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Edmonton Council of Community Services -
Family Service Bureau

Edmonton Council of Community Services

REPORT OF JOINT STUDY

EDMONTON FAMILY SERVICE BUREAU

EDMONTON COUNCIL OF COMMUNITY SERVICES

JOINT STUDY - EDMONTON FAMILY SERVICE BUREAU

INTRODUCTION

The Joint Study of the Edmonton Family Service Bureau has involved consideration of the work of similar agencies in other cities. We would like to acknowledge assistance received from the Family Service Association of America, the Canadian Welfare Council and Family Service agencies in other Canadian cities. In all cases considerable interest was expressed in the results of this joint study.

At the outset, if we are to properly assess the Family Service Bureau either on short term or long term development, we must understand the purposes and the nature of the services performed by the Bureau and relate these to a consistent view of total planning for family services required in this community.

It is not enough to say the Family Service Bureau has a place in the community. Therefore the Joint Study Committee has endeavoured to assess the needs of our community, present and in prospect, for the several areas of service now accepted by the Bureau. It has also examined the ways in which these services are connected and related to services provided through other agencies, and has given consideration to the Bureau's responsibilities in important areas where needed services are presently not available.

Having reasonably determined these needs, the committee assessed responsibility for meeting them by private and governmental agencies. Decisions had to be reached on which services should receive priority by the private agency, which ones will be carried for only a limited length of time, and on what basis these services will be turned over eventually to other agencies, and in what areas there is responsibility to bring influence on governmental agencies to fulfill their statutory obligations.

Nor is it satisfactory to restrict the responsibility of the Family Service Bureau to the limitations of financial assistance by the Community Chest or other support. We must start from the needs of the community for family services, and the ways in which the Bureau should be expected to fulfill its role in this field, as best they can be understood. It is then necessary realistically to assess possible sources of financial support and develop short and long term objectives for developing the Bureau to the point where it can adequately fulfill its functions for family services.

Keeping in mind our assessment of community needs we turned to the statutory responsibilities of governmental agencies to ascertain possible gaps in service which may affect the particular activities of the Bureau. Counselling services for unmarried mothers, non-ward care, and homemaker services were given some attention by the committee. The latter two services, non-ward care and homemaker services are not presently accepted as governmental responsibilities in this Province although they are in many other provinces. Counselling services for unmarried mothers appear at present to be conducted on a limited basis by governmental agencies. It would appear to be the responsibility of private agencies to offer this service on a limited basis, while bringing to the attention of the governmental agencies the gaps in service.

This report has attempted, independent of problems in financing, to gauge the community's need for services and the Edmonton Family Service Bureau's responsibility for same. The recommendations contained in the report cover matters referred to earlier as well as indicating the planned development of the Bureau's service and activity. Special attention was paid to casework counselling for individuals and families as a major function of the family agency.

I would especially like to express my appreciation of the fine contributions made to this study by the members of the Joint Study Committee.

W. H..Pettigrew,
Chairman,
Joint Study Committee.

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EDMONTON COUNCIL OF COMMUNITY SERVICES

JOINT STUDY - EDMONTON FAMILY SERVICE BUREAU

COMMITTEE: W. H. Pettigrew, chairman; Dr. George Ball; Mr. George Craig; Mr. John Ward; Mr. William Flook; Mr. Walter Ross; Dr. Douglas E. Smith; Mr. Alex Stockwell; Mr. Jackson Willis; Mr. William Nicholls, secretary.

TERMS OF REFERENCE

1. a) The long and short term development plans of the Family Service Bureau.
b) The Family Service Bureau's rate of development.
c) Short term development in terms of the 1959 budget.
2. Services to the unmarried mother - the Family Service Bureau's relationship with the Provincial Government in this service and other services in the City for the unmarried mother.
3. Family counselling - the Family Service Bureau's relationship with the Family Court Counselling Division of the City Welfare Department.
4. Child Care - relationship of the Family Service Bureau to the City of Edmonton Welfare Department and the Provincial Welfare Department with respect to non-ward foster care especially.
5. a) The relationship of the Family Service Bureau and the Emergency Homemaker Service.
b) Expansion of Homemaker Services in relation to need (e.g. aging)
c) Public and private responsibility in the area of homemaker services.
6. The relationship of the Family Service Bureau with other community services with particular attention to possible duplication and possible gaps in services.
7. The effects of fee charging in the Bureau which began January 1, 1959.

FACTORS INVOLVED IN THE STUDY BUT BEYOND THE SCOPE OF THE TERMS OF REFERENCE

1. Attitudes in the community affecting the Family Service Bureau.
2. The background of development of the Family Service Bureau prior to the beginning of 1958.

SUMMARY OF FINDINGS

1. FUNCTIONS - The broad purposes of the family agency are carried out through five functions:

- 1) Providing casework services
- 2) Participating in community planning
- 3) Conducting group educational activities
- 4) Contributing to professional education
- 5) Engaging in research

The committee agreed the primary function of the Family Service Bureau should be family casework services.

- (See references: 1. A Family Service Bureau - Its Function in a Community
2. Case Illustrations
3. Statistical Report on Casework Services
4. Study on relationship between the functions of a Family Court and a Family Service Bureau.)

2. EMERGENCY HOMEMAKER SERVICE - It is agreed this is an essential community service that might be assumed eventually as a governmental responsibility, but until such time must be assumed as a private agency responsibility. In the present make-up of the Family Service Bureau, this service is considered as of importance secondary only to that of family casework and a necessary supplement to family casework.

In relation to needs in the community consideration should be given to expansion of this service. (See references: Exploratory Meeting on Homemaker Services in Edmonton.)

The Committee believes Homemaker Services should become recognized as a governmental responsibility in Alberta and that provision of funds should be made by the government for this service.

3. COUNSELLING SERVICES FOR UNMARRIED MOTHERS - It is agreed that service to the unmarried mother is a governmental responsibility but that the Family Service Bureau should not withdraw from this field until such time as the government provides an adequately staffed service of equivalent quality. This being a public agency responsibility it is agreed that the Family Service Bureau should work toward a gradual withdrawal from this field and that this should be accomplished when the agency feels it would not be prejudicial to the interests of the unmarried mother. There should be continued efforts to reduce the Family Service Bureau commitments in this field and the agency should be prepared from time to time jointly to review the matter with the Council of Community Services.

4. NON-WARD CARE* - Considerable discussion developed around this area of service. Two points of view developed:

- 1) That such care was a public responsibility and that government agencies should be pressed toward discharging this responsibility.
- 2) The second point of view also recognized non-ward care was a public responsibility. However in view of the lack of public non-ward care services, the Family Service Bureau has been unable through that source to obtain adequate service to a number of families for whom non-ward care services are essential. It is therefore legitimately a function of the private agency to provide such service when required by families being served by the Bureau.

The following agreed conclusions were reached --

- A. Non-ward care is a part of the protection field and is therefore legitimately a government responsibility. In those Family Service Bureau cases where need for such services is necessary but for which help cannot be obtained from governmental services action would have to be taken by the Family Service Bureau. (See below - Social Action and Gap Filling)
- B. The Family Service Bureau should see itself as providing such service on a short term and/or emergency basis with the objective that the government agencies should assume responsibility.
- C. Part of the value of the limited non-ward care services recommended is seen as provision of demonstration of the necessity of the government providing such services.
- D. The Joint Study Committee recommends to the Edmonton Council of Community Services, that the Committee on Non-Ward Care be re-activated with a view to further study and action concerning this problem.

(See other sources: Non-Ward Care Study, Edmonton Council of Community Services.)

Non-Ward Care*: "A (program of) service to children who are not wards of the (provincial) government and who for adequate reasons must be placed outside their own home for a period of time, but who do not require legal transfer of guardianship (as defined under the Child Welfare Act)." -- from Edmonton Council of Community Services brief on non-ward care services to Commissioners of City of Edmonton, September, 1956.

Non-ward Child: "A child who for adequate social reasons needs placement outside his own home for a period of time." - Ibid.

Foster Home: "A temporary substitute for the child's own home." - Ibid.

5. SOCIAL ACTION AND GAP FILLING - It was agreed there always would be some gaps and inadequacies in service provided by government agencies and that it is legitimately a function of private agencies such as the Family Service Bureau to recognize such gaps and inadequacies and to provide appropriate service if other help is not available. Such service should be seen however as only short term until such time as some action by the community results in the gaps and inadequacies being removed.

It was agreed the acceptance of such a principle would suggest that the Family Service Bureau should have funds made available to cope with the specific gaps and inadequacies for which it was deemed necessary to provide service.

EFFECTS OF FEE CHARGING - Fee charging is accepted as a means of additional finances by some agencies across the country, but revenue from such fees is very limited. Since fee charging has been in force in the Edmonton Bureau only since January, 1959 it is somewhat early to assess effects on the finances and on the agency work. However experience thus far has been satisfactory. (See other sources: Summary of Financial Support Received by Bureaus in other cities.)

SOME GENERAL COMMENTS ARISING FROM THE STUDY THAT RELATE TO THE WORK OF THE BUREAU AND THE TERMS OF REFERENCE.

STAFF - The projected possible development of the Family Service Bureau during the next five years (1960-1964) appears in the addenda.

The value of the Bureau to our community is dependent upon having an adequate number of qualified experienced casework counselors. As a social welfare agency the Family Service Bureau must be in the position to attract competent counselors and supervisors. Therefore in considering salary schedules for staff members the Bureau is faced with meeting the salary scales of other Bureaus across Canada.

We find that the Family Service Bureau has had to delay handling cases for three to four weeks and had to turn away some clients due to insufficient staff. Taking into account the growth of our community and relating this to the experience of other cities it is seen that the Family Service Bureau should plan to increase its staff over the next five years. The projected possible developments considered by the Committee suggest that an average of two additional counselors will be required each year for the next five years, beginning with one professional salary covering two positions for 1/2 year period in 1960. To balance the workload it will be necessary during the five year period to employ one worker who would be receptionist-telephone operator, a typist and two stenographers. During this time present offices would have to be expanded.

It is interesting to note that the Bureau has a total of seven professional staff members, a bookkeeper and two stenographers, which was the staff in 1951-2. In 1958 the Bureau handled 2420 cases, an increase of 100% over the previous year.

GENERAL - From the Committee's study there does not appear to be any duplication of service in relation to the work of the Family Service Bureau and any other agencies in the Chest or governmental agencies. The family casework services and the Emergency Homemaker Services operated by the Bureau are distinct yet complementary to the work of other agencies, having due regard for the developing governmental counselling services for unmarried mothers.

Study of costs for remedial services would appear to more than justify expenditures for a basic preventive services such as the Family Service Bureau. It is interesting to note that it costs more to maintain five boys at a juvenile detention centre for a year than the cost of the Family Service Bureau for 1958.

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R E F E R E N C E S

ADDENDA

1. Proposed Council Study - Edmonton Family Service Bureau.
2. Statistics Summary.
3. Case Illustrations.
4. Report on Fee Charging.
5. Projected development of Edmonton Family Service Bureau.

OTHER SOURCES

1. A Family Service Bureau - its function in a community.
2. Study on Relationship Between the Function of a Family Court and a Family Service Bureau.
3. Minutes of an Exploratory Meeting on Homemaker Services in Edmonton.
4. Non-ward Care Study by Council of Community Services.
5. 1959 Family Service Bureau Budget submission.
6. Two Briefs Submitted to the Provincial Minister of Welfare re Financial Assistance.
7. Brief Submitted to the City of Edmonton.
8. Summary of Financial Support Received by Bureaus in Other Cities.
9. Relationship - Family Agency and Community Chest.
10. Study of Edmonton Family Service Bureau by Mr. J. Suski, City of Edmonton.

PROGRAM COMMITTEE

November 24, 1958.

PROPOSED COUNCIL STUDY - EDMONTON FAMILY SERVICE BUREAU

This material has been prepared by the Executive Director and Board of the Edmonton Family Service Bureau in order that you might have some idea as to the thinking and activity that preceded our request for this joint study. We also hope that it will give you some idea of the Board's concept of the purpose, scope and place of a Family Service Bureau and some of the problems we feel are inherent in any study.

WHY A CHEST-COUNCIL SURVEY?

The request for a joint study was made because we see these two organizations in their planning, co-ordinating role. We feel that the major role of the Chest and Council is to provide for more adequate and efficient welfare programming and as member agencies we feel this can best be done when Chest funds are disbursed after an analysis of community welfare needs and an evaluation of existing services. We see a survey of the kind proposed as the place where financing and planning come together; we concur in Chest-Council leadership for determining adequate and efficient programming. However, if gaps exist or where there is a question, we feel that as a member agency we have an integral part in raising constructive criticism about the kind of criteria which does or can exist in determining agency scope and structure in relation to joint financing and planning. Thus we present this to the Council in the hope that the place of a Family Service Bureau can be determined in relation to the total community welfare need, and funds allocated to it in accordance with those findings.

WHY DOES THE REQUEST COME NOW?

As you will recall, the original suggestion for a survey came from the Council in 1956 and was postponed by our Board due to the absence of an Executive Director and staff. The request, however, served to raise real questions for our Board members as to the nature and reasons for their participation in community welfare and in fact caused them to undertake a searching analysis as to whether a Family Service Bureau should exist at all. As you now know, this Citizens Board determined that a Family Bureau was a much needed service and subsequently set about to re-organize and re-build it, the first step being the hiring of a new Executive Director.

Again in March of 1958 a further suggestion was made by Mr. William Nicholls of the Chest, that a survey be considered. Our Executive Director recommended further postponement until such time as the agency Board and staff were ready, through continuing in our agency self-analysis. We feel that we have moved far enough in this process to request a study at this time.

WHAT DOES THE AGENCY SELF-ANALYSIS CONSIST OF?

(A) We began by trying to examine the structure and function of our Board and the role of its members. As a result we re-defined working committees of Board members to examine each facet of our agency's operation. This is a continuing process.

(B) As Process (A) developed we felt a need to examine our own thinking around financing and planning, and undertook a program review. Our Executive Director prepared material through which we re-examined the total financial and program planning in our agency. You may recall that this culminated in our request for a 1958 re-hearing before the Budget Committee. We became aware that we did not have too adequate a base for which to make a flexible budget representation. It was decided that since we were not in a position to predict areas of expansion, emergency or restriction, that we would draft as basic a budget as possible computed on existing program. We concluded that the present facilities of the agency such as staff, were less now than they had been six or seven years ago for both the Family Service Bureau and the Emergency Homemaker Service. We noted a real staff problem of long standing, i.e. short tenure, and inadequate salaries, and decided upon building staff slowly by first securing senior highly experienced personnel. From this beginning we drafted our basic budget and submitted it to the Chest Committee as a foundation from which to begin our long term agency development, and assumed in the absence of any comment to the contrary, that this would be a mutually acceptable starting point.

(C) The Board has reviewed the responsibility for financing and as a result has made representation to the Municipal and Provincial Governments; to private philanthropic organizations; to Trust Funds, and as well, have undertaken a fee charging study. In addition several of our Board members were active in the Community Chest campaign with a number of them having real senior leadership responsibility for various divisions.

(D) We feel it is laudable that our Board members are active in other community welfare concerns and you will find our representatives on the Board of Chest, Council and other community agency boards. For this reason, there is a general feeling that we are better qualified to understand our position in relation to community needs and other community services.

(E) We undertook to make a beginning in re-examining and re-adjusting our agency administrative practices and this process is just beginning.

(F) We felt that during this phase of our re-organization it would be necessary to get some indication of the community demand for the service. Our Public Relations Committee was active in this regard. We undertook to take some responsibility for interpreting our own service to the community via a bulletin. Our staff became involved in some twenty-five to thirty informative speeches, etc. over a nine month period, which we feel is the beginning of a Family Life Education program, and this resulted in the demand for the service being increased with some cases already having to be refused service, and a number having to be placed on waiting lists.

As indicated at the beginning of this section the analysis is covering every facet of the Agency's activities but the foregoing is to also serve as some indication of the degree to which we are expending energy in this direction.

WHAT DO WE SEE AS THE PURPOSE, FUNCTION AND SCOPE OF THE FAMILY SERVICE BUREAU?

In summary form we see the basic purpose of a family agency as strengthening family life, of preventing family breakdowns and assisting in the family life of the community of Greater Edmonton, as we feel that the services of such an agency are essential and unique. We feel that the primary emphasis is on family life and that the purpose of a family agency should be geared to the other facilities existing for families and children in any given community. To illustrate we wonder if the agency should not be taking a greater part in providing services for children as a part of the agency's role in preventing the break-up of families, in view of the gaps that exist in community facilities, e.g. non-ward foster home care.

Administration

The Agency is incorporated under the Companies Act operated by an elected citizens Board who are responsible for determining the functions and policies of the Agency.

The Staff

We feel that the most expertly trained social workers should be available within the confines of a family agency, and that there is sufficient evidence to suggest that the numbers of personnel now employed are inadequate and that provision should be made for a considerable increase in personnel to provide a service comparable to that of Family Service Bureaus in other communities; that this is essential to the family agency finding its place in the community. We feel that this is a necessary part of our long term planning.

The Function of a Family Service Agency

(1) To provide casework service to persons with:

Marital problems
Family problems
Child adjustment problems
Personality adjustment problems
Work problems
Education problems with respect to family life.

and to provide:

Counselling for immigrants
Counselling for the aged
Non-ward care
and other child care services

(2) To carry on research pertaining to family life problems

(3) To further community welfare planning

(4) To participate, and where necessary initiate action to improve social conditions and services

- (5) To participate in, and initiate educational activities aimed at strengthening family life, and
- (6) To contribute to social work education

We feel that at the present time the function of our agency is restricted to providing only minimally adequate services within the casework services sphere, but we are beginning to make contributions in community welfare planning, social action and family life education. We feel that research should be provided for in our function.

The scope of the work therefore would appear to need to be enlarged in view of the extreme gaps for services for families, and children in the Edmonton community. We feel that the ultimate scope should be determined by a survey so that the agency's activities can be geared to the total life and needs of the community.

SOME OF THE PROBLEMS WE SEE INHERENT IN THE STUDY

Prior to becoming acquainted with welfare matters through participation in Boards, etc., most of us saw "welfare" as limited to dealing with crippled children, orphans, the needy, etc. Our Board members feel it is a real educational process to realize that these things are but one small part of the activity that goes to make up the community and family health that is passed off under the general name "welfare".

We are aware that to appreciate the need for and the place of the skilled, trained social worker, is also a matter of community welfare education and the responsibility for providing the services therefore rests with those of us in the community who are in a position to take some responsibility for their inception.

We are also aware that there are different attitudes toward the place of the private and public social agency, with many people feeling that the Government should handle welfare services in total. Our Board, however, feels that in a free enterprise system the place of the private welfare agency must be insured because it is one place where the ordinary citizen can have a voice in the kinds of help available to anyone in the community. Despite the fact that Governments are taking increased responsibility for doing research in family and child practices, we feel that they do not have the same flexibility to do research and develop services as the private agencies, and the history of the development of welfare bears this out. There is also the known fact that there are many individuals who will preferentially approach a private agency with their problem before approaching a statute formed agency with the idea that they are then buying a professional service.

We have made these points as statements, but they are factors which contribute to the misunderstanding and misconception of the work of a Family Service Bureau, and we feel that a study like the one proposed,

by acknowledging these difficulties, can cut through them and determine the real importance of a family agency to any given community.

The foregoing material is for your consideration in preparation for undertaking this joint study.

STATISTICS

SUMMARY

1958

CASELOAD AS AT JANUARY 1, 1958..... 140

INTAKE I-

Case Accepted for Continuing Service Jan. 1 - Dec. 31, 1958..... 720

(The foregoing figure does not include any record of the generalized intake figure, that is those that are seen once or twice at intake for the solution of a problem. Our statistical count is not as accurate as it might have been because of an absence of a system of statistical recording.)

TOTAL CASES CARRIED 1958 860

(This figure represents 2019 individuals who received direct counselling services. It excludes those persons whose contact terminated at intake. We saw an average of 90 cases per month and accepted approximately 60 from March to December 31st for continuous service. The one contact intake cases represent approximately 500 additional individuals).

INTAKE FIGURES JANUARY 1959.

Unmarried Mothers 20
Intake January 1959 64 Cases
Cases accepted for continuing service..... 25 Cases

(We have undertaken a policy of restricted case assignment in order to control case loads.)

HOMELEAFER FIGURES MAY 1 - DECEMBER 31, 1958

Intake 1958 254
Eligible Cases Refused Service 53
Intake January 1959 35
Eligible Cases Refused Service 9

JOINT STUDY GROUP

EDMONTON FAMILY SERVICE BUREAU

CASE ILLUSTRATIONS

The following material has been prepared in response to the question posed at our last meeting and incidentally, a question posed many times in the last year: "in supporting a Family Service Bureau, what is it the community buys for its money, and in view of cost, is value received?"

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In paying for a Family Service Bureau the majority of communities believe they are purchasing a major instrument through which they can help to preserve healthy family life and by whose activity they hope to contribute to preventing conditions which are conducive to family breakdown. The major instrument that the Family Service Bureau uses as it strives to achieve this aim is the trained, skilled caseworker. The degree to which any Family Service Bureau can be effective is therefore in direct correlation to a community's willingness to provide the necessary tools, in this instance, staff.

The question of "success" achieved in any or all cases has often been raised. Most often the person who raises such a question differs in his concept of success from the previous individual who raised the same question, and that seems natural since we all have our own concept of success. If we can generalize, however, "success" in relation to marital or family problems is most commonly seen as a reconciled marriage, with people living happily ever after in a manner akin to the fantasy tales of childhood. This is not always the criteria used by any professional therapist, be he social worker, psychologist, or psychiatrist. Usually our aim is to help our clients find the best available alternative (which at times may be pretty poor) and within that setting to help the client live to the maximum of his or her particular level of effectiveness, efficiency, capacity and ability. Through this process we believe we are able to add to the productive side of our society by sometimes mending minor or major marital rifts, by sometimes preventing them before they occur, and sometimes by doing major "surgery" on families that are badly disrupted. I think then that success in a marriage and family counselling agency can, in some instances, be analogous to the kind of surgery that results in amputees where the end product individual is not as whole as he might be, but can still nevertheless be very effective. To give you an example of what the Family Service Bureau can do, I would like to review the following few cases with you.

1. A little 17-year-old girl was referred to us by the City Welfare Juvenile Section because they felt that the girl would not really profit from an authoritative approach but needed a more intensive treatment contact. This girl's background revealed that her natural mother and father had a history of alcoholism and marital infidelity; the father subsequently becoming a confirmed alcoholic and minor criminal, currently serving time in the state penitentiary. The girl at age 2 was placed in the home of the widowed maternal grandmother, where she remained until the grandmother died, some several years later. During the time the girl was in this home she knew no limits or discipline and always got her own way, receiving more the indulgence of a grandparent than the restrictions and directions of a parent.

It was through this period too that the natural mother re-married. Her second husband was himself a divorcee who had a boy child by his first marriage and he had custody of this child. This marriage was subsequently to produce a youngster (who is already showing signs of disturbed behaviour). The mother herself had been raised in a series of orphanages and was a person who could demonstrate little or no affection. The stepfather was a good enough man but a fellow who was very unsure of himself and very resentful that he had not progressed further in his job - a very immature person at best, (i.e. superficial values, etc.). It was to this environment that Shirley returned at the death of the grandmother. There was much conflict between herself and her stepfather's son. This boy was placed in his grandparents' home and Shirley was sent to a boarding school. During this time she did very well, showed little or no signs of disturbance, was an excellent scholar and well liked by her classmates. When she was 14 her parents, for some unknown reason, could no longer afford to maintain her in the boarding school and she returned to the home. From this time on she began to show grossly disturbed behaviour. At first her studies began to fail and she became a discipline problem in the home and the parents were never able to place any consistent limits on her. Shortly after, she began to drink at school functions and her own mother described her as an "alcoholic" at age 14 or 15. I think you can take this to mean that the girl drank to excess. This pattern, despite referral to a Guidance Clinic and several doctors, did not improve but neither did it grow any worse, until approximately 10 months prior to her referral to the agency. At that time Shirley had been going with a boy whom she believed she loved. I think this meant that the boy was kind and considerate, held certain values and moral concepts that Shirley admired, and had a family who treated her with some consideration and respect. When this boy died she took more to liquor and began to act out in a fashion peculiarly ascribed to the sex delinquent. Over the next year she was to have intercourse with some 20 men, many of them considerably older than herself. It may or may not be of interest to you to know that the sexual act of intercourse holds little pleasure for a person like Shirley, but the fact that at the moment someone wanted her, and her need to feel loved became the most important thing to her - in effect it is a negative way to try to secure a feeling of being loved and of having a sense of personal worth.

We have seen this girl every week (and often twice a week during disturbed periods) for the past several months. There is every likelihood that we may have to continue seeing her for another year or more. To "reach" this girl has been a slow, arduous process and the unleashing of emotional material that causes her to strike out and act out has been painful for her. Our chances for failure are always enhanced by:

- a) Parents who cannot be helped to change or modify their behaviour patterns to any degree;
- b) A social environment (adult and child) that is too quick to look for fault in an erring member and too slow with praise, recognition and acceptance;
- c) An absence of "foster" home facilities where she could have someone interested in her - as you and I are in our own children.

periodically come in to clarify something because he sees the agency as a positive thing. However, I feel that the costs of psychiatric care and the loss of a productive human being, were avoided by the fact that we were able to give him the proper time required for diagnosis and treatment.

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3. Mr. and Mrs. N., a couple in their mid-forties. Mr. N. is a private business man whose income varied between \$7500 and \$10,000 per annum. He had been a widower with 5 children and 2 years ago had re-married his present wife. They had decided to seek a separation and/or divorce and at an attorney's suggestion came to see us prior to beginning legal action. Mr. N. cited the problem as the fact that his wife was always trying to crowd him, was never pleased with anything he did, and was being too hard on the children. Mrs. N. felt that she had tried to do her best with a ready-made family, felt her husband was always belittling her and did not give her any recognition, and that she was dissatisfied with the degree to which he attempted to improve himself. This couple were seen weekly for a period of 6 months and have been terminated from the agency for 6 months. The sessions revealed that Mr. N. had been a farmer, happily married for many years, whose wife died of cancer, and following his first wife's death he had acted as both mother and father to the children for a period of 2 years. He described their living situation as easy-going and this was in keeping with his appearance as a big, solid, good-humored fellow. Some of the things e.g. that he said the meals were a rather haphazard affair and table manners were things not too important. Personal hygiene was something he had not stressed too much because he was busy on his farm, and that the children pretty well were inclined to do what they wanted. He felt they were very good children. He said he had met his wife when she had come out on business to his community and shortly after they were married.

At first he said they appreciated the change she made in the home routine - health routines, etc. but he showed himself to be highly intolerant of her and rivalled with her in the role of woman. He would accept the good things she did for his family and himself but reverted to "my children" when she began to discipline them and took the children's side against that of his wife. She began to make him feel somewhat inadequate and communication between them deteriorated until they could no longer talk about these problems, or even communicate physically. It was necessary for us to help him accept his own negative part in the situation and to support him in helping his wife, who was the weaker personality of the two.

Mrs. N. had been raised in a very well-to-do home and had received a college education at one of the better Universities on the Continent. In her early twenties she had been engaged and the father had broken up this love affair and never was satisfied with any suitor she brought home. He was a person who admired monetary success on the part of men and Mrs. N. had spent 20 years really proving she was the kind of man her father admired. Her career was a very immature, superficial one and she had a whole history of sex delinquencies not unlike Shirley's that we have described earlier. She found in Mr. N. the stability and security she had never had and the children she had always wanted. Her personal and cultural standards were much higher than that of her husband and she could not be too accepting of the children's level of functioning. The more Mr. N. chastised her and competed with her, the more she took it out on the children. Her problem around men and father figures was a very difficult thing for her to work her way through. Over the period of time we

worked with this couple we were able to support the strengths in the marriage. They began to communicate and share things again, Mrs. N. found an outlet for her superior intellect and when the relationship between the couple improved, the children's behaviour subsequently improved, - in their school and social activities. They have continued to function without difficulty and in a telephone conversation confirmed that they are now able to withstand the ordinary problems in marriage because of some basic security they found in one another. I would suggest that the cost of divorce, Family Court proceedings, and Juvenile Court proceedings, have been more than made up by the re-establishment of this family unit.

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4. Mr. A. was referred by the University Hospital. He was an only child, raised in one of Canada's most socially prominent families. He had been over-indulged all his life, had an excellent University education and a good war record. However, he had been wounded and from this time began to show psychiatric disturbances. He had not been able to hold a job over the past 10 years with any degree of consistency and had been hospitalized on several occasions, having been diagnosed as a paranoid schizophrenic, a person who is suspicious beyond any reason. The family history showed that he could function when away from the family but that the mother was a very self-punishing creature who always drew him back into the home, despite the suffering she had had at his hands. There were four children. He had attempted at one point to sexually abuse one of the daughters and physically abused the sons. The girls had married and moved out of the home but the boys, who were both very intelligent, showed completely disturbed behaviour whenever he was in the home.

Mrs. A. came to the agency saying she loved her husband and wanted to remain with him. It has been necessary to help her work through these feelings and to look at why she has to punish herself. She has had resentment toward her children because they are dependent on her, and she had a great deal of difficulty accepting the delight she had as they were punished. At the time the family came to us Mr. A. was in the hospital, about to be discharged. Mrs. A. was unemployed and without income and the family was several thousand dollars in debt. The boys were both under-functioning at school and the school authorities had expressed concern about them. We have continued to see the boys over a period of several months. During the past year the father has been discharged. He is working regularly, away from the family, and has contributed to their support. The mother has secured a job and has begun to seek satisfaction for herself. The financial situation of the family is greatly improved to the point where they are looking forward to being out of debt. The one boy, who had withdrawn from University, is working and taking night classes in preparation to returning to University next year, and the other youngster, who had minor difficulty with probation authorities, has become very active in church, youth activities, in music and in sports. I would assume we will have to work with this family for the next two years. Again, I would point out that broken home costs have more than adequately been repaid here.

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I would just generally cite here that we have many failures. Some of it is due to the fact that the people really do not want help; some of it to the fact that they are disturbed beyond the place where they can really be helped by our

organization (and we mis-diagnose, i.e. feel we can help them), and others are partially successful, and failure is brought on by their environment, i.e. the family or the community who cannot modify their behaviour to help the individual.

I could cite several hundred such instances that have taken place over the past year. In my opinion any one of them pays the community back in dollar cost. For the values that cannot be measured in material quantities, I think the community could not pay for the results achieved. I think if you ask yourself if this happened to your family, as it very well could, would you want anything less for yourself, your wife or your children? I think our service is inadequate at the moment because we cannot meet the demand. Without implying any form of jest, I hope that it would not be a friend or relative of yours that we would have to turn away.

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EDMONTON FAMILY SERVICE BUREAU

REPORT ON FEE CHARGING

At the request of the budget committee of the Community Chest, the Program Committee of the Edmonton Family Service Board undertook to examine the feasibility of charging fees for casework services provided by the Bureau staff.

(A) METHOD:

In view of the number of "fee charging" studies that have been undertaken by the family agencies in Canada and the United States, it was felt that a comprehensive "library" study would be of greater value than a detailed local undertaking. Accordingly material was secured from:

1. The Calgary Family Service Bureau as a comparable organization newly embarked upon a fee charging program.
2. The Winnipeg Family Service Bureau as an agency serving a similar community.
3. The Minneapolis Family and Children's Service as an agency with an established fee policy.
4. The University of British Columbia - a thesis which comprised the most recent and detailed study of fee charging in Canadian Family Service Agencies.
5. Various papers, books and pamphlets dealing with studies and experiences in fee charging of some 40 odd Canadian and American family agencies.

This material was reviewed and compiled by the chairman of the committee and presented for examination in committee, and subsequently to the Board. It was decided that the casework staff should determine the scale of fees. The recommendations of the Board and staff are set forth later in this report.

(B) FINDINGS:

1. History - The principle of fee charging has long been established in many social agencies primarily those dealing with services for children, the aged, nursing care and recreation. Part of the reason for commencing fee charging was to defray costs but this was seldom ever accomplished to any appreciable degree. Fee charging for casework services is a more recent development arising largely from the insistence of a group of families who are able and anxious to pay.

It is to be noted that the Edmonton Family Service Bureau has for some time charged a fee for Homemaker Services provided through the agency and has in the past months received a number of small donations from clients who received counselling services from the agency.

2. Extent in Family Service Agencies - The committee noted that less than 33% of Canadian family agencies charged fees but many of them were considering fee charging as a possibility. They noted a discrepancy in the kinds of services for which fees are charged. In the U.S. approximately 60% of family agencies charge fees.

3. Effect on Agency Budgets - It was noted that the local request came as a suggestion that fees could provide a source of revenue. However, all agency reports show that fees do not provide any sizeable source of revenue since too few clients can meet the full costs. Fee revenue varies from 1% of the agency budget, (e.g. Calgary) to 10% (the latter instance being where a fee policy had been in effect for 15 years). In the average agency fees represented but 2% of the total budget. It is noted that the Homemaker fees represented approximately 30 % of the Edmonton Family Service Budget for this service during 1958.

4. Objections/Problems to Implementing a Fee Program

- (a) Community attitudes - it is necessary to determine broad community reaction since in some instances contributors felt their dollar support was enough and tended to withdraw support where fees were charged.
- (b) Lay (Chest & Council) attitudes - where there was not acceptance and understanding of the family agency and its fee system, there was a tendency to want to withdraw Chest support when fees were charged.
- (c) Other professionals - their understanding a pre-requisite to continuous harmonious working relationships.
- (d) A fear that the client who could not pay would be neglected; or that demand for service would have even less time available to the "hard to reach" client.
- (e) The fact that social workers tended to have varying degrees of negative reaction to the idea of fees.

5. Values of Fee Charging

- (a) Through limited in revenue value it does provide additional monies, thus enlarging amounts available to the overall welfare community; the additional funds have helped provide for expansion.
- (b) It removes the stigma attached to social agencies permitting use of them by a wider group of the population.
- (c) It is in keeping with the prevailing cultural pattern of paying for service - thus reduces asking for help or accepting charity to purchasing a professional service.
- (d) It has diagnostic and therapeutic value for the client - i.e. time is money and motivates the client in many instances to make the most effective use of time available.
- (e) It consistently improves the quality and calibre of service by demanding the best in skilled service.

3. Other Professionals: were surveyed in a cursory fashion and were in general agreement as to a way to:
 - (a) improve the quality of service
 - (b) reduce charity to the purchase of a professional service for those who could afford to pay.
4. That there would be no less number of individuals served who could not pay but more who were able to pay. The influx of cases would permit less time available for the "hard to reach" client.
5. Social Work Staff: had no misgivings about the idea of a fee; felt it would motivate them to provide better service; were concerned about the additional time required to determine the scaled fee and felt that with this inauguration case loads should be restricted to Family Service Association standards in keeping with local Chest support.
 - (e) There was general agreement as to the VALUES as set out under item #4.
 - (f) That the agency met the general pre-requisites for a fee program and that Chest and Council understanding and support of the family agency could best be determined by the latter organizations.

RECOMMENDATIONS:

1. That a fee charging program for marital and family cases be put into effect as at January 1, 1959 on an experimental basis.
2. That prior to the inauguration of a fee policy a thorough public relations/education job be done through local newspaper, radio and T.V.
3. That the fees be estimated at 1% of the revenue during the first year of operation (it being assumed the proportion will gradually increase to 5 - 10%).
4. That the program be inaugurated on the understanding that Chest support will be forthcoming for those pre-requisites to a quality program, namely - adequate numbers of trained experienced counsellors, plus proper consultive services.
5. That a fee be charged per interview on the attached sliding scale with a range from \$1. - \$15. such scale to be revised upwards or downwards annually as conditions warrant or indicate.
6. That the internal operation, billing, etc. be a responsibility of the Executive Director and staff.

SUBMITTED - Mrs. L. Sacks, Chairman, Program Committee.

APPROVED BY - EDMONTON FAMILY SERVICE BOARD OF DIRECTORS,

1958

CHART EXPLANATION

Introduction

The attached chart was prepared at the request of the Joint Study Committee which has been examining the place of the Family Service Bureau in the development of welfare facilities in Edmonton. It was seen by Bureau representatives on the Committee as a relatively important request because unlike other social or recreational agencies the Bureau has no "parent" organization other than the Chest with whom it engages in joint planning or to whom it can look for support in the areas of planning and financing.

The chart does not have the approval of either the Board of Directors of the Edmonton Family Service Bureau or any of its committees but reveals the thinking of the Executive Director in response to the Joint Study Committee request. It is based upon his knowledge of the Edmonton Family Service Bureau over the past 15 months; from material revealing the Bureau's development over the past 17 years and from the Executive Director's experience in establishing district public and child welfare offices and court services. The material pertaining to clerical services is similar to that of other social agencies with which the Executive Director is familiar.

Explanation

. The squares marked with an asterisk are current approved positions. The explanation for all of these positions was given at an earlier committee meeting.

. Casework Services

. The five year planning should envision 14 casework positions excluding the Director and Case Consultant. This takes into account the current 320,000 plus population of Greater Edmonton as well as the population from the surrounding area. Depending upon population growth, demand for service, etc. the plan may have to be accelerated in 1961 to plan for three additional workers per year rather than two as set forth in the chart. It would be my suggestion that the committee take these factors into consideration thus allowing some flexibility in planning.

. The casework position for the year 1959 (set out in dots) is the one requested in 1958 budget and although rejected remains the absolute minimum requirement for the current year operation.

. The square marked in-trainees on leave reveals the Bureau Board's awareness of the difficulty of securing properly qualified and trained staff. The in-trainee workers in the agency work for varying periods of time up to two years and then goes on leave of absence for 10 months of the year for a two year period. They are given part salaries as determined by the Board e.g. current in-trainee \$60. a month. The in-trainee signs an agreement to return to work for the agency for the period of time equivalent to the number of years in which funds were provided for educational leave. Failing to do this, the in-trainee has to repay funds advanced, on the basis of money loaned at $3\frac{1}{2}$ percent.

. The student unit (outlined in dots) is the part of the Bureau's plan to encourage properly qualified social workers to come to Edmonton. It is also part of the Bureau's responsibility to participate in social work education.

. Over all planning of professional positions (excluding the Director and the Consultant) should eventually require four senior social work positions i.e. three additional positions; ten M.S.W., B.S.W. positions - one or two of which may be in-trainee i.e. B.A.'s. This represents six additional positions. A total of 9 additional positions.

(You will note that the two casework positions for 1964 are dotted in. This was done, keeping in mind that the caseworkers now utilized for unmarried mother services may be reduced to nil or to one, with either the one or two positions being absorbed into the counselling services thus reducing the number of new positions that will be required.)

. Other Professional Services

. Clerical Services

At the present time there is a bookkeeper and two stenosecretaries.

. The chart sets out three additional positions. The switchboard receptionist position discussed at an earlier meeting should, I believe, come into being this year. We have not had sufficient time to determine how busy the switchboard will be. Earlier we had estimated 120 incoming and outgoing calls a day but during the past week there have been as many as 170. Reception at the desk will vary from 10, on an extremely slow day, to 50 on a Thursday. The steno ratio as planned would be one steno to four social workers. This is comparable to the City Public Welfare in that it sets aside the switchboard-receptionist and accountant but does not set aside the filing as per the City.

. Additional Costs - equipment

- . office equipment per caseworker - approximately \$200.-\$225.
- . office equipment - typewriter per steno \$400.
- . ultimately additional office space would be required.

