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ABSTRACT

This limited study was prompted out of both the interest and the controversy raised in the wake of the Social Service Audit, an event planned and undertaken in Metropolitan Winnipeg over the period 1966 to 1969. It concentrates exclusively on the child welfare field, one of the distinct ingredients of the total social welfare system the "Audit" had addressed itself to. Within this field the problem interest centres on possible gaps in the child care services available.

The study features the development and use of an analytical model representing a theoretical experiential-based conception, on the part of the authors, of what the optimal service equipment in child welfare, per se, should be.

Using the method of secondary analysis of existing data, this model is applied to an examination of the extent to which recognition for its range of services are actually present or absent in three distinct sources of data generated by the Audit, namely: the Audit questionnaire responses from a majority of agencies having child welfare responsibilities, the study report of the Audit's Child Welfare Technical Committee, and lastly, the final Audit report.

Consequently, the study limited its concern merely to the existence or non-existence of services and not to the problem of quantity or quality issues. Use of such a model as an analytical tool was felt to increase the capability of the study to reveal new insights and a more comprehensive understanding of the services provided or not provided, and hence a better understanding of unmet needs or gaps in child care services as they existed at the same point in time and in comparison with the assessments and recommendations the Audit activity had already produced and published.

Major findings were:

The final Audit report released for the community's consumption had not provided Metropolitan Winnipeg and its citizens with a comprehensive understanding of the strengths and weaknesses in its child welfare armamentarium. Its analysis and recommendations were oriented towards re-structuring of existing services.

The model, despite limitations, offered the dual benefits of enabling child care provisions to be fitted loosely into categories according to their tendency to be supportive, supplementary or substitutive services, and, as well, clearly revealed the community's lack of insight or responsibility in providing services essentially preventative in nature, as was evidenced by the non-existence of many services in the supportive category.

Finally, sufficient indicators were found demonstrating that much of the agency information and opinion

was either not analyzed or was discounted, particularly in relation to quality and quantity problems of services to children. The study revealed a pressing need for research related to prioritization of child welfare services, existing and non-existing, and on the quantity-quality issues.

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CHAPTER ONE

INTRODUCTION

This research project, carried out by a group of second year Master of Social Work candidates, was prompted by some of the documented attempts of communities who, through formalized and orderly effort, had undertaken what could be called a self-study, a stock-taking or overview of their health, welfare and recreation services.

In 1966 the Greater Winnipeg Community undertook such an effort in relation to its health, welfare and recreation services. This activity was known as the Social Service Audit.

The purpose of the Audit was two-fold. First, it was to produce an analysis and assessment of current social services in Metropolitan Winnipeg in the light of the community's characteristics and requirements, through the community self-study method, using outside consultants where required. Second, it was to propose such changes as would make the social services more effective and efficient.¹

In responding to the Audit's questionnaire agencies had dealt with issues, concerns, gaps and needs in the child welfare field. However, doubts had been expressed by one of the sponsors of the Audit, the Community Welfare Planning Council, as to whether or not questionnaire data acquired from agencies was fully considered by the respective technical committees in their final reports. Similarly, questions

had been raised as to whether or not the recommendations of the various technical committees had in fact been taken into consideration in the final Audit report:

The opponents took the Audit committee to task over the process involved in the development of recommendations. Many of the technical committee recommendations had been disregarded or emasculated by the Audit committee, they stated, which by so doing was disregarding the technical advice it had itself solicited. For example, the technical committee on income maintenance had carefully arrived at a minimum living-cost figure in its report and had called on the Manitoba Government to provide assistance at that level, whereas the Audit committee had instead called for a federal-provincial conference on social security programs.²

The implications of the above criticisms to Metropolitan Winnipeg were significant. If these criticisms were valid, and at that point there was no evidence to view them as otherwise, then this led to the question of whether or not the community had a true picture of the strengths and weaknesses of its child welfare services. If the community did not have an accurate strength-weakness perspective, then the services it provided for children might be inadequate. If this were so, the needs of children would not be met satisfactorily and their personal growth and development would be hindered. The social work profession is committed to the belief in the dignity and worth of each and all individuals. In order that this belief might be realized the profession must be aware of factors impinging upon the individual which hindered the successful attainment of this goal. Therefore, the review and discussion implied in the stated purpose was relevant and consistent both with these beliefs and with the

idea of contributing to a better understanding of gaps in child welfare services in Metropolitan Winnipeg.

The problem the Audit addressed itself to was the inadequacies in social services in Metropolitan Winnipeg. In examining these inadequacies the Audit divided its analysis into seven fields of services, namely:

- Child Welfare
- Corrections
- Family and Individual Counselling
- Health and Rehabilitation
- Income Maintenance
- Recreation and Informal Education
- Social Planning

Whereas the Audit had addressed itself to seven fields of service, for the purpose of this study the area of concern was only the child welfare field. The problem, therefore, became similar to that of the Audit but narrowed to the child welfare field. Simply stated, the problem was the gaps in child welfare services in Metropolitan Winnipeg during the period the Audit was undertaken. Hence, the purpose was to undertake a qualitative analysis of the relevant data generated by the Audit in order to arrive at a more precise and comprehensive picture of services and gaps in Metropolitan Winnipeg's child welfare field.

This study was by nature a secondary analysis in that it analyzed data which had already been analyzed by the Audit. Therefore, there was no concern with developing a method of data collection nor in gross data collection activity per se, simply because the data had already been

collected and/or published by the Audit, namely:

1. Agency questionnaire responses.
2. The report of the Child Welfare Technical Committee.
3. The final Audit report.

In order to gain a perspective on the child welfare field as one basis for integration in its final report the Audit assembled a technical committee on child welfare and invited agencies primarily concerned with children and those considered to have a marked child welfare component to respond to a questionnaire. The agency responses were of a nature such that the Audit committee was provided with a combination of "factual" information concerning their organization and services, plus more "evaluative" information based on their own considered assessment on a variety of topics in light of their experience.

Therefore, in order to get a more precise and comprehensive picture of services and gaps in the Metropolitan Winnipeg child welfare field, one level of data analyzed was the responses of agencies primarily concerned with children and those considered to have a marked child welfare component who were invited to respond to the Audit's questionnaire. These were the agencies studied by the Child Welfare Technical Committee and a list of them can be found in Appendix "A". A copy of the questionnaire is contained in Appendix "B".

It became necessary to point out that it was not

possible to secure the questionnaire responses of the following agencies and to this end it constituted a limitation to the study:

1. Child Welfare Department, Manitoba Department of Welfare.
2. Juvenile Probation Services.
3. Fresh Air Camps.
4. Juvenile Detention Home.

Secondly, the decision was made not to analyze the questionnaire responses of the following agencies:

1. Children's Aid Society of Eastern Manitoba because their responses, upon review, pertained only to rural Manitoba and our concern has been with those situations pertaining to Metropolitan Winnipeg.
2. Manitoba Camping Association because their responses, upon review, pertained to the consultant services they provided to all of Manitoba and therefore, for our purpose bore little relationship to the child welfare scene as it pertained to Metropolitan Winnipeg.

Another limitation recognized was that many more agencies than those studied in this report were included in the Audit and that their response to the Audit's questionnaire might contribute to a more comprehensive understanding of child welfare services in Metropolitan Winnipeg. However, in order to make the study manageable and in order for it to have an orderly focus and enquiry, the analysis had to be restricted to those agencies as listed in Appendix "A".

A second level of data analyzed was the report and recommendations of the Child Welfare Technical Committee.

The final level of data analysis was the report and recommendations of the final audit report, pages sixty-six to ninety-two inclusive, as only these pages referred to child welfare services.

The approach taken in the analysis arose out of the fact that the published Audit report, for the most part, had existed as the only authoritative and official body of knowledge that had been released for the community's consumption, yet also in the Audit's wake there remained a fund of unreleased data which could be tapped for further analysis and which might possibly have contributed new insights and enhanced the understanding of the strengths and weaknesses of Metropolitan Winnipeg's child welfare services.

In order to analyze the three levels of data as previously mentioned it was necessary to go through the existing literature on child welfare in order to arrive at a theoretical analysis of what child welfare services should entail, from a program perspective - that is, to develop a version of a model of what programs and services constituted an integral and necessary part of the child welfare field - and to apply the model as developed against each level of data.

The programs included in the model were not profound but were viewed as being important for inclusion in the field of child welfare. With regards to the model per

se, the authors do not claim originality for its existence. It was developed through readings, was found to have relevance, and its construction was modified accordingly to fit the need and situation.

The twenty-four agencies listed in Appendix "A" were felt to be too unmanageable when it came to the question of ease in applying the model to an aggregated list of responses intended to be analyzed. Therefore, it was felt that some means of working out a natural clustering of agencies had to be devised as a preliminary step in the analysis and the most workable clustering for the purpose was as follows:

1. Residential Treatment Institutions

- a) Children's Home of Winnipeg
- b) Knowles School for Boys
- c) Roslyn House Association
- d) St. Agnes School for Girls
- e) Sir Hugh John MacDonal Memorial Hostels
- f) Marymound School
- g) Manitoba Home for Boys
- h) Manitoba Home for Girls
- i) St. Joseph's Vocational School

2. Day Care

- a) Day Nursery Centre
- b) St. Joan of Arc Day Nursery
- c) United Church - Kindergartens
- d) United Church - Latchkey Program

3. Residential Maternity Care

- a) Salvation Army Bethany Home
- b) Church Home for Girls
- c) Villa Rosa

4. Unclassified Agencies (those who did not fit into the above three categories)

- a) Children's Aid Society of Winnipeg
- b) Jewish Child and Family Service
- c) Sister of Service Girls' Residential Home
- d) Child Guidance Clinic of Greater Winnipeg
- e) Family Bureau of Greater Winnipeg
- f) Society for Crippled Children and Adults
- g) Indian Affairs Branch, Social Service Department
- h) Association for Retarded Children

The model was divided into three categories of service - as first developed by Alfred Kadushin³ - :

1. Supplementary child welfare services.
2. Supportive child welfare services.
3. Substitutive child welfare services.

A more detailed and thorough discussion of the method of analysis will follow in Chapter Three.

The terms thought to be relevant for this study were operationally defined as follows:

(1) Child

The study adopted the Child Welfare Technical Committee's definition of child, namely:

No precise definition of a "child" was established. For the purpose of this report services should be initiated to persons as children until they attain the age of 18 years, and these persons may remain in receipt of services until they reach the age of 21 years.⁴

(2) Gap

For the purpose of the study "gap" was referred to as the non-existence of a program or service in relation to

child welfare.

A gap could exist in a service which was in existence either from the point of view of the quality of the existing service or secondly, from a quantity point of view - for example, numerically not enough foster homes, numerically not enough day care centres.

However, since the purpose of the study was not to analyze the quality of child welfare services, it was self-evident that gaps in relation to quality of service should be excluded from the deliberations respecting a definition of "gap". When attention was turned to the question of a gap existing due to the quantity - numerical insufficiency - of services or programs, it was decided to exclude this alternative also because the Audit questionnaire had not specifically asked if the respondent (agency) believed there existed a lack due to not enough services or programs existing numerically. Thus an analysis could not be undertaken at this level.

(3) Child Welfare

For the purpose of this study "child welfare" referred to:

. . . those specialized social welfare services which are primarily concerned with the child whose needs are unmet within the family and/or through other social institutions, and the problems he presents to himself, his family, and the community, and which are designed to provide a remedy by strengthening or reinforcing the ability of parents to give the affection, care, and guidance which a child should have, including help to him in his relations to other social institutions, by supplementing the care which the family can give

by meeting certain deficiencies or inadequacies in such care, or compensating therefore, or by substituting for the care which the child is expected to receive from his own parents when necessary, and restoring such care to him whenever possible.⁵

(4) Social Welfare

This study defined "social welfare" as those formally organized and socially sponsored institutions, agencies, programs and services which aimed at meeting a child's needs in his adjustment to his social environment. This implied that social welfare came into existence when community institutions were unable to meet a child's needs. Social welfare needs would then be essentially the same needs that other community institutions and/or organizations were not meeting either through omission or breakdown - the rehabilitative aspect. Social welfare was also to be regarded as preventative - that is, the system might also help meet a child's needs at each stage of his development.

From this point on the sequence the report follows, includes a second chapter on background literature which discusses other need-resource studies, background information to the Social Service Audit, the effects of gaps and a brief historical analysis of child welfare. Chapter Three will be devoted to a more detailed description of how the data was analyzed. Chapter Four will address itself to the analysis per se and its results, while the Fifth and final chapter will contain the conclusions reached as a

result of the analysis.

CHAPTER TWO

BACKGROUND LITERATURE

As enunciated in Chapter One, what had given impetus to this study was the doubt and uncertainty raised by widespread elements in the Winnipeg community concerning whether the Social Service Audit had encompassed in its final report a sufficiently adequate and accurate picture, among other areas, of gaps in child welfare services. The implications of such a statement had to be considered important when viewed in the light of one of the major aims of the Audit, namely to "make Metropolitan Winnipeg a better place in which to live."⁶ Fundamental to such a vast undertaking would seem to be the raising of such questions as: (1) what were the child welfare services in Winnipeg, and, (2) what were the unmet needs (gaps) in those said services? Hence, if the Audit had not addressed itself to the major gaps in child welfare services, then the community's future planning and organizing for the optimal system of child welfare services might not have been as encompassing as it might otherwise have been.

At the same time as the Audit was being incorporated, other major urban centres in Canada, namely Toronto⁷ and Ottawa,⁸ had been undertaking their own need-resource

studies. These studies were looked at because they afforded an opportunity to speculate about the strength-weakness that Metropolitan Winnipeg's study might have addressed itself to. That is, they were felt to not only offer a different perspective and outlook, but the potential for this analysis to adopt an eclectic approach utilizing parts of different studies as criteria by which the Audit could be analyzed. All three studies (Toronto, Ottawa, and Winnipeg) shared a common theme - that their services, before being studied, were noted as being somewhat inadequate in meeting certain social welfare needs.

The Toronto study of 1966 had proven helpful in demonstrating the concept of "need" through a community perspective. The study had made a distinction between physical needs (food, clothing, and shelter) and psychological (individual) needs such as the need for affection.

However, since need-resource studies are essentially studies of community need, it was felt the concept of social need had to also be discussed. Social needs were regarded as having two distinguishable features:⁹

1. That a lack of something must be acknowledged as a need.
2. A community must agree to accept the whole or part of the responsibility to satisfy this lack.

It may be noted from the above that an individual felt need (a want) would not necessarily be regarded as a social (child welfare) need unless several people within a

community were aware of this need and felt responsible for attempting to try and meet it.

The difficulty in working with the concept of social need was that not only are these needs socially determined, but they are also culturally conditioned. Hence, one community's perception of its social needs would not necessarily be the same as those in another. Also, because these needs are culturally conditioned due to a community being comprised of a variety of ethnic peoples, these social needs would be rarely static and could not often be agreed upon even within the community itself.

The question of how a community need-resource study could come to grips with the rather difficult concept of the identification and measurement of "social need" had not only been a source of some difficulty for the Social Service Audit, but had also been recognized and discussed rather well in a working paper prepared during the course of the Toronto study.¹⁰ It suggested "the question as to who does and should identify a social need does not admit of any simple, straightforward answer."¹¹ It talked about the identification of such needs as coming from either a small number of citizens experiencing a particular lack, or from the staff or lay leadership of one or more agencies already involved in either social care services or social planning. It cited the example of the developing awareness of a social need for homemaker services saying:

Out of their experience and through their sensitivity to symptoms of need, personnel in the human service professions were the first to become aware of a wide variety of individual and family problems which might be ameliorated or resolved if a homemaker were available. The potential clients of the service frequently did not recognize the need, either because they were unaware that there was any type of service which could help, or because they did not recognize outside assistance as a relevant and reasonable expectation. In many instances, moreover, the community itself failed to see the need. Yet, once the need for homemaker service has gained acceptance and the service has been established in any community, the common experience has been for the demand for it to outstrip the available supply.¹²

It went on to say that,

a need rarely if ever reveals itself. There must be present in the community an individual or group with sufficient experience or sensitivity to discern the symptoms of a need and correctly diagnose their significance. If the need is to gain community acceptance, there must also be present a climate within which this individual or group awareness can be effectively and responsibly communicated and assessed.¹³

This would be more likely to occur where the social planning process included a research orientation that would bring not only existing knowledge about the nature and extent of social needs, but also would make possible the extension and enrichment of that knowledge so that it could be brought to the awareness of the community generally, and amongst the individuals and groups within it.

Some of the difficulties encountered in social need measurement, the paper continued, arose out of,

. . . an almost universal tendency in our society to regard quantitative indices of need as somehow more informative, reliable and objective than qualitative ones. Certainly no one would dispute that improvement of our tools for quantitative measurement of needs and extension of the effective range

of their application is a desirable goal. It should be recognized, however, that there are definite limits to, and there can be serious weaknesses in, the quantitative assessment of social needs and service requirements.

First, a quantitative index may not be as informative as it appears to be and may, in fact, be misleading. A good illustration is in the use and misuse of statistics of demand as a quantitative measure of social need. As already suggested with respect to homemaker service, latent demand may go unexpressed, either because the potential client is unaware that any service can help to meet his felt need, or because he does not realize that a community supported service is a reasonable expectation in relation to that need. Nor is the problem entirely solved once the service has been established and a waiting list emerges as a potential index of demand or unmet need. People may not bother to register, as a result of previous experience with an inadequate or ineffective service. A report, accurate or otherwise, that there is a long waiting list may discourage potential people from registering their need. Alternatively, the client, through misinformation or misunderstanding, may in fact be registering a need which the particular service is neither designed nor equipped to satisfy.

A much more serious weakness of quantitative indices is that they produce a subtle, yet significant, bias in favour of particular types of social need. Broadly speaking, it is much easier to measure needs statistically in the area of physical functioning than in the area of either psychological or social functioning. In the field of handicapping physical conditions, for example, there is substantial agreement concerning definitions and statistical measures of the nature and extent of various physical disabilities. It is much more difficult, if not impossible, to define and measure statistically the various emotional disabilities that may accompany or be aggravated by different physical handicaps. Yet the emotional need in any particular instance can be just as real as the physical one and may, in fact, be more serious or urgent.

A related problem concerns the significance of psychological and social indices for service requirements and social planning. Lacking precise quantitative information on psychological need and social malfunctioning, we tend to fall back on broad indices of "social breakdown". The serious

intrinsic limitations of social breakdown data cannot be explored in this brief statement. The point here is rather that, even when such data are collected and interpreted with care and caution, there is a wide gap between the clues to social need thus provided and the development of relevant programs and services. It may be reported, for instance, that the incidence of juvenile delinquency is increasing. What is the real meaning of this for social planning? Do we require family-centred services? More child guidance clinics? Changes in our educational curriculum and philosophy? Additional or different law enforcement? Better recreation facilities and programs? More youth counselling and vocational guidance services?

Our limited ability to measure many social needs and to assess their significance for social planning of services should not, however, be allowed to discourage or deter us unduly. We simply must recognize and accept the fact that, in health and social welfare, we may not always be able to achieve, or afford the luxury of, the certainty and concreteness which may obtain in some other fields.

. . . the professional in a social agency may be able, through experience or intuition, to recognize symptoms of an unmeasured, and perhaps unmeasurable, social need. At the level of existing knowledge and community awareness and acceptance, a hypothesis is formulated that a particular program or service is required. Then, once the program is in operation, the agency may be successful alike in measuring more accurately the extent and dimensions of the need and, through experience and experiment, in developing the program and adapting it more effectively to that need.

For the agency with an established and accepted pattern of services, the pioneering of a new service in this way involves a considerable risk, as it does for the community. The symptoms of a new social need can be misleading and may be misinterpreted in terms of service requirements. It would be most unfortunate, however, if the result were that social needs that are susceptible to statistical measurement consistently received priority to the detriment or neglect of needs that may be no less real or urgent for being somewhat less tangible.¹⁴

In need-resource studies there appeared to be an

assumption that by providing a certain service, a certain need would be met. However, what seemed to occur was that the service program itself became to be regarded as the need. As a general statement, it was felt that agencies, in their response to the question: "From your agency's experience, what do you consider the most pressing unmet needs in the community?"¹⁵ - appear to have answered in this manner.

Mainly for this reason, this study opted to utilize the concept "unmet need" (which was also taken to mean "gap") as referring only to the non-existence of a child welfare service.

The Ottawa study at one point suggested a means of grouping the Winnipeg child welfare agencies through the use of a "service profile" schema which was inclusive of a field of service (for example, residential group care). This concept included a classification system of services as suggested by the United Community Funds and Councils of America. Its intention was to provide a guide for comprehensive long-range community planning of health, welfare, and recreation services. However, this analysis of the Winnipeg study consisting of a survey of child welfare programs plus agencies' perceptions of gaps in these services has not attempted to go into the qualitative detail offered by the structural format of the service profile. Consequently, it was decided to forego inclusion of this concept.

Of course the most important and helpful study for this project's purpose was the Social Service Audit, since it is directly from this study that data had been obtained. Criticisms of the Audit became the major justification for undertaking this project (See Chapter One, pages 1-2). Greater reference to the Audit's background will be made in the forthcoming discussion of Winnipeg's child welfare field.

In any urban community there is an increasingly crucial need for the development of greater and more extensive child welfare services. The following will attempt to rationalize the importance of child welfare services in general.

Modern urban life is often complex, impersonal and changing. Our population steadily rises, the greatest increases being visible in the youth and older age categories. Our standard of living also continues to rise and technological and economic shifts are almost continuous. Simultaneously, while many people share these benefits, an increasingly greater majority are being left behind, caught in the cycle of poverty, inadequate education and sub-standard housing.¹⁶

Our Canadian society has attempted to confront and ameliorize these dilemmas through developing a social welfare system. Social welfare in the western world has found its conception in the Judeo-Christian ethic of helping the poor, the infirm and the orphaned. Many of our child welfare agencies and services were traditionally commenced by well-to-do citizens who, having a strong sense of compassion, organized together, usually under religious auspices,

to care for abandoned, orphaned and neglected children. These citizens were mainly attempting to meet the physical needs of children. This movement led to the construction of child-caring institutions.

However, it soon became apparent that children in institutions were suffering from a lack of family life experiences. As a result, the emphasis gradually grew to attempting to provide family care to children by placing them into foster homes, adoption homes, and where possible, aiding their return to their own families of orientation.

This change in emphasis from the child's physical needs to his social and emotional needs has also had a marked effect on the development of the profession of social work. Obviously, compassion alone cannot offer a disciplined study of child welfare needs. An understanding of human behavior and motivation, along with a belief in the dignity and worth of each and all individuals, comprises the major value orientation of social work.

In Winnipeg, as in other Canadian urban communities, groups of citizens became concerned about the financial and social needs of families. Winnipeg had thus included the traditional concern to aid one's neighbor in time of stress, which has become institutionalized, into its present network of community-service organizations.

In Winnipeg's past history there have been two notable child welfare studies undertaken. However, they have

been on a much smaller scale than the Social Service Audit. One such study, "A Report of the Child Care and Protection Survey of Winnipeg",¹⁷ had been carried out by the Canadian Welfare Council and was published in 1942. It stated two basic weaknesses in the child care and protection field:

1. The absence of an adequate service of child placing in family homes, the overwhelming preponderance of institutional care, and the absence of proper correlation of function between these two types of care . . .
2. The inadequate standard of personnel and the almost total lack of trained leadership and staff.¹⁸

Another study, entitled "The Child Caring Institutions in Greater Winnipeg",¹⁹ had been conducted by the Council of Social Agencies of Greater Winnipeg and was published in 1948. Its attempt was to explore what the future functions of these institutions were likely to be in the total child welfare program.

Although Winnipeg contains a rich tradition of social concerns and citizen participation, at least three important concerns remained for this community's social welfare system as a whole before the Social Service Audit came into being. These same concerns could be applied to all Canadian urban communities:

1. Community life in the second half of the twentieth century is much more complex than the one out of which our present welfare thinking has derived;
2. There is a firm and disturbing persistence of social problems in urban areas, and attempts to deal with these by ad hoc legislation, by the development of extensive public welfare programs, and by the elaboration of therapeutic skills directed to

the individual are seemingly unsatisfactory. The result is renewed search for ways of dealing more effectively with these problems;

3. The traditional pattern for delivering services to people is itself being subjected to increasing pressure: these pressures concern coverage, availability, organization, staffing, financing, efficiency, and accountability.²⁰

Against this background and understanding came the development of Winnipeg's Social Service Audit.

One important factor which bears a direct relationship to the need for increasing existing child welfare services in Winnipeg and which also accounts for the introduction of new services is the population size. Three variables included in this concept are the "rate of population growth, components of population change and population shifts in the urban area."²¹

Winnipeg's population had increased only by 7 per cent since 1961.²² On first impression this might indicate that the pressure to expand social welfare services would be less. However, on viewing the rate of population increase closer, it was found that not all areas of Winnipeg were experiencing this slow growth rate.

Within the second variable has been revealed a steep decline in the Winnipeg birth rate during the period between 1961 and 1966. These two variables thus stated indicated a drop in the population from a level of 15.98 births per thousand in 1961 to 9.79 per thousand in 1966.²³

Upon viewing the third variable it was found that

Central Winnipeg had lost a good proportion of its population to the suburbs. Where once the city contained 80% of the total urban population, its population in 1966 was only half.²⁴ Yet statistics directly relating to children in 1966 showed that 30% of the population was under fifteen years of age. In 1966 there were over 60,000 teenagers in Winnipeg.²⁵ The Audit had recognized that this number demonstrated a need for a different kind of leisure activities than what the community had traditionally provided through its recreation services to youth. Reference here was being made to the need for developing teen drop-in centres and coffee houses.

An integral part of the Social Service Audit's investigation of child welfare services had been the Child Welfare Technical Committee. The committee was guided by some basic principles which it felt should underly the community's attitude and action on behalf of children. The basic premise it adhered to was that every child is born with clearly definable and undeniable rights. The committee also was in agreement with the United Nations Children's Bill of Rights (see Appendix C).

Some of these rights had particular relevance to the Child Welfare Technical Committee's concerns and are embodied in the following principles:

1. That all children have the right to enjoy all care and protection necessary for their nurture, growth and for the development of their full potential until such time as they are able to assume their

responsibility for themselves.

2. That the place where they can best receive this care and protection is within their own family under the direct care of their own parents.
3. That when it is found that parents are unable or unwilling to provide the degree of care and protection considered minimally necessary by the community, it then becomes a responsibility of the community through appropriate social services to supplement the care provided by the parents or to take the responsibility itself.
4. That when a child is found unable to function adequately in the community because of physical, mental, emotional, social and other handicaps, the community is responsible for the provision of all necessary resources and facilities for the treatment and rehabilitation of the child.²⁶

Through the Child Welfare Technical Committee's probing efforts, it was believed that various services in the Winnipeg community had been oriented without there being an overall, coordinated plan of total community needs. It was further learned that many child welfare services had come into existence simply because of the philanthropic inclinations of certain individuals and/or group sponsors, without the support of the general community. However, since that time, due to an improved knowledge of the needs of children and an increase in resources to meet these needs, there had evolved a change in the nature of some of the child welfare services. This "evolution" in the nature of service had led to the provision of services for children of all ages having varying needs.

Today's ultimate goal for child welfare reflects the trend toward an institutional, more prevention-oriented

view, a broader acceptance by society of responsibility for all its children, in the aim that "the needs of every child will be met and that all children will be able to grow up with a chance to benefit by experience and opportunity which will be good for them and society."²⁷ From this aim comes such broad service goals as the supporting of family life, the strengthening and supplementing of the family's functioning and the substitution of family life experience where deemed necessary.

CHAPTER THREE

METHOD OF ANALYSIS

Step 1

The first step in the method of analysis consisted of going through the existing literature on child welfare in order to arrive at a theoretical analysis of what child welfare services should entail, from a program perspective. That is, it was to develop a model of what programs and services were viewed as constituting an integral and necessary part of the child welfare field.

From the review of the background literature the views of Alfred Kadushin²⁸ and Alfred Kahn²⁹ were adopted. They believed that the social conditions and circumstances under which need arises are a fact of life and that the problems that require the intervention system of child welfare services are universal.

Alfred Kadushin's social role viewpoint was a helpful perspective from which to view in totality that with which child welfare is concerned about. He suggested that the recurrent problems with which child welfare is concerned about are related to a specific network of social role relationships - those between parent and children.

Harriet Bartlett nicely summarized the variety of

problems in this role enactment by saying that,

the conditions with which child welfare services are primarily concerned is the deficiency in these provisions resulting from: (1) incapacity of parents, (2) extraordinary needs of certain children, and, (3) limitation of opportunities and resources.³⁰

According to the Child Welfare League of America, child welfare involved providing social services to children and youth whose parents were unable to fulfill their child-rearing responsibilities, or whose community failed to provide the resources and protection that children and families required.

In summary, child welfare services, according to Kadushin,

are designed to reinforce, supplement or substitute the functions that parents cannot perform, and to improve conditions for children and their families by modifying existing social institutions or organizing new ones.³¹

In order to develop a workable model of child welfare services in an urban setting, it became necessary to think in general terms of what Alfred Kahn referred to as a "service and treatment armamentarium".³² Such a model had to incorporate a community pattern of service and treatment equipment which would have adequate regard for diversification, plus a genuine responsiveness to new knowledge and altered social conditions.

For the purpose of this project it was decided that the general principle established in Kadushin's schema, that is, to look at child welfare services from a role

enactment problem perspective, be adopted. It was felt that it provided the model with an adequate organizing framework without, as Kadushin said, "really specifying the kind of service that might be offered."³³ This flexibility worked to good advantage as it allowed the borrowing of ideas from various other authors about child welfare programs and services.

In essence, Kadushin's breakdown of services for children, whether designed to help on the level of community action, group involvement, or individual contact, can be illustrated as follows:

Supportive - Includes the services of child guidance clinics, the family service agency programs and the work of child protective agencies. Such provisions offer help or reinforcement when family and parent-child relationships are structurally intact but subject to stress and make use of the family's own strength to work towards a strain reduction in that relationship system. Such services remain "outside" the family social system.

Supplementary - Includes income maintenance programs and homemaker programs. These services are invoked when parent-child

relationships are seriously impaired or a significant aspect of the parental role is "inadequate" but the family configuration is such that, with supplementation, the child can continue to live at home without harm.

Substitutive - Includes foster family care services - either group or individual - as a temporary measure to substitute for the complete breakdown of the family role enactment system. It also includes adoptions which provide for the permanent substitution of the family set-up when the child's circumstances dictate it to be the most appropriate alternative. Finally, it encompasses institutional child care services. This becomes essential when the family situation becomes, or is determined to be, so damaging as to require either temporary or permanent dissolution of the parent-child relationship system.

TABLE 1

THEORETICAL MODEL OF CHILD WELFARE SERVICES

SUPPORTIVE SERVICES

1. Individual, group and family counselling, including follow-up to pre-school and school age children and their parents which reconstitutes or strengthens effective social and emotional functioning within both the family unit and the educational systems.
2. Diagnostic and remedial services to pre-school and school age children with behavioral learning problems and/or physical learning disorders (speech, hearing and reading).
3. Individual and family therapy and other experimental, as well as conventional, counselling intervention and follow-up services for suspected cases of child neglect (physical or mental).
4. Special school programs for children and youth with particular needs and whose means of having them met are difficult to reconcile within the setting of the regular school system (some categories of slow learners, retarded and physically handicapped).
5. Curriculum assortment within the school system that guarantees a wider element of free choice to students in determining the curriculum "mix" that best facilitates the development of their innate interests and aptitude strengths and weaknesses.
6. Educational and vocational guidance counselling, plus job placement resources which are available to all appropriate age levels.
7. Youth hostels and residence clubs serving a wide variety of purposes, including home-away-from-home, education or job opportunities, cultural exchanges, et cetera.
8. Community-based youth drop-in centres using existing

TABLE 1--Continued

community facilities (churches, schools) and where major operating and programming tasks are a shared responsibility of the various youth age levels using the facilities.

9. Balanced recreation program services and facilities with appropriate consideration for all age levels, plus planning and participation with citizens from within their neighbourhoods.
10. A variety of summer camp programs, both segregated and mixed sexes depending on objectives, but geared to special, as well as general need categories of children and youth, such as culturally disadvantaged, emotionally disturbed, economically disadvantaged, physically handicapped.
11. Basic education-for-living programs, services and materials, including classes, group discussions and individual counselling, both within and external to the school classroom setting and covering such areas as family life, public speaking, and citizen responsibility, marriage and sex education, nutrition and hygiene, homemaking skills.
12. Religious counselling services to children and parents, generally, and to unmarried mothers and putative fathers.
13. Probation services, including both individual, group, and family counselling for young offenders between the ages 12 to 18 that maintain effective follow-up of cases over a sufficiently extended time period determined by the circumstances of the probationer and his family.
14. General mental and physical health facilities and clinics for all age groups, including psychiatric in and out patient facilities, psychiatric day care services, and public health programs which include well-baby clinics, disease detection and immunization.

TABLE 1--ContinuedSUPPLEMENTARY SERVICES

1. Financial maintenance levels adequate to insure the means to keep the parents and children together in their own homes.
2. Income levels which are adequate to point of allowing free choice whether sole parent goes to work as a result of being able to insure appropriate day care for off-springs or becomes a full-time homemaker.
3. Homemaker services supported with casework services on a sliding cost scale which are sufficiently comprehensive and flexible to move in, on a long or short-term basis, to supplement the homemaking parental role made inadequate for the children through illness, physical or emotional fatigue, abandonment, death, or other extenuating parental circumstances.
4. Day care services on a sliding scale which provide appropriate periods of private home (or foster day care) for infants younger than three years whose parent(s) must work full-time, part-time, or shift work.
5. Congregate day care services on a sliding scale for pre-schoolers and nursery schoolers falling in the general category, or those with special physical or emotional disorders, with some flexibility in time periods according to schedules arranged by or for parents due to work hours, need for parenting relief, or inability to cope with exceptional pre-schooler conditions, et cetera.
6. Lunch and after-school care services on a sliding scale for school age children of sole support or nuclear family units.
7. Counselling and casework services accompanying all forms of day care services where circumstances indicate such need or to facilitate liason between family, child and the day care centre.

TABLE 1--Continued

8. Youth reception-detention services with balanced diagnostic and crisis treatment capability that can make maximum effective use of time period, having regard for the offender and his family, following the Delinquent Act, and contribute to the longer term decisions about treatment and disposition in the courts.
9. An adult sponsor system especially geared to the young offender that provides the missing significant mother, father or other significant adult role model to the young offender where appropriate to the family circumstances on a volunteer basis.
10. Big brother and big sister programs to the recognized model of operation.

SUBSTITUTIVE SERVICES

1. Residential treatment and training institutions, both open and closed, for emotionally disturbed and young offenders, with adequate criteria and procedures for admission and which offer separate boys and girls quarters, or co-residential living situations for the client with such variations as individual rooms, or cottage-type arrangements or dormitories.
2. Early, on-going and follow-through counselling and therapy services which are individualized according to the circumstance of each child and his family and which adopts interdisciplinary team approaches, using resources both internal and external to the institution.
3. Individual and group foster home care services for children of all ages who are permanent wards, non-wards and temporary wards.
4. Adequate counselling services to facilitate adjustment of children and their families to foster care situations so that their treatment potentiality is developed to the optimal level.
5. Adequate rates to foster parents which promotes adequate

TABLE 1--Continued

resources.

6. Boarding home and half-way home services which duplicate the parenting function for those children and youth who either have been released from residential treatment settings or who cannot remain in the procreative family but are unable to be placed in foster care.
 7. The stand-by resource of a number of emergency foster homes for crisis situations involving children.
 8. Adoption services including comprehensive individual, group and family counselling for recruitment, orientation and adjustment to prospective adoptive parents and adoptive children.
 9. Residential maternity care services for unmarried mothers on an ability to pay basis, which provides adequate attention and support to the mother's emotional, spiritual, educational and health needs, putative father and their families.
 10. Resources of private home placements for unmarried mothers with live-in and work-in situations, plus transitional group homes for those who keep their children.
-

Step 2

The second step in the method of analysis consisted of selectively analyzing those agency questionnaire responses judged as relating most directly to the purpose of the study. This was not to say that the responses to other questions were not important, but rather a conscious decision was made as to which responses were most relevant to the study. The responses to the following two questions were analyzed:

1. Give a brief description of your program and services to carry out your purpose and function: (Give types of services as explicitly as possible).³⁴
2. From your agency's experience, what do you consider the most pressing unmet needs in the community?³⁵

Also, as previously mentioned, the agencies were divided into four categories:

1. Residential Treatment Institutions
2. Day Care
3. Residential Maternity Care
4. Unclassified Agencies.

In order to accomplish this step the programs and services offered by the agencies per grouping were cross-referred against the model with its supportive, supplementary and substitutive categories for analysis. The purpose for implementing this step was to discover the degree to which existing programs and services reflected the theoretical model (the gaps between the actual and the ideal). The reader should turn to Diagram 1 for the actual analysis. The result of the analysis was documented in Table 2.

Step 3

Step three in the method of analysis consisted of noting the responses of agencies per grouping to the question: "From your agency's experience, what do you consider the most pressing unmet need in the community?" These responses were then applied against the model in order to

sift out unmet child welfare needs from other unmet needs the agencies identified in answering the question. That is, when agencies responded to the question they did so in relation to Metropolitan Winnipeg. For the purpose of this study only child welfare was of interest and therefore a method for discerning which responses-referred specifically to child welfare had to be undertaken, hence the "sifting" process. The reader should turn to Diagram 1 for the actual analysis. From this sifting process it was arrived at what agencies considered to be unmet needs or gaps in child welfare (see Table 3).

Step 4

Finally, a criticism cited in Chapter One was that the technical committees had not always reflected the concerns and responses of the agencies. In relation to the child welfare agencies, the programs and services they offered (as listed in Column 1 in Diagram 1) plus the programs and services they proposed (gaps - as listed in Column 2) were compared against the recommendations of the Child Welfare Technical Committee in order to see if the criticism was justified. The reader should turn to Diagram 1 for the actual analysis.

Step 5

The final step in the method of analysis consisted of ascertaining the extent to which the model was exemplified

both in the Child Welfare Technical Committee Report and the appropriate section of the Final Audit Report.

It was intended that the model be applied against the substantitive material constituting the preamble to recommendations of both reports and against the substantive material constituting the recommendations of both reports. This would have permitted an evaluation and discussion of the extent to which each analysis and resulting recommendations took into account what was identified as the indicators of optimal child welfare services by the model.

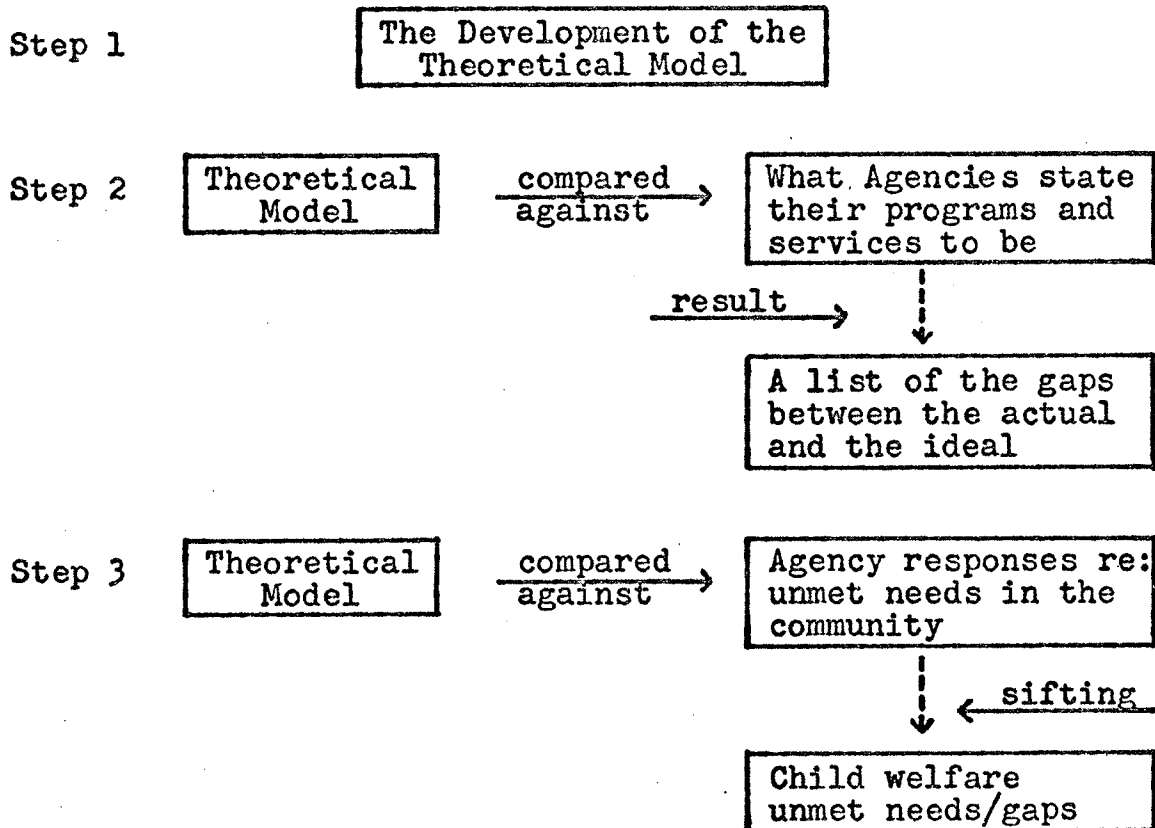
However, it was noted that the substantitive material in both reports could not be isolated from their respective recommendations because neither report contained a section devoted exclusively to the analysis of different child welfare problems. By their integrating the analysis into the recommendations it was not possible to apply the model against the substantitive material as was originally hoped for. Therefore, the model was applied against the recommendations of both reports with the integrated analysis also taken into consideration.

The form the analysis took was noting the model in its table form and checking (x) the appropriate services as being either "present", "not enough", or "recommended", with regards to the recommendations of both reports (See Diagram 2 for the actual analysis). This necessitated viewing the content of the recommendations as being suggestive

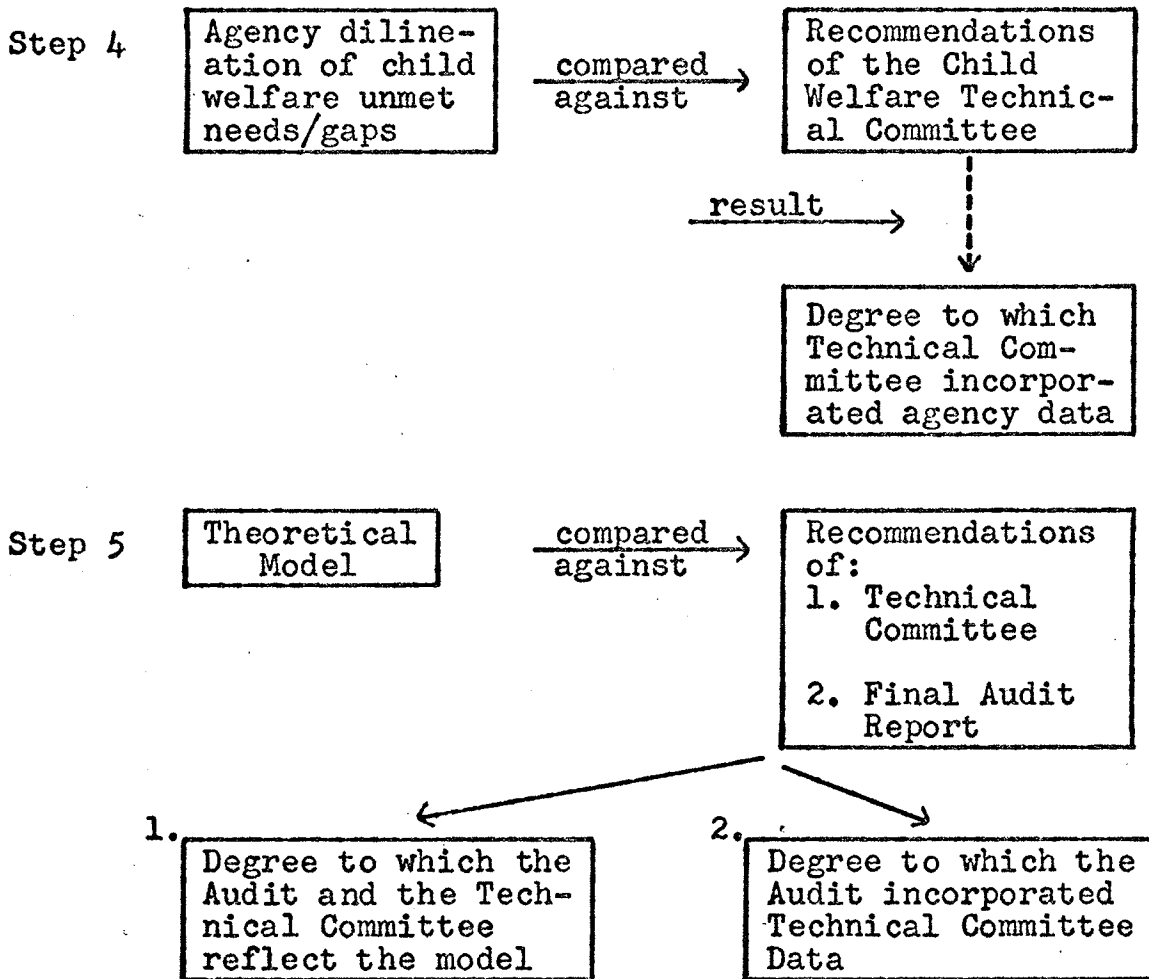
of service programs. In other words, in order to compare the recommendations against the model it was necessary to pull out of the recommendations the service programs they inferred. This naturally involved the conscious use of value judgments.

It was also noted previously as a criticism that the Final Audit Report had not always reflected the concerns and responses of the technical committees. With regards to the above, if the checked (x) responses of both reports did not coincide, then the criticism was justified (See Diagram 2 for the actual analysis).

A Schematic Diagram of the Project



A Schematic Diagram of the Project--Continued



CHAPTER FOUR

ANALYSIS OF DATA

The analysis included in this chapter was based on the detailed tabulation of specific bodies of information which either existed already or which had to be assembled according to the pre-planned method discussed in Chapter Three. The basic information components consisted of:

1. A listing of what the child welfare agencies in the sample said were their programs and services.
2. A listing of what these agencies in the sample said about "the most pressing unmet needs in the community".
3. The recommendations and relevant preamble from the Child Welfare Technical Committee.
4. The preamble and recommendations from the Social Service Audit.
5. The optimal in child welfare services as exemplified by the thirty-four basic elements constituting a model which had been developed for purposes of analysis in the project.

Described in its most basic terms, the analysis had one central theme - the extent to which the model in its totality (the fifth information component), was present or absent in the four remaining components of information contained within the scope of the study.

Analysis of Step 2

When the model was applied against what the actual sample of child welfare agencies had said were services and programs offered in Metropolitan Winnipeg as of 1966, it was found that of the total of thirty-four service ingredients spelled out in the model, twenty-four were actually being offered (For the actual analysis please see Diagram 1).

The first group of findings dealt with variances and gaps between the actual services and the ideal services. Table 2 outlined these gaps in terms of the three-fold categorization the study had used in relation to the agency samples that were analyzed.

In terms of findings about the presence of child welfare services in relation to the model ideal, it had been inferred from Table 2 that ten out of fourteen "supportive" services or 71% were actually being offered and, likewise, five out of ten (50%) of "supplementary" and nine out of ten (90%) of "substitutive" services were actually being offered in Metropolitan Winnipeg as of 1966.

This application of the model also revealed as had been anticipated, something of its limitations because it had highlighted the existence of certain services which transcended or exceeded the optimal provisions the model had been content to spell out. The lone example of this

was the provision of a supplementary category of service, namely emergency financial assistance and counselling to facilitate the transition and adjustment of Indian youth to the living, schooling or job situations upon moving from the rural to the urban setting.

What was revealed as a partial or "quasi" gap in the substitutive category was the absence, within the residential care institution, of care and treatment services offering a co-educational and co-residential living situation as an approach.

TABLE 2

CHILD WELFARE SERVICES OMITTED BY AGENCIES
IN RELATION TO THE MODEL

SUPPORTIVE SERVICES

1. Community-based youth drop-in centres using existing community facilities (churches, schools) and where major operating and programming tasks are a shared responsibility of the various youth age levels using the facilities.
2. Religious counselling services to children and parents generally, and to unmarried mothers and putative fathers.
- *3. Probation services, including both individual, group and family counselling for young offenders between the ages 12 to 18 that maintain effective follow-up of cases over a sufficiently extended time period determined by the circumstance of the probationer and his family.
4. General mental and physical health facilities and

TABLE 2--Continued

clinics for all age groups, including psychiatric in and out patient facilities, psychiatric day care services, and public health programs which include well-baby clinics, disease detection and immunization.

SUPPLEMENTARY SERVICES

1. Financial maintenance levels adequate to insure the means to keep parents and children together in their own homes.
2. Income levels which are adequate to point of allowing free choice whether sole parent goes to work as a result of being able to insure appropriate day care for off-springs or becomes a full-time homemaker.
- *3. Youth reception-detention services with balanced diagnostic and crisis treatment capability that can make maximum effective use of time period, having regard for the offender and his family, following the Delinquent Act, and contribute to the longer term decisions about treatment and disposition in the courts.
4. An adult sponsor system especially geared to the young offender that provides the missing significant mother, father or other significant adult role model to the young offender where appropriate to the family circumstances on a volunteer basis.
5. Big brother and big sister programs to the recognized model of operation.

SUBSTITUTIVE SERVICES

1. Resources of private home placements for unmarried mothers with live-in and work-in situations, plus transitional group homes for those who keep their children.

*It was previously noted as a limitation that the questionnaire responses of Juvenile Probation Service and Juvenile Detention Home could not be secured. It is conceivable that these two services could have been covered by these agencies.

Analysis of Step 3

When the model was applied against what the same sample of child welfare agencies had said were unmet needs as of 1966, it had been unclear as to whether some of their responses might have included unmet needs beyond those within the field of child welfare. Therefore, the application of the model had made it possible to isolate from the agency responses only those unmet needs related exclusively to child welfare (Table 3). Furthermore, the judgment had to be made that agency expression about an unmet need could be viewed as having inferred the existence of a gap, which really, in fact, had expressed a child welfare service "that should be".

The second group of findings dealt with unmet needs or service gaps generally, as had been expressed by the agencies in the sample, but viewed only in relation to what the analytical model had delineated as being suggestive of the sources of service gaps which could be inclusive only of child welfare service gaps, per se. Table 3 summarized the results of applying the model to the unmet need responses of the agencies. It isolated child welfare service ingredients which had been suggestive of gaps and in terms of the same three-fold categorization characteristic of the study.

From Table 3 it was discovered that twelve out of fourteen supportive services or 86% had been suggestive of

gaps. Similarly, six out of ten (60%) in each of the supplementary and substitutive categories had actually been suggestive of gaps or unmet child welfare needs in Metropolitan Winnipeg as of 1966.

This application of the model revealed, as had been anticipated, a number of unmet needs expressed in the responses of the agencies which were judged to be unrelated to child welfare unmet needs or gaps. Further analysis was not felt to be relevant but the fact that this finding had occurred was felt to have revealed some significant implications which were dealt with in the conclusions.

TABLE 3

AGENCY DILINEATION OF UNMET NEEDS OR GAPS IN CHILD WELFARE SERVICES

SUPPORTIVE SERVICES

1. Individual, group and family counselling, including follow-up to pre-school and school age children and their parents which reconstitutes or strengthens effective social and emotional functioning within both the family unit and the educational system.
2. Diagnostic and remedial services to pre-school and school age children with behavioral learning problems and/or physical learning disorders (speech, hearing and reading).
3. Individual and family therapy and other experimental, as well as conventional, counselling intervention and follow-up services for suspected cases of child neglect (physical or mental).

TABLE 3---Continued

4. Special school programs for children and youth with particular needs and whose means of having them met are difficult to reconcile within the setting of the regular school system (some categories of slow learners, retarded and physically handicapped).
5. Curriculum assortment within the school system that guarantees a wider element of free choice to students in determining the curriculum "mix" that best facilitates the development of their innate interests and aptitude strengths and weaknesses.
6. Educational and vocational guidance counselling, plus job placement resources which are available at all appropriate age levels.
7. Youth hostels and residence clubs serving a wide variety of purposes, including home-away-from-home, education or job opportunities, cultural exchanges, et cetera.
8. Balanced recreation program services and facilities with appropriate consideration for all age levels, plus planning and participation with citizens from within their neighbourhoods.
9. Basic education-for-living programs, services and materials, including classes, group discussions and individual counselling, both within and external to the school classroom setting and covering such areas as family life, public speaking and citizen responsibility, marriage and sex education, nutrition and hygiene, and homemaking skills.
10. Religious counselling services to children and parents generally, and to unmarried mothers and putative fathers.
11. Probation services, including both individual, group and family counselling for young offenders between the ages 12 to 18 that maintain effective follow-up of cases over a sufficiently extended time period determined by the circumstances of the probationer

TABLE 3--Continued

and his family.

12. General mental and physical health facilities and clinics for all age groups, including psychiatric in and out patient facilities, psychiatric day care services, and public health programs which include well-baby clinics, disease detection and immunization.

SUPPLEMENTARY SERVICES

1. Financial maintenance levels adequate to insure the means to keep the parents and children together in their own home.
2. Homemaker services supported with casework services on a sliding scale which are sufficiently comprehensive and flexible to move in, on a long or short-term basis, to supplement the homemaking parental role made inadequate for the children through illness, physical or emotional fatigue, abandonment, death, or other extenuating parental circumstances.
3. Day care services on a sliding scale which provide appropriate periods of private home (or foster day care) for infants younger than three years whose parent(s) must work full-time, part-time or shift work.
4. Congregate day care services on a sliding scale for pre-schoolers and nursery schoolers falling in the general category, or those with special physical or emotional disorders, with some flexibility in time periods according to schedules arranged by or for parents due to work hours, need for parenting relief, or inability to cope with exceptional pre-schooler conditions, et cetera.
5. Lunch and after-school care services on a sliding scale for school age children of sole support or nuclear family units.
6. Youth reception-detention services with balanced diagnostic and crisis treatment capability that make maximum effective use of time period, having

TABLE 3--Continued

regard for the offender and his family, following the Delinquent Act, and contribute to the longer term decisions about treatment and disposition in the courts.

SUBSTITUTIVE SERVICES

1. Residential treatment and training institutions, both open and closed, for emotionally disturbed and young offenders, with adequate criteria and procedures for admission and which offer separate boys and girls quarters, or co-residential living situations for the client with such variations as individual rooms, or cottage-type arrangements or dormitories.
2. Individual and group foster home care services for children of all ages who are permanent wards, non-wards and temporary wards.
3. Boarding home and half-way home services which duplicate the parenting function for those children and youth who either have been released from residential treatment settings or who cannot remain in the protective family but are unable to be placed in foster care.
4. Adoption services including comprehensive individual, group and family counselling for recruitment, orientation and adjustment to prospective adoptive parents and adoptive children.
5. Residential maternity care services for unmarried mothers on an ability to pay basis, which provides adequate attention and support to the mother's emotional, spiritual, educational and health needs, putative father and their families.
6. Resources of private home placements for unmarried mothers with live-in and work-in situations, plus transitional group homes for those who keep their children.

The application of the model at this level of

analysis, as in Step 2, revealed some of its inherent shortcomings, namely, its inability to be all-inclusive of the optimal ingredients of child welfare services. Though considered perhaps of little consequence in the general scheme of essential ingredients of child welfare services to protect against unmet needs, two measures falling within the supportive category had not been highlighted or spelled out within the provisions of the model. These focused on the need for adequate formalized training and for minimal standards criteria to be set for day care staff, plus the need for a means to insure rigorous enforcement of maintenance orders.

Analysis of Step 4

This level of analysis involved a cross-reference of what agencies identified as unmet child welfare needs with the recommendations of the technical committee in order to discover whether what agencies identified as needs were absorbed into the committee's recommendations. Both the committee's recommendations and the agencies stated unmet needs had already been applied against the model.

In reference to Diagram 1, Column 2, the check (x) marks indicated the agencies' delineation of unmet child welfare needs (gaps) as reflected against the model. The check marks, it was felt, allowed for the illustration of both the non-existence of a service (gap) and also gaps reflected in quantitative and/or qualitative unmet needs.

DIAGRAM 1

Model	Agency Programs and Services (1)	Agency Views of Unmet Child Welfare Needs (2)	Child Welfare Technical Committee Recommendations (3)
Supportive			
1	x	x	x
2	x	x	x
3	x	x	x
4	x	x	x
5	x	x	x
6	x	x	
7	x	x	
8			
9	x	x	
10	x		
11	x	x	
12		x	
13		x	
14		x	x
Percentage x	10/14 or 71%	12/14 or 86%	6/14 or 43%
Supplementary			
1		x	
2			x
3	x	x	x
4	x	x	x
5	x	x	x
6	x	x	x
7	x		
8		x	
9			
10			
Percentage x	5/10 or 50%	6/10 or 60%	5/10 or 50%
Substitutive			
1	x	x	x
2	x		x
3	x	x	x
4	x		
5	x		x
6	x	x	x
7	x		x
8	x	x	x
9	x	x	x
10		x	x
Percentage x	9/10 or 90%	6/10 or 60%	9/10 or 90%

Legend

"x" -- Response concurs with the model.

"blank" -- No response was made.

The blanks, it was felt, could refer either to the fact that a service was being met or that the agencies did not recognize a certain unmet need the model had reflected.

Supportive Services

The Child Welfare Technical Committee made recommendations to the first five supportive services in the model which adequately reflected the agencies' perceptions of unmet child welfare needs for the educational and protection needs of children. However, for the next eight supportive services the committee was not entirely reflective of the agencies' perceptions. Also, youth drop-in centres and summer camp programs were neither conceived as being unmet need by the agencies nor were recommended by the technical committee. However, at that time according to the stated programs of agencies in the sample, the above mentioned services were not in existence.

It would seem that six of the agency delineation of gaps in supportive child welfare services were not reflected in the technical committee's recommendations.

Supplementary Services

Of notable interest in this subsection were the recommendations of the technical committee which adequately reflected the agencies' stated unmet needs in day care services. Also, with regards to counselling and casework services accompanying all forms of day care, an adult

sponsor system geared to the young offender, and the big brother and big sister programs, both bodies did not reflect their being unmet needs in these services. The agencies had also not stated these as being operating programs. However, this latter reflection could not be regarded as being significant since data from the probation services was not available for this study.

It would appear that two of the agency delineation of unmet child welfare needs were not reflected in the Child Welfare Technical Committee's recommendations.

Substitutive Services

Of notable interest in this subsection was the fact that in three services where the agencies had stated there were no unmet needs, or that possibly they did not recognize an unmet need, the technical committee made recommendations for such needed services. The three services referred to entailed: (1) team approaches consisting of members from within and without an institution for early, ongoing, and follow-through counselling and therapy, (2) adequate rates to foster parents, and, (3) emergency foster homes for crisis situations. However, both the agencies and the technical committee recognized a need for adoption services, residential maternity care services and private and group home placements for unmarried mothers.

The Child Welfare Technical Committee adequately reflected the agencies' perception of unmet needs. However,

the agencies failed to recognize three unmet needs that received recommendation in the committee's report. Or, conversely, the committee made the three recommendations in spite of what the agencies said or did not say.

Analysis of Step 5

Child Welfare Technical Committee versus Model

As Step 5 in the method indicated, this level included an analysis of both the preamble to the recommendations and the recommendations per se in both the Child Welfare Technical Committee and the Social Service Audit. In order to analyze these two reports in an orderly and manageable manner, the following categories were devised against which the model of Child Welfare Services was applied: (1) present services and programs, (2) not enough services, (3) recommendations.

As previously stated, these categories were then cross-referred against the model. Diagram 2, at the end of this chapter is illustrative of the cross-referral.

This diagram reflected the following breakdown in child welfare services:

1. Supportive Services

Of the fourteen supportive services identified by the model, eight of these services (57%) were mentioned by the technical committee as being present (column 1).

In column 2 (not enough services), seven child

welfare services were referred to by the technical committee (50%).

In column 3 (recommendations), the technical committee in relation to the model stated only six recommendations (43%) which for the most part centered on the field of education for children.

From the foregoing supportive services, it would appear that the Child Welfare Technical Committee had not addressed itself to recreational youth services as well as recreational service facilities for younger children. Also, on a percentage basis this subsection was the least adequately and accurately reflected service category by the technical committee in relation to the model.

The Child Welfare Technical Committees' reflection of the model with regard to supportive services was quite weak. The committee made no reference to recreational services for youth and younger aged children. It was felt by the members of the research group that these said services should be regarded as necessary and integral parts of child welfare services.

The technical committee was very much aware of the services and needs of children and their families in relation to school learning, behavioral, and physical disorder needs. Appropriate reference was made to these supportive first-line services in the committees' recommendations.

2. Supplementary Services

Of the ten present supplementary services illustrated in the model the technical committee stated nine of these services (90%).

In column 2 (not enough services), seven of the ten services received mention (70%).

In column 3 (recommendations), the committee had stated only one recommendation regarding supplementary services for children. Yet this recommendation was of such a nature that it encompassed four services all in the day care area (40%).

From the above mentioned supplementary child welfare services it appeared that the technical committee had not made reference to counselling and casework services accompanying all forms of day care. There were no recommendations given in the areas of adequate financial maintenance levels to ensure the means to keep parents and children together in their own homes, the same in reference to sole-support parent, youth reception-detention services, and big brother and big sister programs. It seemed that the committees' reference to child welfare services in the supplementary category on a percentage basis including 90%, 70% and 40% has allowed it a second best category position in reflecting an adequate and accurate picture of child welfare services in relation to the model.

3. Substitutive Services

For the most part the Child Welfare Technical Committee and the model shared similar views and concerns regarding child welfare substitutive services. The only service not made reference to by the committee was number four.

It would, therefore, seem that the technical committee for this subsection of the model reflected an almost completely adequate and accurate picture of child welfare unmet needs and services in relation to the model.

Social Service Audit versus the Model

1. Supportive Services

Of the fourteen supportive services identified by the model, five of these were mentioned by the Audit as being "present" (36%).

In the category of "not enough services", the Audit only mentioned four out of fourteen services identified by the model (29%).

As to "recommendations", only two out of fourteen (14%) were mentioned by the Audit.

From the above it would appear that the Audit did not address itself very substantially to any of the following categories: (1) "services present", five out of fourteen or 36%, (2) "not enough services", four out of fourteen or 29%, (3) "recommendations", two out of fourteen or 14%.

Therefore, one could say that the Audit was

negatively consistent in that efforts aimed at first-line supportive services were nearly non-existent. Second, it was also worth noting that of the two recommendations made, one addressed itself to the structural reorganization of a presently existing service, while the other was directed towards the need for a specific service. Third, the Audit stated that there is not enough educational and vocational guidance counselling, plus job placement resources available at all appropriate age levels (Supportive 6), and yet it did not make any recommendation in relation to this need. Fourth, the Audit indicated that there was not enough youth hostels but made no recommendation in relation to this need also.

In summary, the Audit's reflection of the model with regards to supportive services was very weak. These are the first line of defense services and if they do not meet needs as they occur, then the family structure will be under greater stress than it otherwise might be and all family members will suffer. Also, it will require greater expense in terms of money, human resource efforts and human lives to attempt to help a dysfunctional family unit attain a state of greater well-being.

Secondly, in three instances the Audit stated that there was not enough of a certain kind of supportive service and yet made no recommendation in relation to this need. One would question then if the community knows that a

weakness exists with regards to these services.

Thirdly, the Audit made two recommendations with regards to supportive services and one of these referred specifically to the structural reorganization of a presently existing service. One would question if any light at all is reflected upon the needed service if what is said only pertains to the structural, administrative revamping of what is presently being given. Again, the community will be lacking insight as to where a weakness exists in its child welfare service network.

2. Supplementary Services

Of the ten supplementary services in the "services present" category, only five were listed by the Audit (50%).

In the category of "not enough services", the Audit made reference to only two services (20%).

As to "recommendations", six out of ten (60%) services were mentioned by the Audit. However, important to note is that out of the six recommendations, five referred to the structural reorganization of the existing child welfare network of services.

Only one recommendation addressed itself to a need condition. Therefore, it was felt justified to state that in this category, the Audit was only 10% in line with the model. The four services to which no recommendation was directed were the same as the above.

From the foregoing supplementary services it would

appear that the Social Service Audit did not make any reference to adequate financial maintenance levels to keep families together and also adequate income levels to sole support parents. It also did not address itself to big brother and big sister programs nor to providing the young offender with the adult role model he may be lacking. Secondly, of the five recommendations regarding second-line of defense supplementary services, it was found that four out of five referred to structural reorganization. Third, in its discussion of "not enough services", the Audit made reference to a need for only two services, namely: day care services for children three years of age and under (Supplementary 4) and youth reception-detention services (Supplementary 8).

In summary, the Audit's reflection of the model with regards to supplementary services was a little more consistent than it was with regards to supportive services. Again, there were certain areas that were weak due to not being mentioned at all.

As was said with regards to supportive services, one could anticipate that greater stress will be impinging upon the family structure, family members will suffer, and the cost of attempting to help the family unit function in a more stable dynamic equilibrium will be greater.

Secondly, of the six recommendations made with regards to supplementary services, five referred specifically

to the structural reorganization of a presently existing service. As was stated previously, the community will be lacking insight as to where weaknesses exist in its child welfare service network if all that was talked about was the shuffling around of that which already existed.

3. Substitutive Services

Of the ten substitutive services identified by the model, seven of these were mentioned by the Audit as being "present" (70%).

In the category of "not enough services", only one in ten substitutive child welfare services was mentioned by the Audit (10%).

In the "recommendations" category, five out of ten were directly referred to. However, important to note is that out of the five recommendations, four referred to the structural reorganization of the existing child welfare network of services. Again, only one recommendation was directed towards a need condition. Therefore, in line with what was stated previously as to the supplementary category, here too it was felt to be justified to state that the Audit was only 10% in line with the model.

From the above it would appear that the Audit did not address itself to the category of "not enough services" to any extent (one out of ten or 10%). It indicated there was a need for more foster family day care services (Substitutive 3). For the most part the Audit chose to stipulate

recommendations in this third-line of defense category to structural reorganization of the child welfare service network.

In summary, it was in substitutive services where the Audit most closely reflected the theoretical model. The areas where it was weak were due to nothing being mentioned at all.

If the needs of a child reached the point where substitutive services are required and these services are not perceived as being important, then one would shudder when thinking about the consequences of this to the child and to those around him.

Secondly, of the five recommendations made in this category, four referred to structural reorganization. At this time it need not be repeated what the consequences of this are as they have been mentioned above.

It is the conclusion of this project that the Audit did not reflect very well what the optimal child welfare services should be as identified by the model.

Secondly, ten out of thirteen recommendations of the Audit referred specifically to structural reorganization only and thus were not directed to any need condition or needed child welfare service per se.

Thirdly, when the model was applied against the respective section of the Final Audit Report, the following two programs and one recommendation did not fit the model:

(1) Programs

- (a) Counselling and discussion groups for and with parents aimed at assisting them to cope with the special problems of maintaining the trainable retarded child in his own home and in the community.
- (b) Services to the deaf (the Audit deemed these as being adequate).

(2) Recommendation

- (a) A group residence designed to accommodate unmarried women who have kept their children with regards to helping them adjust before they re-enter the community.

Child Welfare Technical Committee versus
the Social Service Audit

In this step of analysis only the recommendations of each report were considered purposeful for this level of study. This step adopted the models' analytical framework as utilized throughout the study. Both the Child Welfare Technical Committee and the Social Service Audit had been applied to the model.

1. Supportive Services

In referring to the recommendations between the technical committee and the Audit in the education and child protection fields, some interesting comparisons were

drawn out. Where the technical committee opted to make a recommendation for supportive services one to five, the Audit made only one recommendation in reference to special school programs for children and youth with particular needs.

Yet in moving into the area of recreational services for adolescents and younger children, both reports failed to make any concrete recommendations. No mention was made to the development of teen drop-in centres, youth hostels and residence clubs, increasing summer camp programs, basic education for living programs, religious counselling services to children and parents nor increasing probation services.

However, both did recommend extension of general mental and physical health facilities for all age groups.

It would appear that four of the committee's recommendations for supportive child welfare services were not reflected in the Audit recommendations. Generally the supportive service recommendation of child welfare services in both the technical committee and the Audit were inadequate.

2. Supplementary Services

In the area of providing adequate financial maintenance levels to parents as well as sole support parents, there appeared to be opposite views taken by both reports. The technical committee recognized the service given as

being not enough and thus recommended in the case of sole support parents that income levels be raised to an adequate level to allow single parents the financial resources to care for their children. However, the Audit appeared to have ignored this issue as no recommendations were stated.

As for day care facilities including homemaker services, day foster care services, congregate day care (nursery school) facilities and lunch and after school services, the technical committee recognized the presence and lack of these services and recommended that such services be instituted.

The Audit on the other hand, did not discuss homemaker service but stated a structural reorganization recommendation. The other noted services also received structural reorganization recommendations.

Neither report recommended greater extension of services in the adult sponsored big brother and big sister programs.

In summary, four of the technical committees' recommendations were reflected in the Audits' recommendations. However, the Child Welfare Technical Committee had itself reflected only five recommendations.

3. Substitutive Services

In this subsection it was noted that, while the technical committee recommended the need for a greater interdisciplinary team approaches including both internal and

external resources for children in institutions, the Audit did not even acknowledge the team approach as being a present service or a service to be recommended.

Both reports did not stress the need for counseling services to facilitate adjustment of children and their families to foster care situations (Substitutive 4).

Whereas the technical committee emphasized the need that more adequate rates be given to foster parents, the Audit made no reference to this service at all.

Finally, the technical committee in relation to the model made recommendations with regards to substitutive services six to ten, whereas the Audit's recommendations consisted of stressing the need for more boarding home services, half-way houses, and two structural reorganizational recommendations regarding emergency foster homes and residential maternity care services.

In summary, of the nine Child Welfare Technical Committee recommendations, only five were mentioned in the Audits' recommendations.

DIAGRAM 2

TECHNICAL COMMITTEE				AUDIT			
* Model	Service Present (1)	Not Enough Service (2)	Recommendation (3)	Model	Service Present (1)	Not Enough Service (2)	Recommendation (3)
Supportive				Supportive			
1	x	x	x	1	x		
2	x	x	x	2	x	x	
3	x	x	x	3			
4	x	x	x	4			x
5	x	x	x	5			
6				6		x	
7				7	x	x	
8				8			
9				9			
10				10	x		
11	x	x		11			
12				12			
13	x			13			
14	x	x	x	14	x	x	x and SRO
Percentage	8/14 or 57%	7/14 or 50%	6/14 or 43%	Percentage	5/14 or 36%	4/14 or 29%	2/14 or 14%
Supplementary				Supplementary			
1	x	x		1			
2	x	x	x	2			
3	x	x	x	3			x
4	x	x	x	4	x	x	SRO
5	x	x	x	5	x		SRO
6	x	x	x	6	x		SRO
7				7	x		SRO
8	x	x		8	x	x	SRO
9	x			9			

DIAGRAM 2--Continued

* Model	Service Present (1)	Not Enough Service (2)	Recommendation (3)	Model	Service Present (1)	Not Enough Service (2)	Recommendation (3)
10	x			10			
Percentage	9/10 or 90%	7/10 or 70%	5/10 or 50%	Percentage	5/10 or 50%	2/10 or 20%	6/10 or 60%
Substitutive				Substitutive			
1	x	x	x	1	x		SRO
2	x	x	x	2			
3	x	x	x	3	x	x	SRO
4				4			
5	x	x	x	5			
6	x	x	x	6	x		x
7	x	x	x	7	x		SRO
8	x	x	x	8	x		
9	x	x	x	9	x	x	SRO
10	x	x	x	10	x		
Percentage	9/10 or 90%	9/10 or 90%	9/10 or 90%	Percentage	6/10 or 60%	1/10 or 10%	5/10 or 50%

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*The numbers reflect model services in coded form.

"x" -- Match between data and model.

"blank" -- No mention of service.

"SRO" -- Structural reorganization. Recommendations essentially referred to the structural reorganization of a presently existing or future proposed service rather than to needed services.

Of 34 services, the Technical Committee and the Audit responses:

- (1) were completely opposite to each other on five occasions,
- (2) coincided with each other on eleven occasions,
- (3) were different from each other on eighteen occasions.

CHAPTER 5

CONCLUSIONS

The conclusions reached in this chapter have been formulated after analysis of agency data, the Child Welfare Technical Committee report, and the Social Service Audit report in relation to the "optimal" child welfare services identified in the model. General conclusions have been outlined, initially, followed by specific conclusions in relation to supportive, supplementary and substitutive child welfare services. Next, a discussion of the changes which have occurred since the Audit was published have been noted. In conclusion, other areas of study have been identified which it was felt could lend greater depth and understanding of child welfare services in Metropolitan Winnipeg.

General Conclusions

It was the conclusion of this study that the Audit had not adequately reflected the optimal in child welfare services as identified by the model. Also, the Child Welfare Technical Committee's recommendations were not substantially illustrated in the report of the Audit. However, data from the agencies in the sample was generally incorporated in the technical committee's recommendations.

The Audit recommendations clearly reflected a

structural reorganization orientation (ten out of thirteen recommendations). The study had recognized that structural reorganization could imply a potential for also meeting a child welfare need - that is, could have quantity-quality implications. However, such a ramification was felt to suggest analysis beyond the scope of the study. Therefore, the study chose to look at only those recommendations which had related to needed child welfare services per se.

Specific Conclusions

Supportive Services

With regard to child welfare programs and services actually provided by agencies in the sample, it was found that four services considered essential according to the model, namely: community drop-in centres for youth, religious counselling services, probation services, and community health clinics - were not receiving adequate emphasis. Of these, the provisions for youth drop-ins were virtually non-existent at that time, nor was the need documented by the agencies or discussed by the Child Welfare Technical Committee or by the final Audit report.

Second, with regards to the Child Welfare Technical Committee, it had made recommendations covering only six of the fourteen provisions considered essential by the model. It had made recommendations regarding the provision of community health services, as had the final Audit report. With

the exception of this area, the study found that the committee, generally, had not adequately reflected a concern for supportive care services by virtue of the fact that no recommendations covering six areas, namely: educational-vocational counselling and job placement resources, youth hostels, youth drop-ins, recreation services, summer camps, basic life skills education and religious counselling - had been made.

Third, with regard to the final Audit report in relation to the model, it had, like the technical committee, included recommendations regarding the provision of general mental and physical health services and facilities, yet the only other recommendation it had covered dealt with special school programs for exceptional circumstances of children and youth. Also, it had recognized three service areas where provisions were lacking, namely: diagnostic and remedial services for children and youth with exceptional behavioral and/or physical problems, educational-vocational counselling and job placement resources, and youth hostels - but had not made any recommendations regarding them. The conclusion the study clearly revealed, as evidenced by the Audit's emphasis on structural reorganization, was that the Audit had not reflected, to a very great extent, the findings of the Child Welfare Technical Committee and to even a lesser extent had it reflected the information and findings provided by the sample of agencies this study examined.

Supplementary Services

First, with regards to agency data compared against the model, it was found that agencies were offering a variety of day care services but at the same time stated that more such services were needed.

Second, with regards to Child Welfare Technical Committee recommendations compared against the model, it was found that it too stated a need for more day care services. It would appear that both bodies agreed upon the need for more day care services. Overall, agency concerns were significantly expressed in the committee's report.

Third, with regards to a comparison between the technical committee's recommendations and the recommendations of the final Audit report, it was found that where the committee made a specific recommendation for a needed service, the Audit only made reference to the structural reorganization of the service. Based upon this evidence, it was concluded that with regards to supplementary child welfare services, the Audit did not reflect the concerns of the Child Welfare Technical Committee.

Substitutive Services

First, with regards to agency data compared against the model, it was found that the agencies were offering all the services as enunciated in the model except for private home placements for unmarried mothers with live-in and work-in arrangements and transitional group homes for unmarried

mothers. However, it should be noted that agencies did recognize these services as an unmet need.

Second, with regards to the Child Welfare Technical Committee's recommendations compared against the model, it had been learned that the committee had recommended an increase in all child welfare services noted with the exception of adequate counselling services to facilitate adjustment of children and their families of orientation to a foster-care situation. This would appear to be a significant stop-gap as this situation has frequently tended to inhibit the emotional and physical growth of children requiring outside family care.

Third, with regards to the Social Service Audit's recommendations compared with the model, it was found that only one recommendation stressed the need for more of a child welfare service, namely: that of boarding home services and half-way houses for children unable to return to the families of orientation, nor able to be placed in foster home care. The Audit's four other stated recommendations were in reference to the structural reorganization of such services as residential treatment institutions, foster home care, emergency foster home care and residential maternity care services.

Fourth, with regards to the agencies perceptions of unmet child welfare needs in comparison to the Child Welfare Technical Committee's recommendations, there were

three significant deviations, including: early, on-going and follow-through services to parents and children after the child has been returned to the family from a treatment and/or correctional institution, adequate foster care rates, and emergency foster homes - all of which agencies had felt were met needs, to which the committee disagreed. It could therefore be concluded that the Child Welfare Technical Committee did not regard the agencies' views as being adequate for these services.

Fifth, with regards to the technical committee's and the Audit's compared recommendations, it had been found that for the most part the Audit had not included in its written report the main recommendations of the Child Welfare Technical Committee. As mentioned previously, the recommendations offered by the Audit were largely of a structural reorganization nature rather than referring to the need for a specific child welfare service as had been offered by both the child welfare agencies and the Child Welfare Technical Committee.

Changes Which Occurred Since 1966

Since the study also identified, according to the categories of supportive, supplementary and substitutive child welfare services, certain gaps or total absence of services for children in Metropolitan Winnipeg as of 1966, it seems pertinent to speculate briefly about the community's responsiveness to these gaps in terms of the changes

that have taken place since.

In the supportive category, considerable attention has been paid, by the community since 1967, to the provision of youth drop-in centres throughout the metropolitan area. For example, the Young Men's Christian Association has fostered the development of the "Action Centre" drop-in program in the Lord Selkirk Park areas; and many churches have provided facilities for such programs.

Residences and hostels for transient youth have been established over the last two years over the summer months, the period when demand is acute. Improvements in the programs this summer are indicated, although the community, generally, has been slow in responding to needs identified by a variety of agencies for year-round facilities and programs. The Committee Representing Youth Problems Today (C.R.Y.P.T.), a youth-serving agency has also been established and has become institutionalized in the last four years.

Youth re-entry programs for school dropouts have been operated as demonstration projects over the last three year period under cooperative arrangements formalized between the Winnipeg School Division, the Child Guidance Clinic and the Children's Aid Society of Greater Winnipeg.

To assist people in developing their personal effectiveness in locating jobs, the federal government, in cooperation with the Young Men's Christian Association, has

operated a weekly clinic in job search techniques which has run each Monday evening since last fall.

The provincial department of Youth and Education is completing the "Core Committee Report" this year which takes a comprehensive look at the goals and underlying philosophies of secondary education, together with avenues of implementing change in education as it presently exists in Manitoba.

A nation-wide examination of circumstances of Canadian children with learning difficulties had been completed and released last year by the Committee on Education Learning Disorders in Children ("Celdic Report"). Ways and means are presently being explored to ensure effective follow-through on its finding and recommendations.

The provincial government has very recently been moving towards the development of a demonstration project regarding the neighborhood medical-health centre concept advocated by the Audit.

In the supplementary category there has also been several recent developments in child welfare. Of notable interest is the Big Brother Organization whose present Executive Director is Reverend Charles Greene. There is also a Big Sister Organization run on more informal lines.

"Compass" (previously "Social Opportunity"), a volunteer program operating in the area of juvenile corrections and providing sponsors to young offenders, is now operating

under the guidance of a full-time director.

A comprehensive study of day care needs throughout Manitoba had been completed last fall. At least two child care agencies, "Joan of Arc Nursery" and the "Latch-Key Program" have discontinued operations while several others have been opened in downtown church facilities. A private "Mini School", offering a diversity of programs and having elaborate facilities, was also established last year.

The present outmoded juvenile reception and detention centre will be replaced by an elaborate new facility scheduled for development in a suburban location. The planning has incorporated the principle of cottage-type residential accommodation and the general design is intended to favour treatment programs which incorporate individual and group therapy with attention also to recreation activity.

In the substitutive category, recent developments since the completion of the Social Service Audit have occurred in the residential institutions concept of treatment. There is now the addition of co-residential institutions for children. Yet, at best, this has only been applied by the Children's Home of Winnipeg, and hence, today, co-residences have barely been set into motion.

Recently there has also been some mention of the possibility of moving the Home for Boys from Portage La Prairie to Winnipeg or at least closer to Winnipeg. In

addition there has been some discussion on the possible merger of the Manitoba Home for Boys and the Manitoba Home for Girls.

In the field of adoption, the Winnipeg and St. Boniface Children's Aid Societies have begun to opt for single parent adoptions. These, however, are still on a very small scale and due to the many extra problems incurred, this will probably continue in much the same way for several years to come. Also, the Winnipeg community's acceptance of such a phenomenon has not yet been adequately measured.

Future Research Possibilities

A significant implication of the study was the degree to which it suggested or revealed the need for additional areas to be researched. Among the suggested areas it yielded were:

1. A quantity-quality analysis of Metropolitan Winnipeg's services in the child welfare field.
2. A study to develop "social need indicators" and a way of monitoring them so that changing social needs might find a way of triggering adequate service responses.
3. A priority study to determine an ordered plan for the meeting of child welfare needs according to the three categories of service this study identified.

APPENDIX A

LIST OF AGENCIES STUDIED

LIST OF AGENCIES STUDIED

Children's Aid Society of Winnipeg
Children's Home of Winnipeg
Day Nursery Centre
Jewish Child and Family Service
Knowles School for Boys
Roslyn House Association
Salvation Army Bethany Home
Sir Hugh John MacDonald Memorial Hostel
Sir Hugh John MacDonald Memorial Hostel-Dawson House
Sisters of Service Girls' Residential Home
St. Agnes School
St. Joan of Arc Day Nursery
St. Joseph's Vocational School
St. Joseph's Day Nursery
Villa Rosa
United Church - Kindergartens
United Church - Latchkey Program
Church Home for Girls
Child Guidance Clinic of Greater Winnipeg
Family Bureau of Greater Winnipeg
Society for Crippled Children and Adults
Association for Retarded Children
Marymound School
Indian Affairs Branch, Social Service Department
Manitoba Home for Boys
Manitoba Home for Girls

APPENDIX B

AGENCY QUESTIONNAIRE



QUESTIONNAIRE FOR PUBLIC AGENCIES

I. IDENTIFYING INFORMATION:

1. Name of Agency _____

2. Address _____ Phone _____

3. Name and title of executive _____

4. Year organized _____

5. Geographic area served:

(Indicate whether Winnipeg only, Metropolitan Winnipeg, Manitoba, or other. Specify particular communities served if area is greater or smaller than Metropolitan Winnipeg proper.)

6. Is your agency a district or branch office of a larger organization?

a. Yes _____ No _____

b. If yes, specify _____

(Use reverse side if necessary)

II. PROGRAM:

1. What is the present purpose and function of the agency?

2. Give a brief description of your program and services to carry out your purpose and function: (Give types of services as explicitly as possible.)

(Use reverse side if necessary)

3. Discuss briefly the types of persons served by your organization (e.g., particular age groups, specific types of problems or offenses, requirements as to residence, national origin, or ethnic groups, and other eligibility requirements):

4. Does your agency grant financial assistance in cash or kind?

a. Yes _____ No _____

- b. If yes, describe your policies relating to granting of assistance.

- c. Also give approximate amount of assistance given last year, breaking down the amount into cash and approximate value in kind.

(Use reverse side if necessary)

5. Do you charge fees or membership dues for services?

Yes _____ No _____

If yes, describe fee or dues policies. Attach copy of fee or dues scale.

6. Has your agency taken part in any studies of community needs in the past five years?

a. Through the Community Welfare Planning Council (Specify)

b. With other agencies (Specify)

(Use reverse side if necessary)

7. Has your agency conducted any studies on its own during the past five years? If yes, describe briefly and attach copy of study report.

8. What methods do you use to determine the community needs or problems that are the objects of your agency's services?

9. From your agency's experience, what do you consider the most pressing unmet needs in the community?

(Use reverse side if necessary)

APPENDIX C

THE RIGHTS OF THE CHILD

THE RIGHTS OF THE CHILD

The following is the statement of principles included in the Draft Declaration of the Rights of the Child approved October 20, 1959 by the Social Committee of the General Assembly of the United Nations.

1. The child shall enjoy all the rights set forth in this Declaration. All children, without any exception whatsoever, shall be entitled to these rights, without distinction or discrimination on account of race, color, sex, language, religion, political or other opinion, national or social origin, property, birth or other status, whether of himself or of his family.
2. The child shall enjoy special protection and shall be given opportunities and facilities by law and by other means to enable him to develop physically, mentally, morally, spiritually and socially in a healthy and normal manner and in conditions of freedom and dignity. In the enactment of laws for this purpose, the best interests of the child shall be the paramount consideration.
3. The child shall be entitled from his birth to a name and a nationality.
4. The child shall enjoy the benefits of social security. He shall be entitled to grow up and develop in health; to this end special care and protection shall be provided to him and to his mother, including adequate prenatal and post-natal care. The child shall have the right to adequate nutrition, housing, recreation and medical services.
5. The child who is physically, mentally or socially handicapped shall be given the special treatment, education and care required by his particular condition.
6. The child, for the full and harmonious development of his personality, needs love and understanding. He shall, wherever possible, grow up in the care and under the responsibility of his parents and in any case in an atmosphere of affection and moral and material security. A child of tender years shall not, save in exceptional circumstances, be separated from his mother. Society and the public authorities shall have the duty to extend particular care to children without a family

and those without adequate means of support. Payment of state and other assistance towards the maintenance of children of large families is desirable.

7. The child is entitled to receive education, which shall be free and compulsory at least in the elementary stages. He shall be given an education which will promote his general culture and enable him on a basis of equal opportunity to develop his abilities, his individual judgment and his sense of moral and social responsibility and to become a useful member of society.

The best interests of the child shall be the guiding principles of those responsible for his education and up-bringing; that responsibility lies in the first place with his parents.

The child shall have the full opportunity for play and recreation which should be directed to the same purpose as education. Society and the public authorities shall endeavour to promote the enjoyment of this right.

8. The child shall in all circumstances be among the first to receive protection and relief.
9. The child shall be protected against all forms of neglect, cruelty and exploitation. He shall not be the subject of traffic in any form.

The child shall not be admitted to employment before an appropriate minimum age; he shall in no case be caused or permitted to engage in any occupation or employment which would prejudice his health or education or interfere with his physical, mental or moral development.

10. The child shall be protected from practices which may foster racial, religious and any other forms of discrimination. He shall be brought up in a spirit of understanding, tolerance, friendship among peoples, peace and universal brotherhood and in full consciousness that his energy and talents should be devoted to the service of his fellowmen.

FOOTNOTES

¹Report of the Social Service Audit (Winnipeg, May 1969), p. ii.

²Mitchell Neiman, "Winnipeg and Its Audit," Canadian Welfare (May-June 1970), Vol. XXXVI, No. 3, p. 3.

³Alfred Kadushin, Child Welfare Services (New York: The MacMillan Co., 1967).

⁴Social Service Audit Incorporated: Report of the Child Welfare Technical Committee (Winnipeg, June 15, 1968), p. 2.

⁵Council on Social Work Education, "Child Welfare: Description of Practice in Statements in Fields of Social Work Practice," in Alfred Kadushin, op.cit., p. 5.

⁶Report of the Social Service Audit, op.cit., p. 1.

⁷"A Study of the Needs and Resources for Community Supported Welfare, Health and Recreation Services in Metropolitan Toronto," Social Planning Council of Metropolitan Toronto (Toronto, 1966).

⁸"A Survey of Needs and Resources: Health, Welfare and Recreation Services in Metropolitan Ottawa," Social Planning Council of Ottawa and District (Ottawa, December 1967).

⁹"Working Paper No. 8 - Concept of Need and the Determination of Priorities," Social Planning Council of Metropolitan Toronto (Toronto, November 30, 1961), p. 3.

¹⁰Ibid.

¹¹Ibid., p. 4.

¹²Ibid., p. 5.

¹³Ibid.

- ¹⁴ Ibid., pp. 5-7.
- ¹⁵ Social Service Audit: Questionnaire for Voluntary Agencies, question No. 9, p. 5.
- ¹⁶ "Community Characteristics, Social Problems, and the Social Service Delivery System in Metropolitan Winnipeg," Social Service Audit: Workshop Paper I (Winnipeg, n.d.), p. 1.
- ¹⁷ "A Report of the Child Care and Protection Survey in Winnipeg," Canadian Welfare Council (Winnipeg, 1942).
- ¹⁸ Ibid., p. 1.
- ¹⁹ "The Child Caring Institutions in Greater Winnipeg," Council of Social Agencies of Greater Winnipeg (Winnipeg, 1948).
- ²⁰ Social Service Audit: Workshop Paper I, op.cit., pp. 1-2.
- ²¹ Ibid., p. 4.
- ²² Ibid., p. 5.
- ²³ Ibid.
- ²⁴ Ibid.
- ²⁵ Ibid., p. 6.
- ²⁶ Report of the Child Welfare Technical Committee, op.cit., pp. 1-2.
- ²⁷ United Nations, Organization and Administration of Social Welfare Programs, A Series of Country Studies - Canada (New York, 1967), p. 105.
- ²⁸ Alfred Kadushin, op.cit.

²⁹ Alfred J. Kahn, Planning Community Services for Children in Trouble (Columbia University Press, 1963), p. 577.

³⁰ Harriet Bartlett, Analyzing Social Work Practice by Fields (New York: N.A.S.W., 1961), p. 108.

³¹ Alfred Kadushin, op.cit., p. 4.

³² Alfred J. Kahn, op.cit., p. 107.

³³ Alfred Kadushin, op.cit., p. 22.

³⁴ Social Service Audit: Questionnaire for Voluntary Agencies, question No. 2, p. 2.

³⁵ Ibid., question No. 9, p. 5.

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