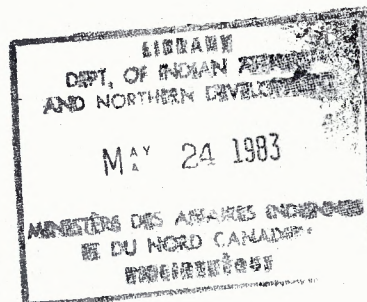


Social services study, Calgary, Alberta

BY: R. Boman

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Department of Indian Affairs and Northern Development



Social Services Study

Calgary, Alberta

Project No.: 2-1-105

Study Team

R. Doman

D. Cardill

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EXECUTIVE SUMMARY

The study of the Social Services unit of the Blackfoot, Stoney, Sarcee District, located in Calgary, is primarily oriented to the urban welfare situation. Briefly, observations and subsequent recommendations contained in the report are as follows:

- Need for improved management reporting systems - similar to provincial standards and required to overcome the existing quality of caseload and expenditure statistics.
- The polarization of assistance programs being conducted by the Education function to Community Affairs.
- Increased emphasis on enrichment of the quality of life through rehabilitation rather than existing monetary relief.
- Establishment of standard criteria for approval of welfare payments.
- Consideration toward the use of non-professional staff in issuing social assistance
- Increased liaison and compatibility with the province in relation to operating procedures and case work reporting.

Additionally, a portion of the report is devoted to the proposals of the Calgary Urban Treaty Indian Alliance. The team has attempted to summarize both the benefits and shortcomings of contracting this service as well as outlining some alternatives which should be considered.

INTRODUCTION

The study of the Social Services unit of the Blackfoot, Stoney, Sarcee district began on January 28, 1974.

The Terms of Reference were restricted to the off-reserve or urban welfare situation, therefore very little emphasis was placed on the reserve welfare problems.

It is interesting to note that there has been a marked increase, over the past four years, in the number of native people moving to urban centres. This represents a relatively new problem to the department whose efforts have been primarily directed toward the rural reserve.

On a local scale the dispersements for public assistance, over the same four year period, has increased by approximately 100 per cent.

Several in-depth studies, concerning the social and migratory aspects, of the Calgary situation have been undertaken by the School of Social Welfare, University of Calgary. Although these studies contain some very interesting observations and data, they have had little bearing on the planning, policies or procedures.

WORKLOAD COMPARISONS:

The average caseload (83) per worker in the Calgary office is lower than the provincial standard (96) and there is a difference in the functions performed out of these offices. The province offers more substantial counselling services and corrective aids than departmental Social Services. The counselling responsibilities of departmental employees are eased in the Calgary office by the "Urban Alliance of Treaty Indians" who are actively involved in this type of service.

The department, in particular the Calgary office has an inadequate system for the allocation of work. At present each worker simply takes a day and accepts all incoming cases on that day. There is no consideration given to what might be a fair workload and the entire process is conducted at random with inefficient results.

The province has developed excellent recording and reporting systems as well as establishing criteria for determining average caseloads and work standards for caseworkers. The Departmental operation is not closely aligned with the province but would benefit from a close working relationship. In view of the department's plans to hook-up to a proposed central computer information system with the province immediate affiliation would be advisable as the first phase of the switch-over is now being implemented.

It is recommended that:

- (1) *The department should adopt a closer working relationship with the province in order to take advantage of the work standards and caseload criteria established by the provincial social service office.*
- (2) *The Department should align their Social Service programs with the province's computer Information System immediately in order to take full advantage of their gradual implementation program which has all ready began.*
- (3) *In view of the difference between departmental and provincial caseload and work standards, the departmental Social Services sections staff requirements should be re-examined after liaison with the province has been established.*

PROVINCIAL RESPONSIBILITIES

Provincial welfare offices are authorized to provide services to any person of Indian Status (off reserve) at the point of need, but, it is current practise that when they do so to charge back to the Department of Indian Affairs. There are three regions where the province has accepted full responsibility for off reserve social services (Maritimes, Quebec, Ontario). The present system in Alberta has many disadvantages including duplication of services, staff and facilities and it is not uncommon to find that clients are receiving benefits from two or three sources (e.g. municipal, provincial and departmental welfare offices).

In view of this it is recommended that:

- (4) *Further consideration be given to emphasizing negotiations for provincial take-over of all off reserve Social Services.*

ALLOCATION OF OFFICE SPACE

In August 1972 the Blackfoot/Stoney/Sarcee District Office relocated to new accommodations as a result of overcrowding. The new accommodations as presently set out are not adequate for the new needs of the District Office. The Social Services operations should be separated from all other areas within the District Office because of the nature of the operation. Recipients of Social Services present many distractions to employees in the District Office as they move freely and noisily throughout the office. Unless steps are taken to alter this problem productivity in the office will remain below average.

Therefore it is recommended that:

- (5) *Request the assistance of the Departmental Accommodation Staff to re-design the present accommodation to better service the District or to relocate to new accommodations offering a separate area for Social Services which would include washroom and play areas.*

COMPARISON - DEPARTMENTAL ASSISTANCE PROGRAMS

There are many areas where minor duplication of financial assistance programs exists but the most significant example is between Social Services and Education. All branches of the department use provincial assistance scales or manpower rates as a guide in awarding assistance and there is very little variance in available maximum allowances. The allowance and types of aid are similar but the criteria for approval of applications differs between Social Services and Education. Education offers a wider range of assistance and more extensive counselling and constructive aid to clients.

At present Education and Social Services share responsibility for up to fifteen cases a month. The number of shared cases could increase with improved communications between Welfare and Education. The result would be a more constructive type of aid to the client, and possible a decrease in the numbers of individuals obliged to accept the perpetuation of continuous welfare instead of a more constructive self-help type of aid from Education.

It is recommended that:

- (6) *Social Services and Education should work more closely in co-ordinating and planning programs, with emphasis on dividing cases in the long range interest of the client.*

- (7) *Consideration be given to taking assistance-type programs away from Education and polarizing all social services with no decrease in the variety of services available.*

FACTORS LEADING TO ESCALATION OF WELFARE EXPENDITURES

In accordance with the terms of reference contained in the Engagement Memo the following points are presented as factors which may have caused an increase in annual social assistance expenditures.

Increase in Scale of Assistance

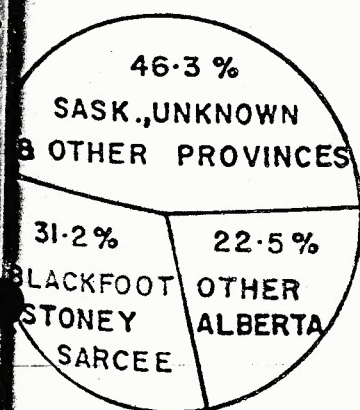
The increase in provincial assistance scales, which are also used by the Department have undoubtedly had a long range effect on welfare expenditures. (August 1970, January 1972, May 1973 and January 1974).

Migration from Other Areas

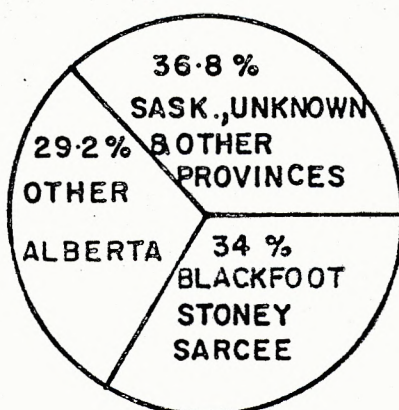
Approximately 2/3 of all welfare recipients in the urban Calgary area have migrated to Calgary from other districts as indicated by the following "pie charts." Over a three year average (1971-72-73) the percentages are as follows:

Sask. & Other Provinces	38.0%
Other Alberta	29.3%
Blackfoot, Stoney, Sarcee	32.7%

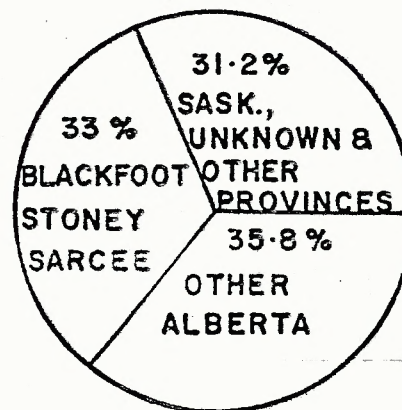
1971



1972



1973



Therefore it is recommended that:

- (8) *Further study should be undertaken to determine the social/economic factors which are attracting Indians to specific areas of Alberta and to identify if this migration is long or short term.*

Work Opportunity Programs

The Work Opportunity Program which is funded as a welfare project on the reserves contribute to the increases in case load and expenditures. This program has on occasion attracted individuals from the work force.

It is recommended that:

- (9) *Improved information systems (Provincial Computer Hook-Up) and managerial control to ensure only benefide welfare recipients are hired in this program.*

Absence of Adequate Policy Regulations

There is on occasion approval of issues of welfare assistance without authorization under existing regulations which are at present inadequate.

It is recommended that:

- (10) *A standard criteria for approval of welfare applications be established.*

Lack of Management Guidelines and/or Decisions

Cultural and political pressure reverses and influences decisions on welfare applications. A lack of firm management and backing from District, Region and Ottawa supporting staff decisions further complicates this issue.

Recommendations:

- (11) *Consideration should be given to placing emphasis on hiring well qualified staff and increasing opportunities for extensive staff training.*
- (12) *Management must exercise controls on welfare administration and they must also determine and maintain their roles as custodians of public funds.*

CALGARY URBAN TREATY INDIAN ALLIANCE

The Calgary Urban Treaty Indian Alliance became operational in the Spring of 1973, as the result of an apparent need for a centralized agency to cope with the problems of Treaty Indians arriving on the urban scene.

The objectives of this organization are as follows:

1. To enhance the adequacy and effectiveness of existing social services in Calgary by creating in them a greater awareness and understanding of the priority needs and values of urban treaty Indians. This will be done through a process of consultation, co-operation and intensive public relations.
2. To heighten the awareness and increase the receptivity of Indian people to existing social service agencies in order that optimum use of these services can eventually be made.
3. To provide social services which are both physically and emotionally accessible to migrant Indians by eliminating those barriers that result in underutilization.
4. To present an opportunity for Indian people to obtain experience and training in the delivery of social services in an atmosphere conducive to their learning.
5. To develop a model for service delivery that may be adopted by other Canadian cities and adapted to the needs of Indian people in their process of adjustment to urbanization.

Recommendations contained in previous studies coupled with escalating welfare expenditures clearly identify the need for a concentrated effort in the area of rehabilitation.

The initiation of a major rehabilitation program would require an expansion of existing resources which, for the most part, are geared toward providing financial support or emergency relief. The adoption of this course of action could conceivably justify the existence of the Urban Treaty Alliance or similar groups, as a tool of the department, engaged in areas of counselling where professional competency is not essential.

Presently, there are number of agencies in the Calgary area which extend services to status Indians, some of which are duplicated. (See Appendix III, page 24). The addition of another group providing social services solely to status Indians appears to be a further duplication. The delegation and duplication of some departmental activities to a group such as the Urban Treaty Alliance could conceivably fragment the effectiveness of present and proposed programs.

The C.U.T.I.A. have submitted a demonstration proposal to the department, which includes a request for an accountable grant in excess of \$200,000, over the next two years. The team contends that if the department intends to support this venture, it should be funded in the same manner as during the first few months of operation. Presumably, more control could be exercised over this group if cases were allotted on a "non-basis" or

per case" basis. This should be carefully delegated and monitored to ensure that the cases for which the department would be invoiced are bona fide.

One of the eventual benefits of contracting social services from the "Alliance" could be the training and experience acquired by the Alliance through exposure to daily management and counselling activities. Apart from being a training ground for band employees engaged in on-reserve welfare activities, there is a distinct possibility that groups such as this may eventually assume the total responsibility for social services in urban centres.

With the exception of providing training for Indian people through resources which are somewhat independent of the department the team sees few advantages in supporting the Alliance. The application of the proposed funds toward expansion of departmental staff in the District social services office would achieve the same result with greater control and effectiveness with a minimal degree of political pressure.

The future of the C.U.T.I.A., on either a contracted or grant basis will be somewhat contingent on the management role demonstrated by the District Supervisor of Social Services. The C.U.T.I.A. has the potential of becoming a "political monster", rather than an effective service agency, if some form management controls are not exercised.

The existence of the Calgary Urban Treaty Indian Alliance will have

- (a) The C.U.T.I.A. are not public servants and therefore, cannot commit funds on behalf of the department.
- (b) The Alliance is currently, merely supplementing the district office activities rather than replacing them.
- (c) Until the C.U.T.I.A. has proven that it is a viable alternative to the present delivery system.

In summary the team recommends:

- (13) *More emphasis be placed on rehabilitation and improvement of the quality of life - rather than the existing monetary relief.*
- (14) *Consideration be given to greater utilization of existing social services provided by other associations, departments and government agencies.*
- (15) *The department carefully evaluate the benefits of supporting the C.U.T.I.A., as a means of training to meet future counselling needs, for both reserve and urban social programs.*

- (16) *As an alternate approach to the C.U.T.I.A., to maintain a greater degree of control and effectiveness, the department should consider directing the funds in question toward the expansion of existing staff resources in district offices.*
- (17) *The decision to support the C.U.T.I.A. should also include the method of funding, with positive consideration to "per hour" or "per case" payments as opposed to operational grants.*

GENERAL OBSERVATIONS

At the time of the study, it is understood that there was less than 3% unemployment in the province of Alberta. Although no reliable statistics were available as to the number of employed and non-employed indian people, the team could not determine the same rate of decline in the welfare caseload or expenditures from this office. This would seem to indicate a further need for entering into a program of rehabilitation whereby the indian people would more readily fit into the main stream of society.

The social services staff, primarily indian, are often criticized by the non-indian staff of being too liberal in the delivery of social assistance. Apart from differing social and economic values, this would appear to be the result of inadequate policy guidelines. The absence of guidelines and/or decision criteria leaves the social worker with a great deal of latitude in issuing assistance. This normally results in a situation whereby the welfare recipient receives maximum or near maximum benefits.

In view of this, it is recommended that:

- (18) *Policy guidelines and decision criteria be developed in an attempt to curb the rising cost of welfare and minimize the value judgement aspects of issuing social assistance.*

Ideally, these guidelines should be developed using the resources of qualified social workers at both the regional and district levels. These

social workers of the routine duties of administering welfare, and allowing them to concentrate their efforts toward rehabilitation.

It is therefore, recommended that:

- (19) *Consideration be given toward the use of administrative or non-professional staff to dispense social assistance benefits.*

Management

There is clearly a need for increased management decisions, co-ordination and controls. It must be recognized that the amount of funds available for welfare are not 'limitless' and a greater effort must be made to reduce the differences between estimates and actual expenditures. The team feels that the management of social programs is not solely the responsibility of the District Superintendent of Social Services. The program also requires the co-ordination and control of District Supt. of Community Affairs, Regional Supt. of Social Services and the Assistant Regional Director for Community Affairs.

The team feels that more emphasis must be placed on the D.S.S.S., to perform the following:

- (a) Co-ordinate and monitor the activities and administration of Band Welfare Committees, to curb the escalation of welfare costs and provide advice and training to the bands.
- (b) Promote greater utilization of existing services and facilities available from other agencies through increased liaison and

- (c) To maintain a management reporting system consisting of statistics which have some continuity and reliability for the purpose of accurately depicting the past and present situation as a means of estimating for future resources.
- (d) Accelerate the case work or rehabilitation aspects of the program to resolve the long term problems of individuals rather than provide 'day to day' benefits.
- (e) The supervision and control of subordinate staff to achieve a greater degree of effectiveness in social programs.
- (f) Maintain an improved working relationship with other district functions or programs which are inter related to promote a corporate approach to common problems.

Engagement Memo

Project No.: 2-1-105
Title: Social Services Study
Calgary

Client: F.A. Clark
A/Regional Director
Indian Affairs
Alberta

MANAGEMENT CONSULTING SERVICES TEAM

Manager: T.K.L. Rowe
Team Leader: R. Boman
Analysts: D. Cardill
C. Eberts

CLIENT LIAISON:

Mrs. L. Ingram
Regional Consultant
Social Welfare

(a) Scope, Objectives and Terms of Reference of the Project

The project will be concerned with the counselling and administration of Social Services benefits to Indian people, living off-reserve, in the area covered by the Stony/Blackfoot/Sarcee District office, Calgary, Alberta.

Objectives of the project will be to:

- Identify the workload and allocation of office space with respect to the counselling and administrative support aspects of the operation.
- Identify differences, if any, between other departmental programs in relation to the standard of food, clothing and shelter.
- Determine the availability of social counselling from other sources; such as provincial agencies and native organizations.

- Determine if the responsibility of the provincial government, for off-reserve Indians relocating from other provinces, is being followed.
- Identify the factors leading to the escalation of welfare expenditures and recommend possible solutions or alternatives.

(b) The project will be completed in one phase, encompassing:

- Fact finding at the field level.
- Analysis, development of recommendations and preparation of written report.

Proposed target dates:

Start: January 28, 1974

Completion: February 22, 1974

(c) Resource Requirements

Other than the intermittent involvement of program staff during fact finding all project personnel will be supplied from Management Consulting Services staff.

<u>Fact Finding</u> <u>Field</u>	<u>Man-Weeks</u>	<u>Travel Costs</u>	<u>Time</u> <u>Period</u>
	6	\$2,350	January 28, 1974 February 8, 1974
 Analysis/Report Ottawa	 6	 -	 February 11-22, 1974

Cost of travel and printing of reports to be borne by:

Indian/Eskimo Affairs,
Regional Director,
Alberta Region.

There will be no charge for salaries of staff from Management Consulting Services.

(d) Project

Oral report of progress and, preliminary recommendations will be presented at the end of fact finding stage. Written report to be submitted to clients upon completion of the study.

APPROVED:

Fred J. McLeish

DATE:

Jan 22/74

Regional Director,
Alberta Region.

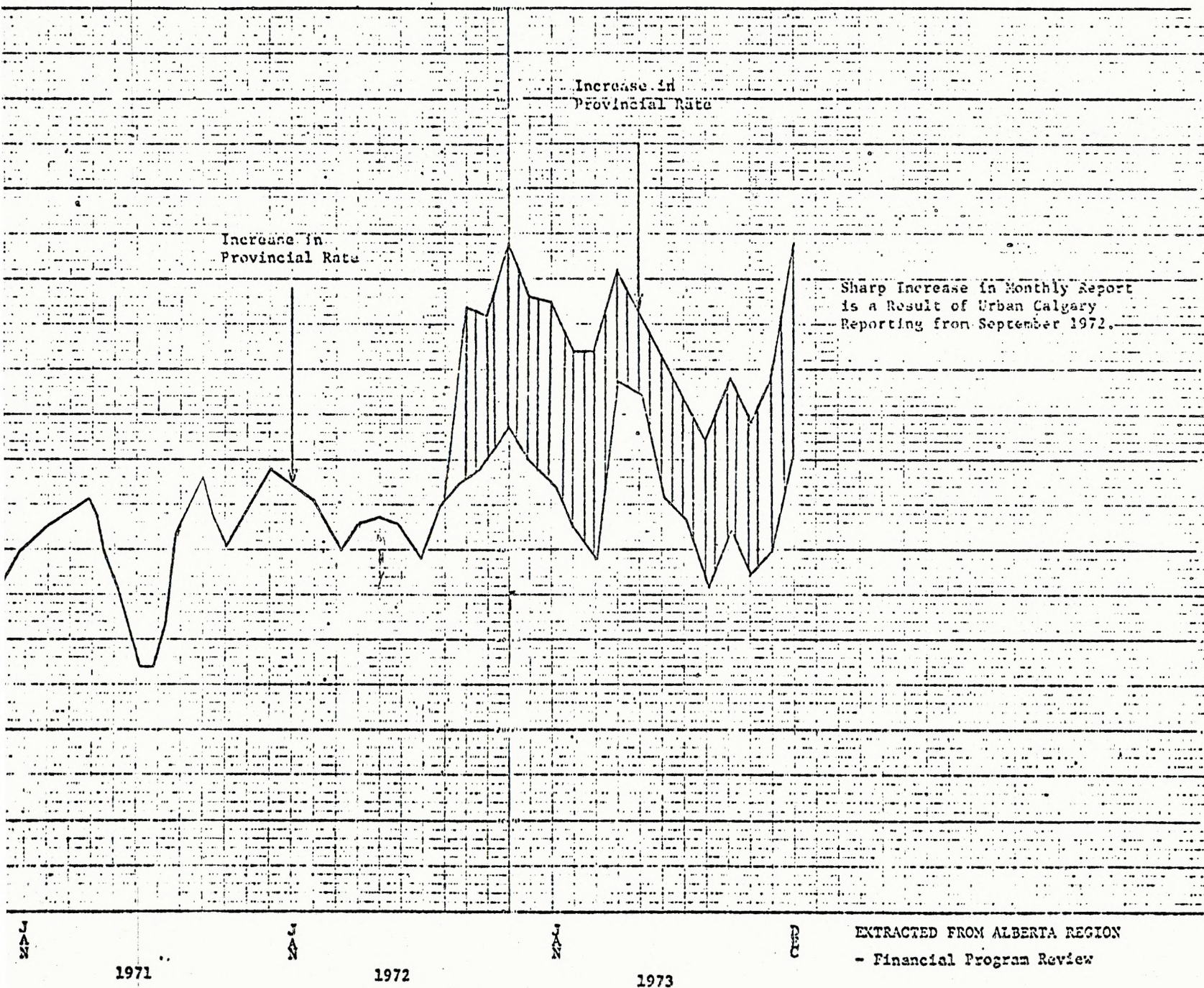
APPROVED:

HLL

DATE:

Feb 4 / 74

Chief, Management
Consulting Services.



Friendship Center	Dept. Sec. State.	Orientation Recreation Emergency Aid. Homefinding Assist and Employment	Indians status and non status	Mon. to Fri. 9 to 5 Sat. 9 - 5 Sun. 12 - 6	None	Calgary 264-1155
of Alberta	IND. Affairs	Information	Status IND.	9-5 Mon. - Fri.	None	11710 Kingsway Ave Edmonton 403-453-3661
Alliance	IAND. Affairs	Orientation. Counselling Homefinding Assist.	Status INDS..	Mon. - Fri. 9 - 4	None	Calgary 223-12th Ave. S.W 261-4670
housing		Homefinding	Status & Non Status INDS.	Mon. To Fri. 9 - 5	None (rent)	Calgary 403-261-9792
tr.	Sec. State	Funds friendship Center Provides opportunity for travel and cultural expression	Status and non status	Mon. to Fri. 9 - 5	None	Edmonton 403-425-6730
	Fed. Govt.	Financial Assist. for Social, Cultural Educational & Economic Programs	Status INDS	Mon. to Fri. 8 - 4	None	Calgary 262-6136
Services	Nat. Health & Welfare	Supervision of Health Services	Status INDS.	Mon. to Fri. 8 - 12	None	403 Customs Bldg. Calgary 269-7916
object	Catholic Church	Drop-in Center Counselling	Anyone	Mon. - Fri. 9-4:30	None	704-1st Street S.E. Calgary 261-8940
of Alberta	Fed. Govt. Variety of Depts. (depending on Prog.)	Political Social Economic & Cultural	Metis & Non Status	Mon. - Fri. 9 -4:30	None	301-8th Ave. S.W. Calgary 264-5599
lling		Counselling Legal & Social	All native people.	Mon. - Fri. 8:30-4:30	None	109B-8th Ave. S.W Calgary 261-5813
	Private	Recreational	Anyone	Mon. - Fri. 9 a.m. - 10 a.m.	Member- ship	332-6th Ave. S.W. Calgary 269-6156
ry es Dept.	50% Provincial 50% Federal	Financial Assist. for Social Progs. counselling.	Anyone	Mon.-Fri. 8-4	None	3 Calgary Locations

APPENDIX IV

Abstract of Recommendations

- (1) The Department should adopt a closer working relationship with the Province in order to take advantage of the work standards and caseload criteria established by the Provincial Social Service Office.
- (2) The Department should align their Social Service programs with the Province's computer Information System immediately in order to take full advantage of their gradual implementation program which has all ready began.
- (3) In view of the difference between Departmental and Provincial caseload and work standards, the Departmental Social Services Sections staff requirements should be re-examined after liaison with the Province has been established.
- (4) Further consideration be given to emphasizing negotiations for Provincial take-over of all off reserve Social Services.
- (5) Request the assistance of the Departmental Accommodation staff to re-design the present accommodations to better service the District or to relocate to new accommodations offering a separate area for Social Services which would include wash-room and play areas.
- (6) Social Services and Education should work more closely in co-ordination and planning programs, with emphasis on dividing

- (7) Consideration be given to taking assistance-type programs away from Education and polarizing all social services with no decrease in the variety of services available.
- (8) Further study should be undertaken to determine the social economic factors which are attracting indians to specific areas of Alberta and to identify if this migration is long or short term.
- (9) Improved information systems (Provincial Computer Hook-Up) and managerial control to ensure only bonafide welfare recipients are hired in this program.
- (10) A standard criteria for approval of welfare applications be established.
- (11) Consideration should be given to placing emphasis on hiring well qualified staff and increasing opportunities for extensive staff training.
- (12) Management must exercise controls on welfare administration and they must also determine and maintain their roles as custodians of public funds.
- (13) More emphasis be placed on rehabilitation and improvement of the quality of life rather than the existing monetary relief.
- (14) Consideration be given to greater utilization of existing

- (15) The Department carefully evaluate the benefits of supporting the C.U.T.I.A., as a means of training to meet future counselling needs, for both reserve and urban social programs.
- (16) As an alternate approach to the C.U.T.I.A., to maintain a greater degree of control and effectiveness, the Department should consider directing the funds in question toward the expansion of existing staff resources in District Offices.
- (17) The decision to support the C.U.T.I.A. should also include the method of funding, with positive consideration to "per hour" or "per case" payments as opposed to operational grants.
- (18) Policy guidelines and decision criteria be developed in an attempt to curb the rising cost of welfare and minimize the value judgement aspects of issuing social assistance.
- (19) Consideration be given toward the use of administrative staff to dispense social assistance benefits.