in a broad way according
to what the community wanted. The Centre was strategically
placed in a designated area that the Society had identified
as high in need. Windsor Park had a high density teenage
population which was experiencing a number of problems; many
adolescents had become involved with the Society. For that
reason the Centre was intentionally located near the Windsor
Park High School to allow easy access to this population.
Community participation in dealing with community problems
was encouraged and the Resource Centre was supposed to
integrate participants into the community.

The Society had intended to allow the Centre to
respond flexibly to community need and to provide a non-
threatening, universal service to the residents of Windsor
Park. However, in 1972 the Windsor Park Centre was forced
to incorporate within the framework of the Children's Aid
of Eastern due to refusal the United Way and the Provincial
government's refusal to fund the Windsor Park Centre separately.
It was also only after the United Way recognized the community
outreach component of the Resource Centres that funding
started to increase again. The Centres were seen as avenues
for connecting isolated members of the community to available
community resources as well as to Centre support.
The Society continued to accept the responsibility of
administering the Windsor Park Centre. The Society

established a second Centre in Norwood as well.

The Norwood Resource Centre was also strategically located in a designated area that the Society had identifed as an area of high need. The Centre was situated close to a high density young unmarried parent population in the Marion Street high rise rental area. The Society had identified this area as lacking in resources and support which resulted in frequent involvement with the Society. The intention was to use the Centres as a bridge to connect those isolated residents to supportive natural networks.

Even though the Centres had become part of the Children's Aid of Eastern's operation, the Society continued to see a need to keep the Centres as separate as possible from Children's Aid. It was felt that this separation would help the staff to avoid the narrow confines of child welfare which tended to inhibit inovlvement within the community and narrow its focus to persons identified as in need, or deficient. This commitment is reflected in a statement made by the Director at the time when he explained the rationale for keeping the Centres separate.

> "... if service was broadened then people
> would go to the services before they were in
> serious trouble and this was one of the original
> concerns. We really wanted a component in the
> community that people could easily use to prevent
> personal breakdown."

The Society hoped that this program direction would bring them closer towards this goal of strengthening natural community networks and facilitating mutual aid. The Resource Centres would be used to strengthen personal support and resources so that there would be less of a need or reliance on professional helping service when problems occurred.

One of the main reasons why the Resource Centre concept seems to be so unique may be due to the funding arrangement for this type of program. The Resource Centres originally were intended to be independent services within their communities. However, as mentioned above, the Resource Centres eventually had to become part of the Children's Aid Society of Eastern Manitoba's service in order to maintain their funding base. The Resource Centres were not seen as legitimate services by their funders until this shift occured. The Resource Centres had to become more connected to the mandated service of traditional child welfare before their service was recognized. Unfortunately, the Resources Centres have never been permitted to be free-standing and separate from traditional child welfare because of funding reasons. This fact may in turn be the major weakness which has effected their subsequent development.

The Windsor Park and Norwood Resource Centres originally had been receiving three-quarters of their funding through grants from the United Way. The Provincial government contributed the rest of their budget through general purpose

grants. This arrangement created financial problems for the Centres to the point of a projected deficit of $17,612.00 for 1980. (Children's Aid Society of Eastern Manitoba, Budget Presentation to the United Way of Winnipeg for 1981/82 and 1982/82, p.5.) The Children's Aid of Eastern Manitoba was finding this arrangement unacceptable for running the Centres in an effective way.

On June 23, 1980 the Society requested an increase in Provincial funding to cover the deficit for the current year as well as renegotiations of the funding base for subsequent years. The Provincial government accepted the Society's recommendations and increased the 1980-81 budget by $18,556.00. (Budget Presentation, p.5.) It also changed the provincial funding from a general purpose grant to the equivalent of 50% of the two approved staff positions assigned to the Windsor Park and Norwood Resource Centres plus an additional amount of 20% of that figure for administrative and over-head cost. This resulted in the Centres' 1981-82 budget totalling $80,750.00 with $42,672.00 coming from the United Way and $37,898.00 coming from the Provincial government. (Budget Presentation, p.5.)

The shift in the funding base of the Resource Centres towards more involvement by the Provincial government had a significant impact on Centre operation. The shift in funding was accompanied by a shift in definition, if not

actual service, to meet the expectations of the Provincial funder. By definition the two staff at the Centres had fifty per cent of their time designated formally to statutory service once funding shifted to equal proportions between the Province and United Way. The United Way continued to expect Centre staff to perform prevention service as half of their overall duties at the Resource Centres. Thus there was an expectation for staff of the Resource Centres to divide their work into prevention or statutory service regardless of existing demand or the intention to develop the Centres as facilitators of community self help. This United Way expectation is noticed in the difference between the rural and urban Resource Centres in their programing; rural Resource Centres are ninety percent funded by the Provincial government to provide statutory service. Therefore, there is less ability to offer prevention programs because of funding. This is reflected in the following comments by the Director of the Children's Aid of Eastern, "... rurally, traditionally they (rural Resource Centres) have done a lot more of the statutory work; their link to the agency in terms of statutory is higher than the two urban Centres who could afford to go more preventative. We're funded more stably there for that."

The Resource Centres' ability to strengthen natural community networks and develop mutual aid is contingent on the amount of money they receive from the United Way.

The Norwood Resource Centre is located on Horace Avenue within the community of St. Boniface, near the business section. It is also only a block away from the main office of the Children's Aid Society of Eastern Manitoba.

The Resource Centre service area extends from the northern most part of North St. Boniface, Provenchier Boulevard, to Carrier Street which is the dividing line between St. Boniface and St. Vital in the south. The Red River beyond the Norwood flats area acts as the division line to the west, and Archibald Street separates St. Boniface from Windsor Park to the east.

St. Boniface has traditionally been a separate community because of language and religion. It is also one of the first settlement areas within Winnipeg. Most of the St. Boniface area has maintained a strong cultural heritage. It continues to be predominantly French speaking and Roman Catholic even though there has been a decline in the French, Roman Catholic population since 1971.

There are three distinct geographic areas within St. Boniface each of which takes on many of its own unique characteristics. These are the central area of St. Boniface, Norwood flats, and North St. Boniface.

The central area of St. Boniface is the most densely
populated. Except for specific concentrated areas of lower
class, most of this area tends to show a healthy economic
mix. The Marion Street-Goulet Street area is one of the most
noticeable areas of deprivation and there is a high involvement
of residents here with the Children's Aid of Eastern. There
are a number of high rise apartment buildings in this area
representing almost three-quarters of all households. Many
of the buildings along Marion Street are not in good condition.
This is a low rent area which has attracted many people who
are on low and/or fixed incomes such as people over sixty-five
years of age and young single parent families. Recent
immigrants to Canada from areas such as Vietnam, Cambodia,
or Chile have tended to settle here as well.

The Marion Street area has become known within the
community for family violence, and unstable family situations.
It is a very transient area. This is reflected in the Marion
School's statistics on school population mobility which in
recent years is similar to figures found in depressed areas
of the core area in Winnipeg.

There is also a lack of resources for families with
children along the Marion Street high rise area. The
buildings are skirted on both sides by busy streets and
there are no play grounds close by despite a high number of
children who require this type of resource. The other areas
of central St. Boniface also have a high number of children.

However, the area is not as densely populated, more residential
in nature and offers more resources for children compared to
the Marion Street area.

The Norwood flats area is seen as a predominantly
English speaking middle class area of St. Boniface and has
the characteristics of a suburban area. Most people own
their own homes, less than one third of all dwellings are
rented. The average age of residents tends to be more within
middle age category compared to central St. Boniface which
is younger in age. Most children in Norwood flats are within
the fifteen to nineteen year old age group. The area is also
more visibly affluent than other parts of St. Boniface and
it does not have a significant involvement with the Children's
Aid of Eastern Manitoba.

The North St. Boniface area is less densely populated
then Norwood or central St. Boniface. It is predominantly
a French speaking, Roman Catholic area with a broad economic
mix within the community. However, the area along Provenchier
Boulevard seems to have a high concentration of young single
parent families according to Resource Centre staff. The 1976
census tract figures also show a high proportion of people
over fifty-five years old in this area. This may be due to
rental dwellings making up over half of all dwellings in the
area and offering reasonable rent to this segment of the
population which may account for the high transient population
in this area.

The Norwood Resource Centre's catchment area contains
three different neighborhoods, each with distinct characteristics.
However, the central St. Boniface, and North St. Boniface areas
also have characteristics which make them quite similar.
They both have a significant representation of French Roman
Catholic people living in urban, residential communities.
They also have more transient populations, and concentrated
rental areas compared to Norwood.

The Marion Street - Goulet area and Provenchier
Boulevard areas are two examples of concentrated rental areas
that are visibly different from otherwise residential
communities. Unfortunately, these differences may have an
effect on how well these areas are accepted by, and integrated
into their neighborhoods. This lack of integration may in
turn have an impact on the level of self help and mutual aid
that exists within these areas. This also has implications
for service since areas like Marion Street must become more
reliant on formal agency service to address problems as they
occur. This seems to be confirmed by the level of involvement
that this area has with the Norwood Resource Centre and the
Children's Aid Society of Eastern Manitoba. In contrast
more integrated areas such as Norwood do not seem to be as
frequently involved with either the Norwood Resource Centre
or the Society.

The Windsor Park Resource Centre is located in the
community of Windsor Park at the Cottonwood Shopping Centre.

It provides services to the neighborhoods of Windsor Park and Southdale.

Windsor Park covers the area north to Marion Street and south to the Trans Canada Highway. It also extends to Archibald Street to the west and to Lagimodiere Boulevard to the east.

Windsor Park exhibits many of the characteristics of a suburban middle class community that has developed only within the last twenty to twenty five years. It is well spread out with a population density half that of St. Boniface. There is a high representation of married, two parent families who own their own home. Less than one quarter of all dwellings are rented in Windsor Park. Most families are English speaking, and have lived in Windsor Park for some time. There is a high representation of adults within the thirty-five to forty-four year old age range as well as a high teenage population.

The community has taken on a suburban look with many of the homes being similar in appearance. However, there are pockets of rental units along Archibald Street and Elizabeth Road that are visibly different than the rest of the community. According to Children's Aid Society of Eastern Manitoba staff, this area seems to have a higher concentration of single parent families. It is also an area known for family and individual problems, and residents have difficulty fitting in to the general lifestyle of the community or feeling a

part of it. This area also seems to be more involved with
the Children's Aid of Eastern Manitoba.

Southdale covers the area north of the Trans Canada
highway and south to Bishop Grandin Boulevard. It also
extends east to Lagimodiere Boulevard and west to the Royal
Salinger Southmoor Road area.

Southdale is a relatively new suburban neighbourhood.
It seems to exhibit characteristics of an upper middle class
community. It is visibly affluent with the latest in
techniques of urban design. According to Resource Centre staff,
residents tend to be well educated, professional, upwardly
mobile people. Most of the adult population of Southdale
falls within the twenty-five to forty-four year old age
range with few people over fifty-five in age (less than 5%
in 1976). (Statistics Canada, Winnipeg Census Tract - 1976
(Winnipeg: 95-831). The community is predominantly English
speaking with most families owning their own homes. The
community is mostly comprised of two parent families with most
children falling within the newborn to nine year old age
range.

Southdale has a population density one tenth the
density of the community of Windsor Park even though it
has experienced a consistent population growth since 1971.
This is a direct contrast to St. Boniface and Windsor Park
where population has declined since 1971.

There is no noticeable area within Southdale that does not seem to fit in the community except for a pocket of high rise apartment buildings along the Trans Canada Highway. However, this area seems to be on the peripheral of the community because of its location. Community residents do not harbor negative images of this area as was found in the apartment areas of other neighborhooods. This may be due to the fact that these apartments have high rental fees which attracts more affluent tenants.

The Windsor Park Resource Centre's catchment area contains two neighborhoods that have similar characteristics. Windsor Park and Southdale are both relatively stable, middle class areas. These characteristics have been associated with integrative communities that offer high levels of self help and mutual aid. However, there are areas within Windsor Park that do not fit into these characteristics. The Archibald and Elizabeth Road areas are represented by more lower income, single parent families who may not have equal access to the same resources as other members of the community. This may be one of the reasons this area is more frequently involved with the Children's Aid Society of Eastern Manitoba than any other area in Windsor Park.

How the Study was Conducted

This is an exploratory case study of the Norwood and
Windsor Park Resource Centres run by the Children's Aid
Society of Eastern Manitoba. This method of research is
chosen for a number of reasons. The theory that exists in
the area being studied is of a general nature and does not
provide a clear direction for a more solid empirical research
approach. There is also a lack of information on the Resource
Centres' operation which reinforces the need for an exploratory
study prior to more rigorous research.

There are several strengths that are found in using
an exploratory approach. It allows for detailed understanding
of what the Resource Centres do. The research is able to
cover all of the aspects of the Resource Centre operation and
is not confined to a few variables specified in advance.

An exploratory design also permits flexibility. The
focus of the study is able to shift according to what is
learned about the Resource Centre operation or the applicability
of theory that has been identified. The design is not in-
tended to test specific hypotheses as much as to derive
testable hypotheses from an inductive analysis of the findings.

This type of reasearch also presents a number of
benefits for the Children's Aid Society of Eastern Manitoba
and their Resource Centres. The research will bring forth
information on the overall operation of the Resource
Centres as they relate to their intended objectives. It
will also provide information on problem areas that have

been identified as well as identify unintentional effects of the programs on users, the community and the agency.

The weakness of the study is in its generalization. The research draws most of its conclusions from qualitative field research which is more suggestive than definitive. This approach is probably stronger in validity than reliability. The researcher chose to study two Resource Centres which allows for more comparative analysis and validation of the findings. However, the researcher recognizes the short coming of the study as it relates to reliability and sees this approach as only the initial step in a research process that may eventually be able to test the theory in a more rigorous way.

Another weakness in a field study approach is unconsciously observing only what is expected to be found when conducting unstructured observations as in this study. The author is sensitive to this problem and attempts to maintain objectivity by separating recording of observations into actual events and interpretations on what was observed.

Several faults are also recognized in the methodology that is chosen. The study is conducted over a three month period which gives a limited view of the Resource Centre operation for only that period of time. A longer period of study would have been more accurate but it was not possible to conduct research of longer duration. Staff and users of service were asked to recall their past experiences and impressions of the Resource Centre operation. This provided

additional views over time but these views are subject to
selective distortion and lapses of memory.

The timing of the research also posed problems.
The research started just before the summer months which are
a low activity time for the two Resource Centres. This
reduced the number of programs that were able to be observed
at the Windsor Park Resource Centre. Most of the groups
offered by the Windsor Park Resource Centre were ending at
the time the research was beginning. Only two groups were
observed in progress for one session each. The Coordinator
of the Windsor Park Resource Centre was also leaving on
vacation just after the research began and the Centre's
operation had been scaled down because of this. However,
data relating to the Windsor Park Resource Centre's operation
was collected from staff and users of service which minimized
this problem somewhat but there is an admitted gap in the
Windsor Park direct observations.

The reseacher has chosen to use both qualitative and
quantitative measures for gathering data on the Norwood and
Windsor Park Resource Centres. Field research is employed
to incorporate both observations and interviews over a three
month period from May to July 1982. However, before entering
the field, the author took a number of steps to prepare for
the research. Studies (Lofton, 1971; Bensman and Vidich, 1958;
W. Whyte, 1951; McCall and Simmons, 1969) outlining specific
requirements of field research were reviewed. A strategy
for accumulating specific information on the two

Resource Centres was also identified. All background information on the Resource Centres was first reviewed in order to become familiar with their structure and operation. An activity schedule was also developed for both Resource Centres and a cross-section of services was selected for study. The author attempted to observe all areas of operation that existed at the time of the research in order to gain as full a picture as possible of the Centres' operation.

A specific process was also established that would be followed during all field work. A check list of significant elements was developed that would be used as a guide during observations. This included areas such as participation, setting, purpose, behavior, frequency and duration (Selltiz etal 1959). guide was intended to act as a safeguard against blind spots during the observation process. The check list is found in Appendix 1.

The author was introduced into the field by the Resource Centre staff as a student assisting the staff at the Centre. Brief notes were made at the time of the observations when possible or shortly afterwards when not. These notes were then rewritten as soon as possible after the observation to include analytical comments and interpretations of what was observed as it related to the operation of the Centre or the literature. All notes were then transposed to typed sheets and extra copies were made for analysis.

Observations included internal and outside meetings, drop-in activity, and group programs. All observations were completed over a sixty day period from mid-May to mid-July 1982. The following list identifies the activities observed and the frequency of observations.

<u>Field Observations</u>

<u>Activity</u>	<u>No. of Observations</u>
Windsor Park Resource Centre - Single Parent Group	1
Windsor Park Resource Centre - Parents of Teens Support Group	1
Norwood Resource Centre - Young Mother's Group	5
Norwood Resource Centre - Drop-In Service	5
Resource Centre/Agency Unit Meetings	4
Windsor Park Resource Centre - Regional Committee Meeting	1
Urban/ Rural Resource Centre Unit Meeting	1
Children's Aid Society of Eastern Manitoba - Board Meeting	1
Children's Aid Society of Eastern Manitoba - Annual Meeting	1
Norwood Resource Centre Outreach Workers Meeting	1
Total	21

The author also utilized interviews as another way of accumulating data on the Resource Centres' operation. Separate interview guidelines were established for interviews with Centre and Society staff, users of Centre service and other respondents involved with the Resource Centres prior to the accumulation of data. These interview guides are found in Appendices 2, 3, and 4. Trial interviews were also set up

to test each guideline prior to interviews.

The author interviewed all Resource Centre staff (4) at both Centres as well as all statutory back-up workers (5) from the Children's Aid Society of Eastern Manitoba who worked with the two Resource Centres. The chairpersons of the Regional Committees for both Centres were interviewed as well as the Director of Children's Aid of Eastern Manitoba. The past Director who originally developed the Resource Centre concept was also interviewed.

A random sample of users of service from both Resource Centres were interviewed as well. Participants were selected from a list compiled by the Centre Coordinators of all users of the Centres service over the past twelve month period. The author selected a random sample of seven users from the total sample frame of one hundred and seventeen names for the Norwood Resource Centre. Seven users were also selected from a total sample frame of one hundred and five users from the Windsor Park Resource Centre. It is admitted that the sample size is small but the interviews were part of the exploratory research process and not meant to provide generalized findings.

A letter was sent to selected users signed by the Coordinators of each respective Resource Centre indicating the purpose of the research and stating that the author would contact them. All interviews were conducted by the

author following the interview guideline and were tape recorded. The interviews were transposed on to typed sheets immediately after the interviews.

The author experienced problems when trying to reach four of the users that were originally selected from the Norwood Resource Centre sample because they had moved away without leaving a forwarding address. Four additional users were chosen from the sample list that followed the original selection.

The author also utilized a small survey in order to accumulate data on community and professional opinions within the communites served by the two Resource Centres. Information was sought on the communities' perception of Resource Centre service by using a telephone survey. Even though this survey was limited in its reliability, it was useful in providing a preliminary picture of how the Resource Centres were re-garded in the communites served.

A standardized instrument was developed and used with each respondent. The instrument gave an introduction of the research and listed several questions about the community's services which included the Resource Centres'. The instrument is found in Appendix 5. Norwood, North St. Boniface, central St. Boniface, Windsor Park, and Southdale were selected as primary sampling units. Streets were randomly selected from each of the communities that were close to the Resource Centres. Five streets were selected from North St. Boniface,

Norwood, Southdale; ten streets were selected from central
St. Boniface and fifteen streets were selected from Windsor
Park. This distribution was made to roughly represent the
population base of each area. A Henderson's Directory was
used to randomly select telephone numbers from each street
as the final sampled units.

Survey research was also conducted with professionals
from the areas serviced by the two Resource Centres.   The
author used a self administered questionaire as an instrument
for collecting data on professionals' attitudes and use of
the Resource Centres. The questionaire is found in Appendix
6. A sample frame was developed on professionals that were
most likely to be involved with children and families in a
helping way and who worked within the areas serviced by the
two Centres. The sampling frame was developed through
discussions with Centre staff, the use of the telephone
directory, as well as from the Manitoba Medical Association
who identified professionals who worked in the specific
areas being surveyed.

The sampling frame was not meant to be totally
comprehensive but to give a general view of professional
opinion of Centre and community services. The author was
able to sample a complete list of all clergy, Child
Probation Officers, Principals and Guidance Counsellors,
Social Assistance/Welfare workers, Public Health nurses,
and Child Guidance workers who serviced the areas also

serviced by the Centres. The author also included a sample of doctors and psychologists who practiced in the areas surveyed. Social Workers and psychologists from St. Boniface Hospital were also included in the sample.

Prior to distributing the questionaires to St. Boniface Hospital staff, the instrument was cleared through the Research Committee of the hospital. The instrument was also reviewed by Management at the Child Guidance Clinic in Windsor Park prior to distribution. The author conducted a pre-test of the instrument with professionals from other jurisdictions prior to initiating the full survey.

There were 81 questionaires (42 in the Norwood Centre area and 39 in the Windsor Park Centre area) distributed by hand to all professionals in the sample frame. The author also followed up with a telephone call for those respondents who had not sent back their questionaire. There was a 92% return rate of all questionaires distributed.

A major problem encountered in the analysis of the data is to decide what aspects of the unstructured data is to be categorized. This is difficult in exploratory studies because the decision is not guided by an explicit hypothesis. The author began by classifying observational and interview data according to similarities and differences in areas of functioning between the two Resource Centres. The analysis also looked at similarities and differences between the two Resource Centres according to the theoretical expectations

about self-help, mutual aid, and neighborhood integration found in the literature. The data was then analyzed according to various categories developed. Examples of these categories are: who used the service, type of service used, when the service was used, user involvement in the community, level of community support each user had.

This analysis presents certain problems of comparability since, in the unstructured interviews, not all respondents were asked the same questions. In addition, the questions were not guided by the pre-existence of categories since categories emerged inductively after the interviews were completed.

The data accumulated through telephone surveys was coded and manually tabulated by the author according to various categories that had been defined in the questionaire instrument. Examples of these categories are: type of community service used, awareness of the Resource Centre, use of the Resource Centre. The categories were then compared according to responses from each geographic area. This provided insight into community perception of the areas surveyed.

The data from the survey of professionals was coded by the author and read into a computer for analysis. The data was analyzed through the Statistical Package for the Social Sciences (S.P.S.S.) package. The analysis described the outcome of the survey results for the two geographic areas that were sampled. The analysis also tested

relationships between the various variables measured and compared the results to the geographic areas surveyed.

The methodology that has been chosen is not intended to provide a comprehensive study of the Resource Centres of Norwood and Windsor Park. This is not realistic given the limitations that exist regarding resources and time. However, the research is useful in providing a picture of how the Resource Centres operate as well as how they relate to specific aspects of literature including community integration, self-help, and mutual aid. The outcome of this research is meant to provide a case for further research in this area.

A Description of the Norwood and Windsor Park
Resource Centres' operation

The Children's Aid Society of Eastern Manitoba has developed two program streams for the delivery of child welfare services to the communities it serves. The first stream encompasses statutory child welfare services such as protection services to families and adoption services to unmarried parents, and adoptive families. These services are delivered by the agency's protection workers.

The second stream focuses on a variety of services that stress the responsibility of the family for resolving its difficulties through the use of educational, counselling, or self-help services. The intention of this approach is to maximize the initiatives of the family to address its own problems. These services are delivered by the agency's Resource Centres.

Services offered by the Norwood and Windsor Park Resource Centres incorporate each of these two streams. The Resource Centres handle all of the Child Welfare intake for the Children's Aid Society of Eastern Manitoba in the areas of St. Boniface and Windsor Park. The Children's Aid Society of Eastern Manitoba intentionally routes intake through the Resource Centres in order to connect clients to community support prior to and sometimes instead of formal professional intervention. All abuse or clear-cut child protection matters coming through intake are redirected to the Children's Aid protection workers for follow-up.

The community outreach and prevention service offered by the Resource Centres can be separated into five areas. The first involves information and referal services. The Resource Centres have been set up to be as nonstigmatizing as possible with easy access to all members of the community. People should be able to approach the Resource Centres for information without predetermined labels so as to appeal to those persons who may have difficulty seeking help.

The second area involves short term counselling which is provided by the staff at each Resource Centre. The counselling usually concentrates on assisting individuals and families to set out identified problems and assist them to decide the course of action they should take to resolve the difficulty.

The third area concentrates on connecting individuals or families to needed resources which may be offered at the Resource Centres or within the community. This may be accomplished by reaching out and actually taking the person to the desired service. This is different from information and referral because the centre staff approach the client and connect him or her to the required service.

The fourth area focuses on offering community education programs within the Resource Centres. A variety of programs are offered by the Resource Centres from year to year. The programs are determined by service demand, in consultation with each Resource Centre's community Regional Committee.

The following programs were offered by the two Resource

Centres from September 1981 to August 1982:

Norwood Resource Centre Programs:

- Wednesday Afternoon Clothing Exchange/Drop-In
- Observational Nursery Group
- Single Parents' Group
- Parents without Partners Group
- Young Moms' Group
- Creative Crafts Course
- Drop In for Parents of Teens
- Native Woman's Group

Windsor Park Resource Centre Programs:

- Wednesday Afternoon Out Group
- Observational Nursery Group
- Single Parent Group
- Perspectives on Living Course
- Support Group for Parents of Teens
- Babysitting Course

The fifth area covers community development. This

is a broad area which includes initiating community development,

cousulting with other community groups, taking on a coordinating

role with respect to interagency case decisions, developing

community human resources, and acting as a facilitator with

the Resource Centres' Regional Committees. This service has

been described by the Children's Aid Society of Eastern

Manitoba as, "... in some ways the least tangible and least

'countable' activity, (but) it is actually in many ways the

most important". (Budget Presentation, p.8.). The importance

of this function has been emphasized in the literature by

such authors as Sarason and Lorentz (1977, 1979), D. Warren

(1981), Gottlieb (1981), Carol Swenson (1979), and Garbarino

(1982).

The description of the Norwood and Windsor Park
Resource Centres' operation will now focus in more detail
on four specific topics: location, staffing, usage, and
programming. Similarities and differences between the two
Resource Centres will also be highlighted.

Norwood Resource Centre

Location. The Norwood Resource Centre is strategically
located near a high density, young, unmarried parent population
area with which the Children's Aid Society of Eastern Manitoba is
frequently involved with. This location was originally
established so the Resource Centre would be able to attract
this specific group to its service. This has obvious im-
plications for programming which are reflected in the service
offered by the Norwood Resource Centre. Most of the programs
focus on this population group.

Most people observed using the Norwood Resource Centre's
services were from either the Marion - Goulet area or north
St. Boniface. During the study no people from Norwood were
observed using the Norwood Resource Centre's service.
Interviews with the Centre's staff confirm this impression.
Staff indicated that few people from the Norwood Flats area
or north St. Boniface used the Centre.

The Norwood Resource Centre's location also has an
impact on its visibility in the neighborhoods it serves. It
is located on the top floor of a building situated on a

side street of the main business section of St. Boniface.
This location makes it difficult to find the Centre.

Interviews with Resource Centre staff indicate that
the Centre is not well known even in the neighborhoods it
serves. The results of a telephone survey to residents
conducted by the author corroborate this view. Few (4 out
of 20) respondents surveyed had ever heard of the Norwood
Resource Centre. Three of the four that indicated that they
had heard of the Centre were from the Marion - Goulet area.
Only one person, of those surveyed, had ever used the Centre's
service. It should be noted that the respondents selected
for the telephone survey were chosen from a geographic area
that was close to the Resource Centre. This should have
predisposed results in favor of an awareness of the Centre
but the results indicate otherwise.

It would appear that the location of the Norwood
Resource Centre barely allows it to be visible and easily
accessible even to users from within its immediate geographic
location. Norwood and north St. Boniface do not seem to have
any significant affiliation with the Norwood Resource Centre.
If this is the case it weakens the agency's intention to do
much of what the literature refered to as broadly based
community integration.

Participation. Interviews with staff and users of Resource
Centre service indicate that most users come to the Norwood
Resource Centre through referrals from formal agencies.

The Norwood Resource Centre does not seem to achieve informal use or participation by the community. Observations of Resource Centre service found that there was virtually no drop-in type of activity even though the Norwood Resource Centre provided this service and wished it to be an integral part of Centre operation. The Resource Centre does not appear to play a significant role as a focal point for bringing community residents together. Thus it compares badly to the integrative institutions referred to in descriptions of communities of the past.

Most of the users observed or interviewed had characteristics of a low income population. Most were young female, single parents with young children. They tended not to be involved in any other kind of community service other than the Norwood Resource Centre's. The Coordinator of the Norwood Resource Centre concurs with this observation and describes the users of the Centre's service in the following way:

"We have this year and last year involved families through
our counselling contacts that we have known then other
families in the community. ... We are reminded that we have a
responsibility to the needy families that the agency is working
with. My concern is that there isn't a balance of that main-
tained. It's phoney for us to talk about normalization and
connectedness in the community when we do not maintain more of
a healthy balance of families who do not have specific problems.
... at least 60% of the people in our groups are known to us
before as clients. So my concern is ordinary people down the
street wouldn't be involved."

There appears to be a paradox in the Centre. The desire is to involve all members of the community in the Centre's service. However, the attempt to target at a population defined as at risk makes it difficult for the Centre to attract a broad mix of residents which might permit greater integration within the broader community. Clearly, the participation pattern reveals that the Resource Centre is not a community Centre.

Staffing. The Resource Centre Coordinator is the only full time staff person at the Norwood Resource Centre and is responsible for the overall operation of the Centre. However, half the time of the Norwood Resource Centre Coordinator is taken up providing family counselling and information services. The counselling is voluntary and covers a broad range of problems which may not necessarily relate to child welfare matters.

The Norwood Resource Centre staff also conduct most of the educational programs offered by the Resource Centre. This limits the number of programs that can be provided, given the other time commitments on staff time.

The Norwood Resource Centre Coordinator is also responsible for intake and administrative duties which reduces the time she can spend on services with the community. Agency expectations about other responsibilities have influenced the extent to which leadership and professional development can be given to the Norwood Resource Centre.

This is highlighted by the Chairperson of the Norwood Resource Centre's Regional Committe who stated, "... she (Centre Coordinator) has to do the agency work first. It's a priority." The Norwood Resource Centre Coordinator confirms that view,"... as you know, when the pressure is on, the community kind of work becomes subsidiary to the other end." It would seem that the Norwood Resource Centre is caught between pressure from the agency to be used as an instrument for service to its child welfare population and the Centre's community Regional Committee's perceived needs for service direction.

The Norwood Resource Centre attempts to solve the problem of connecting more isolated, needy people to Centre service by using paid outreach workers to reconnect isolated individuals to Resource Centre and community service. The outreach workers are successful in drawing people into Centre service. However, according to the outreach workers, this participation is limited and short term in nature. They indicate that one quarter of all people they are in-volved within the Centre are also involved with Children's Aid of Eastern Manitoba Statutory Workers. The outreach workers also indicate that they are usually unable to link people to community supports other than the Resource Centre's service.

This reveals a fundamental conceptual weakness; the Centre has little leverage on connecting people to informal networks such as neighborhoods, churches or schools. It is perhaps in part for this reason that two-thirds of all families with whom the outreach workers are involved do not stay in the community for any length of time.

Programs. The Norwood Resource Centre offered serveral educational groups which were directed specifically to young, single mothers with children. This particular focus on a specific population, important though it may be, tends to exclude the rest of the community from participating in the Centre. The Resource Centre acquires an image of being interested only to a specific group.

The intention of the Resource Centre in offering educational groups is to connect users with other users in a supportive way. Thus, the Centre does attempt to foster mutual aid and social contact within the population defined as at risk. Observations of groups as well as interviews with users of service indicate that friendships do occur through participation in these groups. Many users indicated that they continued to meet even after the groups finished. However, these friendships were still limited in duration and usually ended not too long after the groups terminated

During the time of the research the Resource Centre staff indicated that programs were scaled down only to serve those persons most at risk. Two factors were identified

by the Centre staff as causing this reduction
in programs. The Resource Centre staff and their Regional
Committee were at the time concentrating their efforts on
developing a proposal for a separate facility called a Parent
and Child Activity Centre. This new program was to take over
the operation of the educational programs and offer services
to the entire community. The Centre staff and their Regional
Committee felt the Resource Centre in its present format was
not getting at the entire community.

The second reason related to the recent redirection
of Resource Centre staff time to provide agency service.
The Chairperson of the Norwood Resource Centre's Regional
Committe identified the effects of this shift as, "that's
when the programs suffer the most, she (Centre Coordinator)
has to do the agency work first." The Centre Coordinator
confirmed this by stating, "(I) simply do not have the time
to create or develop volunteers to head many of the groups
that had been offered in the past."

There also seems to be a problem with the acceptance
of service judging from the participation in the groups
offered at the time of the research. All of the educational
groups and interviews with staff and users confirmed this to
be a problem. In interviews, users perceived the programs
to be valuable but many did not see the service as a priority
for themselves and reported a lack of commitment to regular

attendance.

Community outreach and community development are intended to be two significant areas of service addressed by the Resource Centre concept. However, the research clearly shows the Resource Centre to be operating independently of the communities it serves. The Norwood Resource Centre is not involved in any joint programs with other formal or informal community service providers. There is no mechanism established for dialogue or coordination between the Resource Centre and other community agencies or groups.

The survey of all professionals in the community found that 87% were aware of the Norwood Resource Centre. However, less than half were able to list any services that the Norwood Resource Centre offered. Most of those professionals who used the Centre had used the child welfare intake service.

The Norwood Resource Centre staff's answer to this lack of community development is to propose the development of a new facility with a new community Board that would "get at the entire community, allow for better coordination and development of community resources." The Chairperson of the Norwood Centre's Regional Committee supports this approach by stating,

"... not that there is a stigma to the Resource Centre exactly but because it is kind of a little more remedial I

think. So I could see this more as a complete community thing (the proposed facility) where people would go there without feeling they were at risk or anything."

The result of this perception is to attempt to create a new facility called a Parent and Child Activity Centre within the community of St. Boniface. This facility would have its own community Board and would address community issues and problems pertaining to children and families. This approach seems to have come full circle from where the Resource Centre concept had originally been.

The Windsor Park Resource Centre:

Location. The Windsor Park Resource Centre is intentionally placed in the central part of the community of Windsor Park. The Children's Aid Society of Eastern Manitoba originally placed the Resource Centre close to the Windsor Park High School so that it would be more easily accessible to a population that was displaying problems at the time. However, observations of programs and interviews with staff indicated that most participants in the Resource Centre seem to be married mothers with children. There was no participation by teenagers at the Resource Centre during the research period.

Interviews with staff and users also indicated that most people using the Windsor Park Resource Centre are from Windsor Park. Both the Coordinator of the Centre and the

Chairperson of the Centre's Regional Committee indicate that participation from Southdale is infrequent. Results of the telephone survey of residents confirmed this impression. Only one person out of five people surveyed from Southdale had ever heard of the Centre.

The Windsor Park Resource Centre does not have any significant involvement with Southdale which is geographically separated from Windsor Park by the Trans Canada Highway. All of the members of the Windsor Park Resource Centre's Regional Committee are from Windsor Park except for one person who had recently moved to Southdale from Windsor Park.

The location of the Windsor Park Resource Centre does not allow it to be very visible within its community. The Resource Centre is located in a shopping centre that is being closed down. Most stores have moved out of the shopping centre which reduces the number of people that use the shopping centre or would see the Resource Centre. Interviews with users of the Resource Centre indicate that the Centre is not well known within the community of Windsor Park. The results of the telephone survey support this view. Only 4 out of 20 people surveyed had ever heard of the Windsor Park Resource Centre and none of the respondents had ever used the Centre.

Participation. Interviews with staff and users of Centre service indicate that most people who use the Centre are from

Windsor Park. Also most users seem to be female and middle class. The users involved in the interviews are married, own their own car and house, and they or their spouse are employed full time. They also indicate that they are involved in other services in the community besides those of the Resource Centre's which they had voluntarily sought out. Most users had heard of the Centre from a friend.

The Resource Centre does not seem to be attracting those more isolated individuals who lack support and resources. This is reflected in a statement by one user of the Centre's Observational Nursery group who states,

"The way I understood it those were the kinds of people the Obervational Nursery was set up for (isolated individuals). Women that really are not well educated and need that service and don't have the books or facilities that I have for finding this out. But I don't know if there just aren't that many people in the community or they are just not hearing about it cause they're not willing to use it. I know we certainly aren't attracting those kinds of people.... I can't think of any single parents and most of the people I know who used the program were people like myself that are middle class."

Unfortunately, the Windsor Park Resource Centre staff do not seem to have a strategy for attracting a broad mix of community residents to the Centre.

Staffing. The only staff person at the Windsor Park Resource Centre is the Coordinator who indicates that he spends half of his time involved in family counselling and information service provision. The Coordinator must also address intake and administrative duties with the rest of his time focused

on community service as identified by the Centre's Regional

Committee. This drain of staff time towards agency service

is reflected in the following statement made by the Chairperson

of the Centre's Regional Committee, "Keith's time is mostly

taken up by agency work which reduces the chances of the

Centre organizing effectively according to community

problems."   This priority of staff resources directed to the

Children's Aid Society's child welfare population is confirmed

by the Director of the Children's Aid Society of Eastern

Manitoba who states:

"The whole issue of how preventative and how far away from
the child welfare population it should be and is, is a major
question and one that must be dealt with. I'm like this on
it. I think you can go either way. You can talk to the
Director of Child Welfare and he would say to you it ought
to be targeted at the child welfare population. I think if
you talk to many of the Resource Workers, particularly the
urban ones they would say that's nonsense because you'll
never reach enough of the preventative side down the road.
You're going to be continuing with the statutory tread mill.
I think they are right on that but whose job is it? The
child welfare job, somebody elses job, to deal with that
larger population? Particularly in a system like we have
where that isn't being funded very well. If it was funded,
hey no problem, but it's not and so your're carving it out
of your own pool of resources. ... We must attend to that
(child welfare population) first."

These comments highlight the uncomfortable and ambiguous

position that faces many agencies today.

Programs. The educational programs offered by the Windsor

Park Resource Centre are directed at a similar target

population as the programs of the Norwood Resource Centre

which focuses on mothers with children. However, the
participation in these programs is from the middle class
sector of the community. Interviews with users of the
Windsor Park Resource Centre indicated that they were
actively involved in other community programs in adddition
to those of the Centre. Many of the participants of Windsor
Park Resource Centre groups played an active role in planning
or leading groups such as the Observational Nursery or Single
Mothers groups.

The Windsor Park Resource Centre does not seem to
attract the more isolated residents to its programs. There
also does not seem to be a strategy for binding isolated
individuals into groups when they do attend. The programs
are not structured for accomodating a cross-section of
participants. The following comments from one low income
user reflect this problem.

"I found myself not at ease with those people because they
lived in those bays and had husbands and were talking about
the second car they had and the camp and I don't have any of
that. I felt kind of left out, so I didn't like it and quit."

This often seems to be a problem in communities where more
isolated individuals do not have the skills to integrate into
community groups easily. They feel they are perceived as
different and hold less of a value within their community;
these feelings may be accurate. The following comments by

one Windsor Park Resource Centre group member reflect this

view.

"... We've had people referred to the program over the year
but it's difficult to get them to fit in. They feel really
out of it. For instance our group we've had a few young
single moms come out a few times but the age. We don't notice
a difference but they felt it and were really right out of
it.. .. I sort of put them in that group, the non-joiners.
They tend to be loners."

The question raised from this study is whether the

Windsor Park Resource Centre should be even attempting to

connect individuals to their community by conventional means

such as offering groups. The Resource Centre concept may

imply more proactive community outreach and community develop-

ment. These two activities determine how successful the

Centre will be in integrating isolated residents into their

community. However, the observations of Centre service,

and interviews with staff and the Chairperson of the Centre's

Regional Committee indicate that the Centre plays a limited

role in these areas. The Windsor Park Resource Centre

functions independently within the community of Windsor Park;

there are no joint programs with other formal or informal

community resources. There is also no ongoing mechanism in

existence which would allow for joint planning or coordination

of services within the communities the Centre serves.

The Centre Coordinator and the Regional Committee

seem to concentrate on creating programs rather than the

development and utilization of existing community resources.
The survey of professionals within the communities of Windsor
Park and Southdale found that 92% of all respondents were aware
of the Centre. However, professionals were usually only
connected to the Centre referral or intake service. There was no
significant involvement indicated that ties the Centre closer
to its community.

The Chairperson of the Centre's Regional Committee confirms
the Centre's shortcoming in the area of community development in
the following statement.

"... we went over our programs and went through a list of what
services we thought were needed in the community. Then after
a lot of discussion we looked at the programming we were providing
and saw just how many needs we were meeting, and there weren't
too many. We found that all our resources were going into educational
programs and support groups and there was a whole gambit of things
that weren't being covered. ...So rather than starting new pro-
grams, we decided that we would continue the ones we had and start
working on that component (community development)."

The Centre's service suffers from duplication within the community.
Programs such as the Observational Nursery and Single Parent groups
were offered by other community organizations such as churches and
community clubs at the time of the study. The Centre does not
seem to be connected to what exists within the communities it
serves.

The Windsor Park Resource Centre and its Regional Committee
perceive the Centre's separation from community problems as a
definite weakness. Their solution to this problem is to develop
a community committee that would begin addressing community pro-
blems in a more coordinated way. The Centre was intent on setting
up a committee of various agencies, groups and organizations to
begin discussions about how to deal with a community problem which
involved teenagers. It is interesting to note that this problem
population had originally been identified by the Children's Aid
Society of Eastern Manitoba when they had developed the Windsor Park
Resource Centre and now the problem seems to have come full circle
again.

The Norwood and Windsor Park Resource Centres share similar
aspects in their development. Both centres were originally located
near an identified problem population that Children's Aid Society
of Eastern Manitoba had identified and with which the agency was
frequently involved. However, the Windsor Park Resource Centre
has broadened its focus while the Norwood Resource Centre has
continued to emphasize service to those persons who are at risk.

Both Centres seem to attract participation mostly from the
immediate geographic area that surrounds the Centres. Communities
that are geographically distant such as Norwood and Southdale
have little involvement with the Resource Centres. Neither
Centre seem to be well known within the communities they serve
by either residents or other professionals.

The two Resource Centres differ in who they attract to participate in their programs. The Norwood Resource Centre clearly has shifted its focus towards servicing those more isolated individuals who lack supports within their community. They are lower class and usually already connected as clients to the Children's Aid Society of Eastern Manitoba or other agencies within the community. The Windsor Park Resource Centre seems to attract more middle class, voluntary users to its service who are better connected to their community and financially more secure.

Neither Resource Centre seems to be attracting a cross-section of their communities to service. The Norwood Resource Centre seems to have shifted to more of a child welfare population focus and concentrates on those isolated individuals who have the least amount of support. The Windsor Park Resource Centre does not seem to be able to attract those more isolated individuals to its service. However, this may be due to a number of reasons. The Windsor Park Resorce Centre has not shifted its programing as dramatically to this population group as the Norwood Resource Centre has done. The Windsor Park Resource Centre's Regional Committee may have few links to the lower income population and little understanding of how to hold these people in programs once they come. The Children's Aid Society of Eastern Manitoba also may have less involvement with the lower income population which would reduce the number of referals from this group to the centre.

The two Resource Centres seem to have similar characteristics in the area of staffing. Both Resource Centre Coordinators spend a great deal of their time providing intake, family counselling, and information and referral service. They are also responsible

for the everyday administration of the Resource Centres. The end
result is a lack of time to handle their other duties. The staff
of both Resource Centres seem to be influenced by the agency's
pressure to accomodate child welfare duties first. This has a direct
impact on their ability to deal with community problems that are
identified by their Regional Committees or to utilize a wider range
of facilitative work strategies.

The Norwood Resource Centre differs from the Windsor Park
Resource Centre in staffing because it has two paid outreach
workers. The outreach workers are used to connect more isolated
individuals to Centre and community service. The Windsor Park
Resource Centre does not have this option for outreach. However,
the Windsor Park Centre does have more in the way of actual or
potential volunteers that could be used for informal outreach if
the Windsor Park Resource staff were to provide instruction in
this area.

The two Resource Centres also attempt to offer similar
informal, friendly educational groups that are focused on mothers
with children. However, there are differences in the programs at
the two Centres. The groups offered by the Norwood Resource Centre
are all run by Centre staff and participation in these groups
seems to be a problem. The groups offered by the Windsor Park
Resource Centre are often coordinated or led by group members. Also
participation in the Windsor Park groups does not seem to be as
much of a problem.

The two Resource Centres seem to offer similar service to people who use their groups. Friendships are developed by participating in the groups and individuals often carry on with these connections after the groups end. Unfortunately, neither Resource Centre is able to take these beginning friendships to a further phase of more complete community participation.

The two Resource Centres are intended to offer outreach and community development as part of their overall services. This area of service has been identified as possibly the most important aspect of their work. However, the Centres do not seem to be able to address either of these two areas in an effective way. Both Resource Centres operate in isolation of other community service or resources. There is also no effective way of coordinating resources to address community problems at either Centre. The Regional Committees of both Resource Centres accept a back seat role to agency demands.

Both Centres chose strategies for addressing problems that are associated with professional intervention. The answers to problems are through professional activities not indigenous actions by people in their ordinary connections with one another. This results in the Centres choosing simplistic ways of addressing community development. The Norwood Resource Centre chooses to look at creating a new facility to deal with community problems that is separate from the Children's Aid Society of Eastern Manitoba. The Centre sees this new facility as being more in tune with community needs. The Windsor Park Resource Centre sees the creation of a community committee to begin discussing community problems

as an option for coordinating service and community development. Unfortunately neither strategy offers much promise that the shortcomings in community animation and informal network development will be overcome; there is not even the rhetoric of grassroots community development to be heard in the proposals.

Evaluation

As we have seen, the Norwood and Windsor Park Resource Centres seem to have drifted away from their intended purpose. This has affected the perceived success of the Resource Centre concept within the areas it serves. The original concept was developed for the purpose of providing information to the community about children and families in a broad way, according to what the community wanted. The Resource Centres were intended to be able to respond flexibly according to community need and to provide a nonthreatening, universal service to the residents of the St. Boniface and Windsor Park areas.

The Children's Aid Society of Eastern Manitoba had originally felt that the Resource Centres should be separated from its organizational structure so as to avoid having the Resource Centres fall within the narrow confines of child welfare services. A focus on a child welfare population would inhibit involvement within the community and would redirect the Centres' focus from a universal service approach towards those persons specifically identified as in need. However, the Resource Centres were forced to become part of the formal agency due to funding pressure which allowed this fear to become reality.

The Resource Centres took on intake child welfare duties which caused the Centres to become even more aligned with the agency and its priorities. The Centres are now expected to devote half of their time to statutory child welfare services in order to maintain provincial funding. This shift has an obvious influence on how well the Resource Centres are able to perform their

oringinally intended function.

The Resource Centres must first accomodate their organization at the time of the research which was reflected in the following comment made by the Director of the Children's Aid Society of Eastern Manitoba,

"... Pressure was being felt from a developing recognition and fear that the Resource Centre function was being eroded by the demand for statutory service particularly in the rural areas.

There seems to be a fine balance between protection and prevention services that are set up with the Resource Centres. This is reflected in the following diagram of the Children's Aid Society of Eastern Manitoba's overall service delivery model derived from an internal agency memorandum.

Resource Centre Worker | Back-up worker

| COMMUNITY DEVELOPMENT | FAMILY SERVICES | PROTECTION |
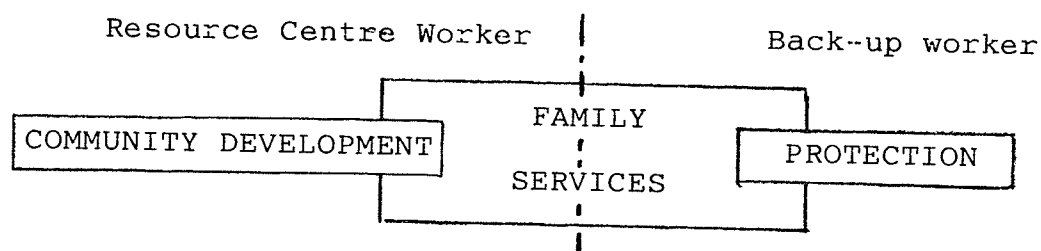
The same memo describes the dangers of this model in the following way.

"One of the inherent dangers of this service delivery model is the risk of the Resource Centre workers being pulled in either extreme direction. They may feel pressure to provide back-up service as the statutory workload increases and/or pressure to the deliverer of a myriad of community programs, both at the cost of their overall function." (Memorandum to Staff Re: Resource Workers and Back-up workers, (January 5, 1981, p.1.)

This balance seems to have shifted with the Resource Centre workers moving more towards the continuum of protection services.

Funding pressure is one obvious reason for the Resource

Centres' shift towards more statutory service which adds confusion

within the organization to what the Resource Centres should be

doing. There is a distinct difference in the way the urban

Resource Centres operate, compared to the rural Resource Centres

even though the concept is supposed to be identical in both areas.

The rural Resource Centres are heavily centred on statutory service

and do very little prevention work. The reason for this difference

has been explained by the Director of the Children's Aid Society

of Eastern Manitoba in the following way.

"The Resource positions in the urban area are funded more or less
half and half with the United Way who expect us to be preventative
and to do volunteerism and community links and all the rest of
that. It's funded to do that 50%, where you get in a rural area,
90% is funded by the Province and, even more than that, in fact
it is that 10% or less that we are putting into resources. ... The
Province doesn't fund preventative work. It simply doesn't fund
it."

It would appear that the Resource Centre staff's narrowing of

focus on prevention service is directly related to funding para-

meters that have been put on the Centres. This also reflects the

dilemma that many social service agencies are regularly faced with

and the impact that this choice has on their functioning with the

communities they serve. Agencies like the Children's Aid Society

of Eastern Manitoba must struggle with how to satisfy the funder

while not surrendering completely to the demand for all resources

to be allocated to protection work.

The Resource Centres have shifted their service from a universal focus towards a defined popu_ation. Consequently, the Norwood and Windsor Park Resource Centres are unable to maintain any cross representation of participants from their communities. The Norwood Resource Centre seems to have shifted towards servicing a defined client group. The Windsor Park Resource Centre is not as narrowed to servicing a client population but attracts many of its users from a middle class grouping. However, the Windsor Park Resource Centre is unable to attract those persons who are from the client group into its service in any meaningful way.

The Resource Centres were intended to offer a non-stigmatizing, information and referral service to the entire community. This does not occur, now that the Centres have narrowed their focus of service to specific target groups. The Norwood Resource Centre offers most of its service to a client group while the Windosr Park Resource Centre attracts a middle class group. However, both Resource Centres focus over half of their time on intake and counselling service that is client oriented and resembles service that could be offered by any agency. Therefore, the Resource Centre service delivery approach does not seem to be dramatically different from other service delivery approaches offered by other agencies.

The educational groups offered by the Resource Centres are used as an avenue for integrating individuals into their community. The Resource Centres offer various educational groups to their communities. However, they do not go beyond offering

a traditional kind of group work or information service approach.
This approach has limitations in its effectiveness in connecting
people to each other. Users may gain knowledge from information
shared through the group and develop connections with other
members of the group. But this approach falls short of the
original intention of the Resource Centre concept of integrating
users into their community's existing resources and support that
may be of assistance in problem-solving in the future. A lack of
universal focus or cross representation of users in all of the
groups limits the Resource Centres' success in this area. Users
usually only participate in one area of Centre service and do
not cross over into other service areas or groups.

The Resource Centres were originally intended to address
community outreach as one of their main areas of focus. This
included the following areas: initiating community development,
consulting with other community groups, taking on a coordinating
role with respect to inter-agency case discussion, developing
a community human resource bank, and acting as a facilitator
with the Centres' Regional Committees. Community development,
and outreach has been defined as perhaps the most important function
of the Resource Centre concept. Unfortunately, the Centres do
not appear to be actively achieving this crucial objective at
the time of the study.

The Resource Centres focus on trying to reach out to
isolated members of the community by providing services that may
draw them into the Centres. The Norwood Resource Centre even

hired outreach workers to go out and bring isolated individuals into the Centre's service. These strategies are limited in their success. Unfortunately, the Resource Centres fail to recognize the role of the community in integrating more isolated individuals into their environment.

The Resource Centres do not seem to be community development minded. They tend to provide or create service for the community rather than concentrating on utilizing existing community resources or support to effect change. The Resource Centres use professional staff time to provide many services which may have been done equally as well by existing community resources. Professional outreach workers perform duties that could be provided by volunteers. Professionals are used to provide information or referral service on available community service or resources. What person is better able to connect a person to needed community resources than a highly connected community resident? The Resource Centres do not create avenues for integration of individuals into their community.

The Resource Centres also do not seem to be in touch with the needs of their communities. Even though the Resource Centres have community Regional Committees advising them on service direction, there is a lack of clear focus on community problems or needs. The Regional Committees take on a secondary role to accomodate the service priorities of the Children's Aid Society of Eastern Manitoba first which may, unfortunately, be unrelated to their community's needs.

The Resource Centres are also not connected to their communities. There is no coordinated effort to address mutual problems. The Centre staff set up programs in isolation to other service initiatives within the communities they serve. This results in the Centres becoming just another part of a formal organization's service to communities which tries to effect change by providing services to problems they perceive as requiring attention. There is no focus or even an acknowledgement of existing community strengths or resources in this type of intervention.

The Norwood and Windsor Park Resource Centres attempt to offer a service that is different from other traditional approaches However, both Resource Centres are unable to succeed in this goal because of several crucial factors that are not fully addressed.

The Resource Centre concept originally recognized the importance of a person's environment in providing support to persons in need. The Resource Centre concept was to have a universal focus on the entire community. However, the Centres take an approach that focuses on only strengthening the individual's immediate environment. This is addressed by creating support groups which encourage participants to compare common experiences and develop friendships. The problem with this approach is it limits how many people can be connected as well as how far it can reach within the community. Many individuals who are isolated may never become connected through such an approach. Also, the connections created by this approach tend to lack a cross representation of the community.

The Resource Centres do not go beyond a group service approach to address the entire community and its effect on the individual. Donald Warren has described the role of the neighborhood as, "the arena within which the individual is integrated or isolated from a larger world of helping resources/information and social support (1981, :p. 198)." Unfortunately, the Resource Centres do not take a global focus in redesigning human milieux to ensure that adequate levels support are available to the entire community.

The Resource Centres act in isolation of other community resources and offer services that are identified as a priority by the Children's Aid Society of Eastern Manitoba. The Centres do not seem to be closely related to their community's needs and problems. The position of the Regional Committees, which are their only source of community input, take on a secondary role. This results in the Resource Centres taking on many of the inhibiting factors that have been identified with vertical pattern types of service (R. Warren 1970).

This approach really is not able to relate to community needs or problems in an effective way. A narrow focus on a mandated population, restricted by funding, reduces the effectiveness the Resource Centres are able to have with their communities. It also decreases the Resource Centres' ability to respond to their communities beyond a narrow approach. This approach does little to develop support within the community and takes on an individual client focus.

The Resource Centres also fail to address their most important role which is stimulating and developing community support and resources within the community, especially for those persons most isolated. The Resource Centres are unable to establish a harmony between formal and informal services within the communities they serve which would create an environment conducive to the individual's personal growth and support. Garbarino indicates that, "communities need to learn to generate and sustain support and reduce sociocultural risk by weaving a strong social fabric around the parent and child." (1982, p. 57). This can only be done by an equal partnership between formal and informal supports. The Resource Centres do not play any significant role in developing formal and informal activities that seem to have played an integrative role in bringing people together in past communities.

The Resource Centres fail to consider the types of communities they service or the helping networks available in their communities. Gottlieb (1981) indicates that most social service agencies tend to only offer a one dimensional approach to help those who have been designated as in need by the agency. The literature indicates that it is essential that a cross-fertilization occurs across the entire community in conjunction with other community resources. The Centres are unable to integrate people into the communities they serve in any effective way. The Resource Centres try to attract those persons most in need by using paid staff who may be able to connect isolated

individuals to community or Centre resources. This option is taken instead of creating community participation with the entire community so that all individuals can be integrated into their community which was found to be so successful in past communities.

One of the main problems with the Resource Centres may be that they lack a clear methodology that is able to operationalize the intentions of the Resource Centre concept. Neither the Resource Centre staff nor the Children's Aid Society of Eastern Manitoba seem to have a clear idea on how they can achieve the goals they have identified. This results in a wandering of direction from community to agency needs. The Resource Centres are also unable to implement the most crucial aspect of their service which is outreach and community development in any effective way. The lack of methodology forces the Centres to accept a balance of protection and prevention service due to funding restrictions. However, the result seems to be a diluted service in both areas because the staff are unable to address either area in an extensive way due to the limited time they have.

The problem of the Resource Centres' drift in their approach is complicated by the direction taken by the Director of the Children's Aid Society of Eastern Manitoba regarding the Resource Centres. Since the Resource Centres have become part of the Children's Aid Society's structure, the Director has chosen to maintain the Centres in a role that is at the prevention end of the continuum of services offered by the agency. The Resource Centres have shifted towards a narrow client population

which the Director of the Children's Aid Society of Eastern Manitoba sees as the Centres' primary target population. This shift away from a universal community focus has an obvious impact on the way the Centres are able to operate. They may become perceived as another formal service that has little connection to, or investment in, community needs or problems.

The staff at the Resource Centres also contribute to the Resource Centres' drift away from their original objectives. The redirection in the staff's time away from the Centres' original objectives reduces their ability to address these areas. The staff do not seem to have a clear perception of how to operationalize the Centres' objectives which adds to this problem. The staff do not provide alternative methods of service that utilize community resources or services. There is no redefinition of resources or resource exchange that authors such as Sarason and Lorentz (1977, 1979) identify as crucial to the community addressing its own needs.

Pancoast (1981) suggest that neighborhood settings facilitate and constrain natural helping networks in ways that change agents must understand. We must be aware of how the community context shapes the ability and distribution of community resources. The Resource Centre staff only provide service to the community that they can deliver and do not create or facilitate any assistance in service implementation other than through their paid staff time.

Finally the Resource Centres do not seem to gain a full acceptance in their communities. The Regional Committees do not play a significant role in service direction or planning. This results in the Centres not becoming connected to their community needs. They seem to take on priorities that are directed by the Children's Aid Society of Eastern Manitoba. There is a lack of a perception of or investment in, community needs, only those of the agency which keeps the Centres at arms length from their communities.

Conclusions

This study has spent a significant amount of time identifying the shortcomings of the Resource Centres of Norwood and Windsor Park as they relate to their original objectives and the literature. New approaches seem to attract this process whenever there is a deviation from traditional service delivery approaches. Policy-makers often criticize what has not occurred but fail to offer concrete solutions to the problems they have identified. This study attempts to go beyond what it perceives as shortcomings of the Resource Centres of the Children's Aid Society of Eastern Manitoba. Specific steps will be identified which the author believes should be taken in order to operation- alize the Resource Centres' intended objectives in a more effective way.

The most significant function that the Resource Centres are involved in should be community development and outreach. This area must have the most priority for Resource Centre staff. However, the Resource Centres have chosen to take a service approach to connecting and integrating people to their communities, and community development is not addressed in any significant way.

This should be the starting point for the Resource Centres. Strategies should begin to be developed that focus on developing neighborhoods and communities that are better able to provide a supportive environment to all members.

This approach becomes more important when consideration is
given to the limitations of support that exist for those persons
most in need, the poor. Garbarino (1981), Willmot and Young (1957),
Litwak (1968), Gottlieb (1981), and Pancoast (1981) have
indicated that support of the neighborhood or community may be
even more important for this sector of the community. They simply
do not have the same access to purchasing or accessing resources
as other more affluent residents.

Neighborhood settings have the ability to facilitate and
constrain natural helping networks in ways that change agents
must be cognizant of. Gottlieb found, "high population turnover
and the absence of any common setting or regular community-wide
social events combined to fashion a highly anomic milieux." (1981,
p. 28). These characteristics are found most often in lower
class areas. The Resource Centres must begin to focus on changing
these types of environments so that support will exist for individuals
in need. However, in order to address this in an effective way
the Resource Centres must change their present way of operating.

The Resource Centres should operate independently from
the Children's Aid Society of Eastern Manitoba as originally
planned. This separation would avoid the restrictive effect
that a formal organization such as the Children's Aid Society
imposes on the Resource Centre's operation. The literature
(R. Warren,1970; Sarason and Lorentz, 1977; 1979) highlights
the inhibiting characteristics of mandates or funding guidelines
which have been borne out in this research.

If the Resource Centres must become part of a formal
organization due to funding reasons, the organization must
make a commitment to allow the Resource Centre complete flexibility
in its approach and service. The Resource Centre must be allowed
to respond to the community's needs first. However, it is
questionable whether this guarantee would be possible, given
what is known of organizational functioning.

The Resource Centre's first objective, once it is in
operation, should be to gain acceptance by the community it serves.
Staffing plays a significant role in this process. The person
chosen to run the Resource Centre should ideally have some
connection to the community's internal framework. The person
should be recognized by the community as having a vested interest
in the community's needs and problems by their past participation
within the community.

If the Resource Centre is unable to find a person that
is well connected to the community, connecting high profile
people from the community to the Centre's Regional Committee
may serve a similar purpose. The Regional Committee members
and Centre staff should take on an active networking function
within the community. The value of networking does not seem
to be fully addressed by the Resource Centres at the time of the
research.

A major role of the Resource Centre staff and their
Regional committee should be to develop working relationships

with individuals from both the horizontal and vertical patterns
of the community. The Resource Centres should begin to coordinate
resources within the community to address community problems. This
often becomes difficult, given the competing agendas of many
organizations who more often are in competition, rather than
collaboration, for funding and resources. The Resource Centre
must recognize this problem and begin to develop strategies that
allow for a positive working relationship within the community's
horizontal and vertical patterns.

The Resource Centre must begin to establish connections
on an individual, personal level. The Centre and Regional
Committee may be able to create avenues that allow for positive
participation through groups or committees that are established
to work on mutually identified problems. Through this approach,
the Resource Centre should become connected to the internal frame-
work of the community.

Prior to developing any kind of service, the Resource
Centre must be able to identify the type of community that exists
and map out the type of community helping networks available. Most
social service agencies offer a one dimensional approach to help
those persons who have been designated as in need. The Resource
Centre should focus on the entire community. Strategies must
be developed that provide service to the entire community.
In order to do this, the Resource Centre must look at ways of
reducing the barriers for accessing support that exists for those
persons most in need, the poor.

One way that the Resource centre might reduce these barriers may be by using effective bridges to connect persons in need to required service. Berger and Neuhaus' (1977) strength in "mediating institutions" may provide such a strategy. For example, a minister may be able to connect persons to services that they otherwise would not have received.

One of the goals of the Resource Centre should be to eventually be able to take on a bridging role within its community. This role has been successfully taken on by significant focal points within communities of the past that were able to coordinate and facilitate community participation. Participants develop a sense of belonging and are integrated into their community and its support. The Resource Centre should ultimately strive for this position with its community.

In order to stimulate participation within the community, the Resource Centre must offer a service that is seen as valuable by the entire community. The service should not be limited in focus to one sector of the community but address common problems found in a cross-section of the community.

The resources used to deliver Resource Centre service should be broadly defined. Resources must be perceived as including both formal and informal community resources. The Resource Centre staff should focus on facilitating a resource exchange approach between many of the participants who use the Centre. The whole area of resource redefinition is often difficult to achieve because the concept is perceived as foreign to most formal agencies or professionals. Resources are seen in narrow terms such as money

or staff time and the potential resources of the community are often overlooked. The Centre staff must be able to utilize informal and formal services in a coordinated way if they are to be successful.

The Resource Centre staff could begin to utilize community resources to address many of the functions that they are intended to cover. A resource bank of volunteers who are connected within the community could effectively provide the information and referral service that Centre staff provided at the time of the research.

The Resource Centre staff should avoid taking on a service delivery role and begin utilizing community resources to address community problems. The educational programs offered by the Resource Centre could easily be run by using existing community resources. The Resource Centre must take on a primary role in stimulating the development of services by the community in a collective, coordinated way. The Centre should play a secondary role in actual service delivery.

The Resource Centre should also take a different approach to outreach of those isolated members of the community than what presently exists. The effectiveness of the Resource Centre's community development is directly related to how well it is able to reach out to those isolated members of the community who lack needed support. The Resource Centre must begin to facilitate community participation and attract people from across

the community to its services which ultimately creates support.
Perhaps an example of this can be taken from the effectiveness
of significant focal points of past communities. They
seem to be able to effectively stimulate community involvement
and a collective community concern that has been unable to be
duplicated.

The Resource Centre attempts to focus on connecting up
people to each other so that close relationships can be formed.
However, the Resource Centre should also recognize the strength
that participants may gain from developing loose ties from simply
participating in a service. The Resource Centre should recognize
the importance of loose ties in providing support. These types
of connections are able to provide information or assist in
integrating people into available service or support that exist
within the community. The Resource Centre should take on an active
role in facilitating participation and the formation of loose
ties. The Centre staff can act as a bridge to connect up new
participants to each other which would tend to reduce the de-
personalized, transient nature that often comes with many loose
ties.

The overall objective of the Resource Centre should be
to work towards creating an integrative community where members
participate as well as work with others in an effective and
supportive way. A network of close and loose ties should occur
that produce a broad resource bank from which all members of
the community can draw upon during difficult times.

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APPENDICES

Appendix 1

Check List for Field Observations

1. Participation - who they are (age, sex, title/name)
                  - how they relate to one another
                  - how many there are

2. Setting - appearance
            - what kinds of behaviors it encourages/permits/
              prevents

3. Purpose - official purpose
            - reaction of participants to official purpose
              (rejecting or accepting)
            - goals participants pursue (compatible or
              antagonistic)

4. Social behavior - what do participants do
                    - how do they do it
                    - with whom/what do they do it
                    - what events initiate it

5. Frequency and duration - when did it occur
                           - how long did it last
                           - is it reoccuring or unique
                           - how frequent it reoccurs
                           - what occasions give rise to it

Interview Guide for Resource Centre/Agency Staff

Introduction.

I am a Master's student in Social Work at the University of Manitoba. I have worked in child welfare for two years prior to returning to school and I have become interested in studying alternative intervention strategies for delivering child welfare services. I have heard about the Resource Centres run by your agency and would like to learn more about them. I would like to ask you a few questions about the Centre programs and what they do.

Background Information.

I would like to begin by learning how you came to work in the area of child welfare?

What had you done before?

How did you come to work at the Centre/agency?

Are you involved in any other ways in this community (ie. Boards, Committees, volunteer work, etc.)?

Purpose.

Would you explain how the Resource Centre concept originated?

What was the intended purpose?

Has the purpose or emphasis changed since its beginning (positive or negative)?

Area served.

Would you consider this a community or catchment area?
If a community - what would your definition of the community be?
What are the special characteristics of the community you serve?
If not a community - Are there any aspects that you think resemble a community that fall within your catchment area? Are there aspects of the catchment area that your definition has not covered?

Centre Awareness.

How well do you think the Centre is known in the area it serves?

Is it known better in specific areas?

Is it known better by some people more than others?

How would you describe the Centre's profile? Is this an area of satisfaction or concern? Have you thought of ways of improving this view?

Users.

What kind of people come to the Centre?

Are there people that you want to come that don't?

When people come, what are the Centre goals for working with them?

For people that go to both, do you think it is different coming to the Centre than to the agency office?
If yes - In what ways? Does the Centre pay any attention to trying to facilitate community change?
If yes - How much time is spent on it?

Would you like the Centre to be more active in the community?
If so how?

Centre Programs and Service.

Would you explain what kind of programs and service are offered by the Centre?

When are they offered, and for how long? Is it seasonal?

Why are these programs offered?

What would your view be of the Centre offering joint programs with other organizations (ie. Y.M.C.A., churches etc.)?

What kinds of services would you add to the Centre if you had a chance?

Participation of Users.

How do people come to the Centre (by drop-in, referral, etc.)?

When can people come to the Centre?

Do they bring anyone with them (children, husbands, friends etc.)?

What do they do when they are at the Centre?

What do they get out of attending?

Are you pleased with the participation in the programs?

Who uses them most?

Centre Participation with other Agencies.

Do other agencies, groups, associations participate with the Centre?
Who? How often? For what purpose?

Do you participate with them? How? For what purpose?

Do you see this participation as helpful? Why? How?

Professional Awareness of the Centre.

How do professionals in the community see the Centre?

What would you see as the most satisfactory relationship or
concern you have with those professionals?

Do you think the Centre ought to have a different relationship
with other agencies than for Children's Aid Society of Eastern
Manitoba? Why?

Philosophy.

Summing it all up, what would your philosophy of the Centre be?

What does it emphasize?

Where does the Centre focus its direction?

How does the Centre fit within the agency? Are there similarities or
differences?

How is the Centre used by the Agency?

Evaluation.

In terms of how well the Centre is achieving its objectives, how
do you see it?

What are its strengths? Its weaknesses?

How does the Centre contribute to the overall functioning of the
agency?

If there was a formal evaluation, what characeristics of the Centre
should be considered?

If you had unlimited resources what would you improve at the Centre?

Is there anything more you would like to say about the Centre?

Interview Guide for Users of Resource Centre Service

Introduction.

I would like to begin by telling you a bit about myself and the purpose of my study. I am studying different approaches to delivering services to children and families and would like to find out more about what the Centre does. I would like to ask your assistance in answering a few questions about your opinions and experiences with the centre. All information I receive will remain anonymous. Also if you need clarification or have questions, comments, feel free to interrupt.

Background Information.

How did you first hear of the Centre?

Is the Centre well known? What is the image of the Centre?

Do you know many people that use the Centre?

How did you use the Centre?

Community.

Could we talk about the community you live in?
What's it like to live here?

What are the good things or bad things about living in this community?

Is this the kind of community that is better for adults or children? Is it easy to raise children here (ie. parks, playgrounds etc.)?

How does this community compare to other places you've lived?

Do any of your family or relatives live her?
If yes - Do they know of the Centre? Do they use it?
Since they are so close, do you rely on them for help sometimes? Describe.
If no - Do you get a chance to visit even though they are not close by? Do you visit or have contact often? Has this separation from your family changed things in any way for you? How?

Purpose.

What made you decide to use the Centre? Was it helpful? How? or Why not?

What would you see as the purpose of the Centre? What does it provide?

Do you see any difference between this and the purpose of the Chidren's Aid Society of Eastern Manitoba?

Users.

Who uses the Centre (children, families etc.)?

Are there people that you know that would find the Centre helpful, but don't use it?
If yes - Why do you think they don't use it? What could be done to attract them?

Programs.

What goes on at the Centre (when, for how long)?

Is there a specific time of year that you would come to the centre?

When would that be? Why?

Are there things going on that you would like to add?
If yes - If you talk to the staff could they be added?

Do other agencies or clubs in the community offer you the same kinds of things?
If yes - Who?

Are there things that you could see going on at the Centre that aren't there now? What? When?

Participation.

What do you do at the Centre? Is this helpful to you? How?

Do you like coming to the Centre? Why?

Do you know the staff at the Centre? Do you have much to do with them?

Do you get a sense of why they are there?

Do the same people tend to use the Centre or does participation vary?

Have you made any friends while at the Centre?

Do you and your friends see each other outside the Centre?

Do you and your friends ever help each other out? How?

Do you belong to any other clubs or groups in the community?
What would they be? Are friends you know from the Centre involved in any of these programs or groups?

Does the Centre offer something that can't be offered somewhere else?

Philosophy.

Do you have any thoughts about how communities could help children and families?

Some communities are easier to raise children than others. Do you see the Centre helping in this?

How would this differ from what the Children's Aid of Eastern Manitoba does?

Evaluation.

Do you see the Centre as beneficial?

How could it be improved?

Is there anything else you would like to say about the Centre?

Interview Guide for Other Participants

of the Resource Centre

Introduction.

       I would like to begin by telling you a bit about myself and the purpose of my study. I am studying different approaches to delivering services to children and families and would like to find out more about what the Centre does. I would like to ask your assistance in answering a few questions about your opinions and experience with the Centre. All information I receive will remain anonymous. Also if you need clarification or have questions, comments, feel free to interrrupt.

Background Information.

I would like to begin by becoming familiar with you and your work, would you tell me what service you provide and to whom?

Would these services fall within a catchment area or are they delivered to the community?
If community - What would your view of the community be (characteristics, structure)?
If catchment area - Could you describe your catchment area?
How would you describe the community of Norwood/Windsor Park area?

Do you live in this area?

Centre Involvement.

Have you ever been involved with the Resource Centre?
If yes - Can you describe your involvement with the Centre? ·
If yes and no - Have you ever been involved with the Children's Aid Society of Eastern Manitoba? How?
If yes - Does your involvement differ between the Centre and the Children's Aid Society?

Are you involved in any other ways within the Norwood/Windsor Park area (ie. on Boards, Committees etc.)?

Centre Purpose.

What do you see as the purpose of the Centre?

Does this differ from the Children's Aid Society's purpose?

Users of the Centre.

Who do you see as using the Centre?

Do you know of other people, agencies, groups that could use the Centre but are not? Why aren't they?

What do you see as the goals of the Centre?

Where is the emphasis, on the individual or the community?

Would you like to be more actively involved with the Centre? If yes - Does the Centre allow for the opportunity to become involved?

Centre Service and Programs.

What do you think of the service and programs offered by the Centre?

Are they appropriate?

Who's needs do they address?

How could they be improved?

Are there resources within the community that could assist the Centre in providing better service?
If yes - What are they?
If no - Do you think other agencies, clubs, groups within the community should try and provide assistance to the Centre?

Could the services the Centre provides be found elsewhere in the community?

How do you think the Centre fits in the agency framework?

Participation.

How often would you be involved with the Centre?

Are there specific times of the year that you are more involved with the Centre than others?
If yes - When would they be?

When you are involved do you represent your agency or personal interest?

What would the nature of most of your involvement be (referal, telephone contact etc.)?

Have you ever been asked by the Centre to assist them in planning or delivery of services?
If yes- What was the nature of your assistance?

Do you get a sense that the Centre wants you to do things differently in the community?

Awareness of the Centre.

How well do you think the Centre is known by the people in the area it serves?

Do you think it is known better by name than others?
If yes - Explain.

What kind of image do you think the Centre has?

How could the image be improved? How?

Professional Awareness of the Centre.

How well do you think the Centre is known by professionals within the community?

How does this awareness effect its use?

Could this be improved? How?

What do you see as the most satisfactory relation or concern you have with the Centre?

Should the Centre have a different relationship with other agencies than the Children's Aid Society has?
If yes - Explain.

Philosophy.

What is the philosophy of the agency?

Is this different from the Centre's?

Could you see a similar approach to the Centre fitting within your agency?
If yes - What would it emphasize?
If no - What would you see as problems in implementing this type of approach?

Evaluation.

Overall, how would you see the Centre?

What would its strengths and weaknesses be?

How could it be improved?

Does the Centre have a separate place in the community or is it merely an extension of the Children's Aid Society of Eastern Manitoba?

Is the Centre really needed?

Is there anything else you would like to say about the Centre?

Telephone Survey Instrument

My name is Jim Baraniuk and I am a graduate student at the University of Manitoba. I have been doing a survey of the resources that may be needed for families with children in the St. Boniface/Windsor Park area. May I ask you a few questions about what you see as being needed in your community?

1. Could I begin by asking your opinion of whether there are enough facilities for families with children in the St. Boniface/Windsor Park area?

    (   ) yes   (   ) no

2. What services or programs do you think well of in the community?

3. What services or programs do you think poorly of?

4. Have you used any of the mentioned programs?

    (ʎ) yes   (   ) no

5. Have you used any other services or programs in the community?

    (   ) yes   (   ) no

    State:

6. You may have mentioned one of these before but I'll name them anyway. Have you ever been involved with the community club in your community?

    (   ) yes   (   ) no

    the YM-YWCA   (   ) yes   (   ) no

    the Home & School
    Association at your
    children's school   (   ) yes   (   ) no

    the Parks & Playgrounds
    programs   (   ) yes   (   ) no

7. Have you ever heard of the Norwood/Windosr Park/ Resource Centre?

   (   ) yes   (   ) no

   How did you hear about it?

   What is your opinion of the Resource Centre?

8. How long have you lived in the community of Norwood/Central-North St. Boniface/ Windosr Park/ Southdale?

9. Are you married?

   (   ) yes   (   ) no

10. Do you any children?

   (   ) yes   (   ) no

   How many?

   How old?

11. Do you have any ideas of how programs or services could be improved for families with children in your community?

Appendix 6

Survey Instrument for Professionals Working

in the St. Boniface/Windsor Park Area

Please answer the following questions by placing an (x)
beside the most appropriate answer. If a written response
is required please be as specific as possible.

1. State how long (in years/months) you have provided
    services to the community of Norwood.

2. Do you live in the community of Norwood?

              Yes ( )   No ( )

3. Have you ever referred a client/patient to the Children's
    Aid Society of Eastern Manitoba Yes ( ) No ( ) or
    been involved with C.A.S. of Eastern Manitoba through
    other professional matters (court, case meeting etc.)
    Yes ( ) No ( ).

4. Have you ever been a former employee Yes ( ) No ( ),
    a volunteer/Board member Yes ( ) No ( ) , or a
    receipient of services Yes ( ) No ( ) with C.A.S. of
    Eastern Manitoba?

    If you have had NO involvement with C.A.S. of Eastern
    Manitoba go directly to question 6.

5. State in numbers approximately how often you were involved
    with C.A.S. of Eastern Manitoba during the past 12 months.

6. Are you aware of the Norwood Resource Centre run in
    affiliation with C.A.S. of Eastern Manitoba?

              Yes ( )   No ( ) Go directly to question 15

7. How did you first become aware of the Norwood Resource Centre?

( )   informed by a professional collegue

( )   informed by a community member

( )   informed by a staff person from C.A.S. of Eastern Manitoba

( )   informed by a staff person from Norwood Resource Centre

( )   read about it

( ). other, please specify

8. How well would you say you know the programs and services offered by the Norwood Resource Centre?

( )   very well

( )   quite well

( )   somewhat

( )   not very well

( )   not at all

9. Please list below all the programs and services that you are familiar with that are, or have been, offered by the Norwood Resource Centre.

10. Have you ever referred anyone th the Norwood Resource Centre?

       Yes ( )   No ( ) Go directly to question 13.

11. State in numbers approximately how many referrals you made to the Norwood Resource Centre during the past 12 months.

12. What was the <u>major</u> purpose of most referrals?

( ) for group programs or education programs

( ) suspected child abuse

( ) child placement/foster care required

( ) for Unmarried Parent service

( ) for family or child care service

( ) for information service

( ) other, please specify

13. How helpful do you think the services offered by the Norwood Resource Centre are to the community of Norwood.

Circle the most appropriate number.

1 very helpful

2 somewhat helpful

3 neither helpful or not helpful

4 not very helpful

5 not at all helpful

6 don't know

14. Please state if you think the services offered by Norwood Resource Centre could be improved and if so how.

15. Do you see additional services being needed to provide for better functioning of children and families in the community of Norwood if so what would they be?

16. What category below would best describe your age?

( )   less than 20 years old

( )   20 or more but less than 30 years old

( )   30 or more but less than 40 years old

( )   40 or more but less than 50 years old

( )   50 or more years old

17. What sex are you?

Male ( )   Female ( )

18. List the highest postsecondary degree or certificate that you acquired, be specific.

19. State how many years of work experience in your major field area you have.

20. State the title of your present job role (Example: Medical Doctor, School Counsellor etc.).

Appendix 7

List of Children's Aid Society of Eaastern Manitoba Staff

and Resource Centre Actors Interviewed.

Name	Position
Jenny Boyko	Coordinator-Norwood Resource Centre
Carol Deluca	Chairperson - Windsor Park Resource Centre Regional Committee
Claudette Dorge	Statutory Worker - Children's Aid Society of Eastern Manitoba
Keith Garvie	Coodinator-Windsor Park Resource Centre
Eleanor Hull	Statutory Worker - Children's Aid Society of Eastern Manitoba
Brenda Ibrahim	" "
Don Lugtig	Past Director - Children's Aid Society of Eastern Manitoba
Marvin Miniely	Statutory Worker - Children's Aid Society of Eastern Manitoba
Sharon Mundwiler	Outreach Worker - Norwood Resource Centre
Gizelle Roch	Chairperson - Norwood Resource Centre Regional Committee
Cheryl Samson	Statutory Worker - Children's Aid Society of Eastern Manitoba
Bernice Sutherland	Outreach Worker - Norwood Resource Centre
Dave Waters	Director - Children's Aid Society of Eastern Manitoba