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NATIONAL STANDARDS SOCIAL ASSISTANCE
PROGRAM

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SOCIAL ASSISTANCE PROGRAM



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SOCIAL ASSISTANCE PROGRAM

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I. INTRODUCTION

A. Background

Prior to 1964 the Indian Affairs Branch of the Department of Citizenship and Immigration administered a Welfare Assistance Program using national benefit structures and rates. Schedules for food allowances were established by the Department of National Health and Welfare. Moreover, bands with resources were required to set aside a portion of their revenue funds from trust accounts to meet the cost of welfare assistance and funeral costs to indigent band members. That system facilitated Program and expenditure control but created problems in relating programs and services to the diverse social and economic conditions of Indian people across the country; inequities in assistance and services available to Indians residing on and apart from reserves and between Indian and non-Indian people; and, impediments to Indian band governments in program design and delivery.

Treasury Board Minute No. 627879 dated July 16, 1964 authorizes DIAND to adopt provincial and municipal welfare assistance rates and conditions in the administration of welfare to Indians. Analysis of the document and costing of the proposal indicates that in 1964 welfare was interpreted in a conventional way and corresponds to municipal welfare assistance, provincial general assistance, Social Aid, etc. At that time, most provincial governments administered categorical assistance programs such as Blind Persons' Allowances, Disabled Persons' Allowances and Old Age Assistance program which were cost-shared with Canada and administered by provincial governments. Some provinces administered and funded mothers allowances and extended the latter benefits to Indian people residing on reserves.

In order to make additional funds available to Indian communities for community infrastructure and economic development, in 1964 or 1965, DIAND ceased requiring Indian bands to use their trust funds to meet the cost of social assistance.

After the Government of Canada passed the Canada Assistance Act in 1966, provincial governments reorganized their income maintenance programs in order to qualify for cost-sharing with the Government of Canada. In other words, categorical assistance programs were abolished in favour of general

assistance programs. This shift had significant implications for the social assistance program of DIAND; those implications were neither recognized nor dealt with.

Vestiges of the foregoing delineation of federal-provincial government responsibilities for administering and funding income maintenance programs remain. For example, in Ontario, the General Assistance Program which corresponds to the traditional definition of welfare by DIAND is administered by the Province of Ontario with reimbursement from Canada (approximately \$14M annually); the Family Benefits Act is administered and funded by the Province of Ontario (approximately \$18M annually to Indian people) with no reimbursement from DIAND. Nova Scotia administers and funds Family Benefits to Indian people residing on and apart from reserves, etc.

There is no generally accepted and readily identifiable entity known as social assistance within a majority of provincial comprehensive public assistance programs.

The definition of assistance contained in the Canada Assistance Plan is much broader than the term welfare as used in T.B.M. No. 627879. Accordingly, it does not provide a definition which can be adopted by DIAND.

National Office, DIAND, has provided its Regional Offices with no guidelines or direction in determining components of comprehensive provincial income maintenance programs to be adopted as components of its social assistance program. Because some portions of provincial government programs, e.g. benefit schedules, were adopted more readily than others, e.g. conditions of eligibility, and because of inadequate adaptation of provincial income maintenance programs which tend to be based on urban and wage economies, regional Social Assistance Programs of DIAND frequently lack a coherent and cohesive philosophical and conceptual base for meeting the income maintenance needs of Indian individuals and families. Without a sound philosophical and conceptual base, the developmental components of the program have been impaired.

The Social Assistance Program is under constant review and revision to make it more directly and significantly relevant to changing social and economic conditions in Indian communities and changes in the funding and delivery of .

services of a health, economic, educational housing, and social services perspective in Indian and adjacent non-Indian communities.

Persons involved in the development of policies and the administration of the Social Assistance Program believe that it is neither possible nor desirable to extend to Indian communities an exact replica of comprehensive income maintenance programs established by provincial governments.

Like all income maintenance programs which are based on a financial needs tests and responsive to the differing needs of individuals and families, the Social Assistance Program is complex and costly to administer. This approach has the advantage of ensuring that basic income maintenance needs of Indian people are met with a minimum of current government expense.

A majority of Indian people residing on reserves and Crown lands in Canada are reliant on Social Assistance for their livelihood. Accordingly, the Social Assistance Program reaches dramatically into the lives of Indian people and has great potential to support and to undermine social and economic development of Indian people.

The Social Assistance Program did not create but is a response to poverty in Indian communities. It is based on the premise that other programs and services of DIAND and of the federal, and provincial and band governments share responsibility for creating alternatives to social assistance as a livelihood for Indian people.

B. The Need for Standards

DIAND is accountable to Parliament through the Minister for funds appropriated to it and therefore must establish certain standards for their use.

Operating Standards are necessary:

- (a) to set forth the rights and responsibilities of Indian people in respect to financial assistance and services relevant to their circumstances;
- (b) to establish the parameters of the Social Assistance Program and its relationship to other programs and services;

- (c) to ensure fair and equitable treatment of applicants and recipients of social assistance;
- (d) to provide a systematic approach to administration;
- (e) to provide direction and support to administrators to ensure that financial assistance is provided at authorized rates to those and only to those persons for whom it is intended;
- (f) to establish a reliable system of gathering data to assist in interpreting the needs of Indians in order to obtain program funds and to provide assurance that funds are expended properly; and,
- (g) to provide standards against which the Social Assistance Program may be evaluated for efficiency and effectiveness.

C. The Development and Maintenance of Regional Standards

Each Region of the Indian and Inuit Affairs Program shall develop a Social Assistance Program Manual in conformity with the following statements of policy and standards.

The Social Assistance Program Manual for the Region shall be the basic statement of policy and practices within the Region. All supplementary directives shall be developed as amendments and incorporated into the Manual within ninety days. A copy of all amendments to Social Assistance Program Manuals and all forms used in the administration of the Social Assistance Program shall be forwarded to the Social Development Directorate, Indian and Inuit Affairs Program, Ottawa, for review and monitoring.

The Chief and Council and the Administrator of the Social Assistance Program in every Indian community shall be provided with a copy of the Social Assistance Program Manual and all amendments.

National office will develop Guidelines to amplify policies and procedures outlined in this document.

II. OVERVIEW OF PROGRAM

A. Definition and Objectives

The Social Assistance Program provides for financial benefits and services to and in respect of Indian individuals and families who are in need as determined by the application of a needs-test and who meet other eligibility requirements, to enable them and their dependents to maintain health, safety, dignity and family unity.

The Social Assistance Program:

1. Assists individuals and families:
 - (a) to gain or regain self-support and self-reliance to the extent their individual circumstances permit;
 - (b) to preserve and strengthen family unity and responsibility;
 - (c) to participate in and to contribute to the social and economic life of the community; and
 - (d) to accept maximum responsibility for managing their own affairs.
2. Supports economic and social development in Indian communities;
3. Assists Indian bands and organizations in developing greater competence in responding to individual, family and community needs; and,
4. Supports the development of local and responsible government in Indian communities.

The Indian and Inuit Affairs Program adopts and follows rates and conditions established by provincial and territorial governments in respect of social assistance. In effect, the Indian and Inuit Affairs Program administers and funds several social assistance programs which must conform to the national standards and which enable Indian individuals and families to receive benefits comparable to non-Indians in similar circumstances in communities within the region and adjacent to Indian reserves and sensitive to their special circumstances.

The Social Assistance Program is only one of a number of programs of income maintenance available to Indian people. Generally speaking, the Social Assistance Program has been conceived and must be administered in the context of the total range of programs and services of an economic development, health, social service, educational and employment perspective and should be considered the last rather than the first resource to meet the income maintenance needs of Indian people.

Because programs to meet the housing, health, education, training and other needs of people in Indian reserve communities are different to those in non-Indian communities and are in a constant state of flux, the parameters of the Social Assistance Program, Indian and Northern Affairs, differ from those of provincial programs. Adaptation of provincial programs is sometimes necessary to meet the unique needs of individuals and families in Indian communities and to meet the goals and objectives of this program.

Because the income maintenance needs of Indian people are met in different ways in the different regions of the Indian and Inuit Affairs Program and because of differences in the parameters of provincial public assistance programs, not all of the allowances mentioned in these standards may be provided under the Social Assistance Program of a region.

B. Assistance and Services

The Canada Assistance Act defines assistance and welfare services. These definitions will be used as a reference throughout this document. See the Canada Assistance Act and Regulations for definition of terms.

The Social Assistance Program provides a system of eligibility-testing for social assistance allowances; payment of allowances at authorized rates to individuals and families who meet eligibility requirements; and, casework and counselling services to assist applicants and recipients with personal and family problems.

Basic need allowances include:

- . Food
- . Clothing
- . Fuel
- . Utilities
- . Household needs
- . Personal
- . Rent or loan payments
- . Home maintenance
- . Room and Board
- . Comforts allowance
- . Maintenance costs for adults residing in halfway houses, etc. (under review)

Special need allowances include but are not limited to the following:

- . Medical diet supplements
- . Supplementary food allowances for pregnant women
- . Supplementary allowances to residents of northern and outlying communities
- . Essential household furniture and appliances
- . Homemaker services
- . Day care services
- . Travel expenses
- . Expenses incidental to commencing employment
- . Burnouts and other catastrophies
- . Funerals

Child out of parental home allowances

Counselling and casework services may include:

- . Vocational rehabilitation
- . Employment
- . Family relations
- . Child or adult care
- . Financial management
- . Nutrition
- . Health care

C. Policy

The policy of DIAND is to ensure that financial benefits and services are effectively provided to Indian individuals and families in need and in accord with established standards for the purpose of assisting individuals and families to gain or regain the capacity for self-support.

D. Mandate and Authority

1. Mandate

The mandate of the Program is to provide assistance to Indian people on reserves and Crown lands; to access appropriate provincial social assistance and services and to encourage and promote the transfer of responsibility and authority for the administration of the Program to local Indian government.

2. Authority

There is no specific legislation providing for the Social Assistance Program of DIAND.

Under Section 91 (24) of the BNA Act, 1867, the Parliament of Canada has legislative responsibility for Indians and their lands and, under Section 88 of the Indian Act, Indian people are subject to all provincial laws of general application except and to the extent they are inconsistent with the Indian Act and treaties, where relevant.

Social assistance is provided to Indian people as citizens, not as a statutory or treaty obligation of the Government of Canada.

Because of their special status, Indians may be entitled to benefits and services not available to other citizens. These benefits and services influence the parameters of the Social Assistance Program of DIAND.

Each year the DIAND seeks after and obtains from Parliament through Appropriation Acts, authority and resources to provide social assistance to Indian people.

Appropriation Acts, authority and resources to provide social assistance to Indian people.

The expenditure of Program funds is governed by the Financial Administration Act.

For several decades the federal government has maintained that it has a mandate to administer and fund social services and assistance to Registered Indian people residing on-reserves and Crown lands.

Indian people are citizens of Canada and of the province, territory, municipal district or municipality in which they reside. As citizens, they pay all ordinary taxes and are expected to discharge responsibilities comparable to non-Indian persons in and make a contribution to the communities in which they reside. Accordingly, when in need, they should be able to establish eligibility for services and benefits administered and funded by the community in which they reside if they meet eligibility requirements established for other citizens in comparable circumstances.

Acceptance of the federal government delineation of federal and provincial government funding and service boundaries and responsibilities to Indian people remains contentious and is not endorsed by several provincial governments.

The Canada Assistance Act, 1966, (C.A.P.) is federal legislation which provides for agreements between Canada and provinces for cost sharing assistance and services to people in need. The legislation was conceived to eliminate residency as a condition of eligibility for assistance and to assure people of assistance at the point need arises. All provinces signed agreements under Part I of the Canada Assistance Act but no provincial government has signed an agreement under Part II - Services to Indians.

The Indian and Inuit Affairs Program has used the definitions, concepts and methodology expressed in C.A.P. as the basis for the design of its social assistance and service programs to Indian people and for delineating its responsibilities for administering and funding assistance and services to Indian people residing apart from reserves and Crown lands.

It has become the accepted practice of the Indian and Inuit Affairs Program to administer and to fund only social services and assistance which could be cost-shared by federal and provincial government under C.A.P.

The term "social assistance" as used in this document is not synonymous with "assistance" as defined in C.A.P. or with comprehensive provincial income maintenance programs.

Guidelines dated July 1980 prepared under the Canada Assistance Plan by the Social Service Programs Branch, Department of National Health and Welfare, are applicable to the Social Assistance Program, as follows:

- (a) Earnings Exemption and Work Related Expenses
- (b) Liquid Asset Exemption
- (c) Supplementation of Low Earnings
- (d) Special Flat Rate Allowances for Aged and Disabled.

3. Relevant Treasury Board Authorities

Relevant T.B. authorities for the Social Assistance Program include the following:

- (a) T.B.M. No. 508331 dated November 30, 1956: Authority to initiate payment of relief to indigent Indians by way of cheque in replacement of kind, starting April 1, 1957.
- (b) T.B.M. No. 539372 dated November 26, 1958: Authority to issue social assistance in cash or in kind by way of a dollar value authorization or direct community orders effective April 1, 1959.
- (c) T.B.M. No. 547716 dated March 3, 1960: Authority to negotiate agreements with provinces and to provide welfare and education services to certain categories of non-Indians on reserve.

- (d) T.B.M. No. 547716 dated August 31, 1961:
Authority to extend the provision of welfare services to categories of non-Indians residing on reserves additional to those specified in T.B.M. No. 547716.
- (e) T.B.M. No. 608541 dated April 29, 1963: Authority to cover up to 100% of a Band's share of welfare costs under the Ontario General Welfare Assistance Act (20% of a Band's Total Welfare Costs).
- (f) T.B.M. No. 627879 dated July 16, 1964: Authority to adopt provincial or local municipal standards and procedures for administration of welfare to Indian people on-reserves. Also Circular No. 107 dated July 20, 1964.
- (g) T.B.M. No. 645190 dated December 1, 1965:
Authority for the extension of provincial welfare programs to Indian residents of Ontario (P.C. 1965-11/2135).
- (h) T.B.M. No. 705360 dated July 30, 1971: Authority to provide, by agreement with Band Councils, 100% of the funding necessary for unemployed Indian people to have access to work opportunity programs.
- (i) T.B.M. No. 711118 dated February 28, 1972:
Authority to transfer funds from social assistance to work opportunity projects.
- (j) PC11972-8/1017 dated May 16, 1972:
(TB Rec 709104) Authority to enter into agreements under Part II of C.A.P. and to reimburse provinces 100% of cost of services provided on reserve and 50% of the cost of those provided to Indian people in municipalities.
- (k) T.B.M. No. 725973 dated April 1, 1974, and amendment dated May 9, 1974: Authority to transfer funds for capital and operating and maintenance programs in estimates to Indian bands and District Councils.

- (l) T.B.M. No. 734786 dated April 10, 1975, Amendment to T.B.M. 725973 and specifically Annex "C" by changing the schedule of contributions of core funding for Indian Bands, whereby contributions will be determined on the basis of membership, with the inclusion of a sixth category of allowable expenditures to District Councils.
- (m) T.B.M. No. 748348 dated August 4, 1977: Approval of 2,000,000 in 1977-78 for the Band Work Process on understanding that the program continues as a pilot project.
- (n) T.B.M. No. 763729 dated April 4, 1979: Approval of Terms and Conditions for the Indian and Inuit Affairs Program for the payment of contributions to specific classes of recipients.

E. Relationship to Other Government/Department/Program Services

The Social Assistance Program is only one of a number of programs of income maintenance available to Indian people. Generally speaking, the Social Assistance Program has been conceived and must be administered in the context of the total range of programs and services of an economic development, health, social service, educational and employment perspective and should be considered the last rather than the first resource to meet the income maintenance needs of Indian people.

Because programs to meet the housing, health, education, training and other needs of people in Indian reserve communities are different to those in non-Indian communities and are in a state of constant flux, the parameters of the Social Assistance Program must be reviewed continuously and revised frequently.

The administration of the Social Assistance Program must foster individual and family self-reliance through the development and use of community resources to reduce dependence on social assistance as a means of livelihood.

In determining eligibility for social assistance, it is ofent essential that an Issuing Authority establish whether an applicant has applied for Unemployment Insurance benefits and, where possible, to determine whether an applicant is eligible for those benefits. Similarly, C.E.I.C. officials periodically require information from the Administrative Authority of the Social Assistance Program when investigating possible Unemployment Insurance overpayments.

A person who deliberately ignores making application for Unemployment Insurance benefits is depriving himself/herself of entitled benefits and therefore may be ineligible for social assistance. Where assistance is granted, it should be only for basic allowances and only if the person is without assets.

C.E.I.C. is responsible for recovering from its client over-payments of U.I.C. benefits, for whatever reason, from U.I. benefits, employment, bank accounts and other income. C.E.I.C. can garnishee wages without a Court Order. C.E.I.C. officials will attempt to negotiate a reasonable rate of recovery but, if the client ignores mail requesting negotiations, the client will have 100 per cent deductions from future income. If these clients lack resources to meet personal and family budgetary requirements and apply for social assistance, the latter may be issued and an assignment should be taken; otherwise, DIAND would be paying a personal debt to C.E.I.C. If the client is cooperative, the Issuing Authority may be able to negotiate with C.E.I.C., on behalf of the client, a reasonable repayment rate.

There is considerable variation in the policies and practices of provincial and territorial governments governing the issuance of social assistance to persons awaiting payment of Unemployment Insurance benefits and the recovery of such assistance through assignment and/or agreements for reimbursement. The policies and practices of Regions of DIAND will be modelled after relevant territorial and provincial government income maintenance programs.

III. NATIONAL PROGRAM STANDARDS

A. Service Delivery System Standards

1. Federal

DIAND is accountable to Indian people as individuals; to Parliament; and indirectly, to Canadian citizens, for assistance and welfare services to Indian people. This accountability relationship remains whether the program is administered by departmental employees, Indian bands, district councils or provincial/territoria/municipal governments with reimbursement from DIAND.

Regional offices of the Indian and Inuit Affairs Program are responsible for developing Social Assistance Program Manuals that express policies, principles, concepts and practices contained in National Standards. National office shall be responsible for monitoring these manuals. Departmental and Indian band/district council compliance to regional standards shall be secured through monitoring and departmental program reviews.

2. Provincial

Provincial and territorial governments and their legal creations, municipal governments, administer a broad range of assistance and welfare services to persons in need within their respective jurisdiction. A majority of such programs with a welfare perspective are cost-shared with Canada under Part I of C.A.P. The latter establishes standards and criteria for federal government funding and the relevant federal-provincial agreements under C.A.P. are monitored by the Department of National Health and Welfare.

Provincial/territorial/municipal government assistance and welfare services are usually based in legislation and administrative regulations and, if funds are derived from C.A.P., client rights are secured by provisions for administrative review and appeal.

DIAND assumes an advocacy role to ensure that the rights of Indian people as citizens of the province, territory or municipality are respected.

DIAND may reimburse provincial, territorial and municipal governments for assistance issued to Indian people who reside apart from reserves but who are unable to qualify for assistance in the community in which they reside by reason of status or residency. Generally, this group includes Indian people residing on Crown lands.

DIAND reimburses several provinces, notably the three Prairie Provinces, for assistance issued to Indian people residing in organized provincial territory. DIAND acceptance of funding responsibility is based on tradition and precedent and a "so-called" convention based on statements which the Hon. A.J. MacEachern, Minister of Health and Welfare made to the House of Commons in 1966 when he introduced C.A.P. Because of those statements, the Department of Health and Welfare Canada believes it lacks a mandate to force provincial compliance to non-residence clauses of C.A.P. in respect of Indian people who have lived in organized provincial territory for less than one year.

Reimbursement of provincial/territorial/municipal governments, with the exception of Ontario, is not covered by any specific funding authority or federal-provincial-territorial agreement. DIAND reimbursement is based on the submission of relevant documentation by the province or territory and generally excludes costs of administration as well as health and educational costs.

In 1965 the Governments of Canada and the Province of Ontario signed a General Welfare Services Agreement which provides for the extension of all provincial welfare services and assistance programs to Indian people residing on and apart from reserves. That agreement enables Indian bands to issue assistance to reserve residents in the same manner as a municipality under the provincial General Welfare Assistance Act and regulations with Canada reimbursing the provincial government for approximately 95 per cent of the costs. The province is reimbursed by National Health and

Welfare Canada which subsequently journal vouchers DIAND for the expenditures. DIAND remains responsible for obtaining relevant data to support program expenditures; for ensuring that assistance and services are directly and significantly relevant to the needs of Indian individuals, families and communities; for program monitoring and evaluation; and for obtaining resources to meet its obligations under the agreement.

3. BAND AND DISTRICT COUNCILS

The Social Assistance Program contributes to the main thrusts of the Indian and Inuit Affairs Program:

- . to enhance coordination of the Social Assistance Program with other programs and services administered by the Indian band or district council.
- . to develop the competence of Indian band governments and organizations to cope with economic and social problems in their respective communities;
- . to support the development of local and responsible government in Indian communities; and

The Indian and Inuit Affairs Program encourages meaningful Indian participation in the continuous review and the intermitted amendment to the Social Assistance Program to ensure its relevance to the current needs of Indian people and corresponding provincial programs.

Indian bands and staff of the Indian and Inuit Affairs Program are expected to convene community seminars and meetings to interpret the Social Assistance Program.

4. DEVOLUTION OF ADMINISTRATIVE RESPONSIBILITY AND AUTHORITY

(a) Options

- (i) The Indian and Inuit Affairs Program and an Indian Band or district council may administer the program jointly as a training

phase preliminary to the band assuming administrative responsibility or as a remedial training experience for bands which have encountered serious problems in administering the Social Assistance Program. This administrative arrangement is for an indefinite time period during which Departmental and Band or District Council staff will co-sign Budget and Decision Forms before any commitment is made of program funds;

- (ii) The Indian and Inuit Affairs Program may assign to an Indian band or District Council which has expressed a desire to administer the program and has demonstrated capability and has met all predefined conditions, responsibility for administering the Social Assistance Program in accordance with the Social Assistance Program Manual for the Region and terms of the Local Service Agreement to residents of an Indian reserve or Crown lands specified in the Local Service Agreement.
- (iii) A District Council with an approved Band Council Resolution of a constituent band may enter into a Local Service Agreement with the Indian and Inuit Affairs Program to oversee the administration of the Social Assistance Program administered by constituent bands.

Although administrative responsibility for the Social Assistance Program may be assigned to an Indian band, DIAND remains accountable to the Parliament of Canada and to Indian people for ensuring that social assistance regulations have been adhered to and assistance at authorized rates is provided to those, and only to those persons, for whom it is intended.

(b) Process

The Chief and Council of an Indian band by Band Council Resolution or a District Council supported by Band Council Resolutions of its constituent bands may request authority to administer the Social Assistance Program.

Upon receipt of a request, the Local Government Team or staff of the Social Development Division of the Area Service Centre or District Office shall arrange a meeting or meetings with the Chief and Council of the Indian band or bands to discuss the request and to develop an action plan for evaluation and, as appropriate, its implementation.

The Action Plan shall set forth specific actions together with time schedules to be completed during subsequent months. The Action Plan will include:

- (i) The Chief and Council must study, understand and agree to Terms and Conditions as established or approved by the Region, Indian and Inuit Affairs Program.
- (ii) The Chief and Council must convene a training program or workshop provided by the Indian and Inuit Affairs Program to study the Social Assistance Program Manual applicable to the Region.

The Chief and Council shall arrange a public meeting or meetings at which time the Social Assistance Program and the transfer of administrative responsibility will be interpreted to the band members. Any objection to the transfer should be recorded. The Band Welfare Administrators and other employees of the Social Assistance Program must complete a training program provided and/or arranged by the Indian and Inuit Affairs Program.

Upon completion of the Action Plan the Chief and Council may request authority to administer the Social Assistance Program on a transitional or joint basis.

Staff of the Social Development Division or Local Government Team, Indian and Inuit Affairs Program, shall submit to the Regional Director General an assessment of the training program outlined in the foregoing; an assessment of the administration of other programs by the band; and their recommendation concerning the assignment of administrative responsibility.

(c) Duties and Responsibilities of Indian Band/District Council

The Chief and Council undertake to ensure that:

- (i) the program is administered in accordance both with the General Terms and Conditions, the Local Service Agreement and with the Social Assistance Program Manual for the Region;
- (ii) assistance is provided to Indian and non-Indian reserve residents who meet the eligibility requirements;
- (iii) all records required by the Social Assistance Program Manual are maintained and available to Indian and Northern Affairs for program and financial audits;
- (iv) the Indian and Inuit Affairs Program is provided with statistical and other documentation as required;
- (v) competent staff is employed to administer the program;
- (vi) band staff participation in available training programs; and,
- (vii) other terms and conditions as agreed upon.

(d) Local Service Agreement

The Local Service Agreement providing for the assignment of administration of the Social

Assistance Program to an Indian band or district council shall provide for:

- (i) a periodic review to discuss and resolve problems related to the administration of the Social Assistance Program;
- (ii) a program evaluation prior to budget formulation and approval for another fiscal year;
- (iii) if the agreement is to be continued, negotiation of a program budget in a manner prescribed by the Indian and Inuit Affairs Program at the onset of the agreement and prior to the beginning of each government fiscal year;
- (iv) the agreement to be in force until terminated by either party;
- (v) the basis and means for termination of the agreement by either party.

(e) Social Assistance Program Budget for Administration by District Indian Council Indian/Band

The Local Government Team and/or staff of the Social Development Branch, Indian and Inuit Affairs Program, shall negotiate in a manner prescribed by the Indian and Inuit Affairs Program and the process consistent with that established for other programs assigned for local Indian government administration.

The budget shall include:

- (i) direct social assistance costs based on case unit and case unit costs for the previous fiscal year and a price and volume increase/decrease based on population changes and employment; and
- (ii) program administration costs including staff salaries, the employer portion of employee benefits and staff travel allowances.

The Local Government Branch of the Indian and Inuit Affairs Program shall be responsible for negotiating and paying program administration and overhead costs related to the administration of the Social Assistance Program. The definitions and formula for payment outlined in Program Circular D-4 issued 1974 shall apply.

(f) Financial Administration

Based on the Social Assistance Program budget approved by the Regional Director General, a cash flow shall be established.

The Indian and Inuit Affairs Program shall advance to an Indian band funds covering projected program expenditures as provided for in the Local Service Agreement and, upon receipt of relevant documentation, shall reimburse the band for any expenditures made in accordance with regulations except that reimbursement for the final months of the fiscal year shall result in a nil balance.

Program administration costs as agreed upon mutually will be paid as specified in the relevant Local Service Agreement.

Funds transferred to an Indian band or district council for social assistance remain the property of the Government of Canada until paid out to recipients in accordance with the Social Assistance Program Manual for the Region. Accordingly, the Indian band or district council can make no encumbrance or claim against such funds and must remit or credit to the Indian and Inuit Affairs Program all funds unexpended during the period the Local Service Agreement is in force.

If an Indian band or district council expends social assistance appropriations for unauthorized purposes, the resultant indebtedness shall not be covered by the Indian and Inuit Affairs Program.

(g) Responsibilities for Staffing

If an Indian band is authorized to administer the Social Assistance Program, the Chief and Council shall appoint staff who shall be responsible for performing those duties designated to an Issuing Authority in the Social Assistance Program Manual.

As a responsible employer, the Indian band should provide its staff with a written statement of current personnel policies and practices and a written job description.

Indian bands shall be reimbursed for salaries paid in accordance with the salary allocation schedule approved by DIAND. Whenever a Social Assistance Administrator terminates employment with a band, DIAND should be informed of the reasons for termination and the salary allocation for replacement staff shall be paid in accordance with the qualifications of the new employee and the salary schedule of DIAND.

(h) Band Welfare Committees

The Chief and Council of some Indian bands have established committees to assist in the management of band affairs. Such committees derive their powers and terms of reference from and are accountable to Chief and Council.

A committee of Council has no authority to change Social Assistance Program policy and shall not relieve the Issuing Authority of duties and responsibilities for administering the Social Assistance Program.

Members of a Welfare Committee serve on a voluntary basis and receive no financial remuneration under the Social Assistance Program.

B. ADMINISTRATION STANDARDS

1. Coverage

The Indian and Inuit Affairs Program administers directly or through agreements with Indian bands, district councils and/or provincial governments and funds, social assistance to Indians and certain categories of non-Indian persons residing on reserves and Crown lands.

The purpose of DIAND social assistance program is to assist persons who meet conditions of eligibility as follows:

(i) Registered Indians in need and living on reserves;

* (ii) Specific categories of non-Indians in need and living on reserves;

Category (a)

Women of former Indian status who return to reserves because of the desertion or death of their husbands or for other good reasons;

Category (b)

Non-Indian children or women described in (i), either living with their mothers, or in the care of friends and relatives, on a reserve;

Category (c)

Illegitimate non-Indian children of Indian mothers, either living with their mothers, or in the care of friends and relatives, on a reserve;

Category (d)

Non-Indian children whose mothers become Indian by a marriage;

Category (e)

Non-Indian children legally adopted by Indian families living on reserves or in Indian communities;

Category (f)

Other non-Indians living on reserves or in Indian Communities for whom assistance, in the opinion of the Minister of Indian and Northern Affairs, is justified.

Treasury Board Minutes No. 547716 dated March 1960 and No. 547716 dated September 18, 1961 authorize the Indian and Inuit Affairs Program to provide social assistance and educational benefits in respect of non-Indian persons residing on reserves in categories (a) to (f) in the foregoing. DIAND must also report annually to Treasury Board on assistance issued to non-Indians.

The Indian and Inuit Affairs Program does not have authority to provide health and educational services as a part of or as an adjunct to its Social Assistance Program to non-Indian persons residing on reserve except as provided for in the foregoing paragraphs. Responsibility for such benefits and services should be located and described in the Social Assistance Program Manual for the region.

Responsibility for providing and funding social assistance and services to Indian and non-Indians described in the foregoing paragraphs resides with the Indian band, district council, District Office or Area Service Centre administering the Social Assistance Program to the reserve or settlement where the person resides or applies for assistance.

Consultation and cooperation between administrators of the Social Assistance Program and other programs is desirable and necessary. There shall be no expenditure charge-back for assistance within the Indian and Inuit Affairs Program.

(iii) Registered Indians living Off-reserve

In order to avert or relieve severe hardship, the Indian and Inuit Affairs Program provides or reimburses provinces and municipalities for social assistance issued to Indian individuals and families who have not met legal residence requirements for assistance apart from reserves and for whom provinces and municipalities reject responsibility on the basis of Indian status and responsibilities under the Canada Assistance Plan.

Where responsibility for reimbursing provinces/municipalities for social assistance to Indian people residing apart from reserves devolves upon the Indian and Inuit Affairs Program, responsibility for processing accounts and effecting reimbursement cannot be delegated to an Indian band or district council.

Several provinces administer and fund income maintenance to non-Indian persons residing on reserve and to certain categories of Indian persons residing on reserves.

2. Eligibility

(a) General

The Social Assistance Program is based on the concept that an individual has a responsibility to contribute to society as and when his circumstances permit and, when in need, has a right to assistance from society.

The applicant or recipient of social assistance is responsible for presenting complete and accurate information about his need and resources and demonstrating that he has explored within the limits of his circumstances all opportunities for self-support.

As a precondition for social assistance every applicant or recipient of allowances shall avail himself of all resources and services which will enable him to contribute, in full or in part, to the support of himself and his legal dependents.

If voluntary maintenance agreements cannot be negotiated and where provincial maintenance and recovery services are available, applicants and recipients of social assistance should be encouraged to initiate legal action.

Social assistance payments shall continue as long as the recipient meets the predefined conditions of eligibility.

(b) Determination of Need

Need is determined by a needs-test which incorporates a budget-deficit principle.

In determining need, the Issuing Authority shall take into account in the manner prescribed in the Social Assistance Program Manual for the region the total cost budgetary requirements of the applicant and his dependents from which shall be deducted the financial resources of the applicant and his dependents. If budgetary requirements exceed resources, the applicant shall be deemed in need and assistance shall be issued. The amount of assistance to which an applicant is eligible is calculated on a budget-deficit basis, i.e., his budgetary requirements minus his resources equals his entitlement.

(c) Determination of Budgetary Requirements

In computing entitlement the relationship of the beneficiary unit to the household in which he/she/they reside shall be considered and the method of computing their respective responsibilities for maintaining the family unit, shall be described in the Social Assistance Program Manual for the region.

(d) Determination of Resources

The following shall be defined and expanded on the Social Assistance Program Manual for the Region to provide issuing Authorities with direction and support in evaluating resources available for self support in a fair and consistent manner:

- (i) Personal Property
- (ii) Income from Wage Employment
- (iii) Income from Self-Employment
- (iv) Unearned Income
- (v) Resources to be Excluded

Having appropriate regard for policies and practices of corresponding provincial/territorial/municipal government income maintenance programs and for social and economic attributes of Indian communities, the Social Assistance Program Manual for the region should provide specific guidance to the Welfare Administrator in evaluating assets.

All assets should be documented and chattels described in sufficient detail to enable identification. Those assets which are essential for the economic re-establishment or rehabilitation of the applicant/recipient may be excluded in computing eligibility and entitlement. The applicant/recipient may be required to sell assets and chattels surplus to those essential for economic rehabilitation or re-establishment as a condition for eligibility or continued eligibility for social assistance. Funds derived from the sale of assets shall be considered unearned income.

(e) Employment Incentive Allowances and Earnings Exemptions

The Social Assistance Program supports economic and social development by increasing the incentive of applicants and recipients to become self-supporting to the extent their individual circumstances permit.

This objective is to be achieved by:

- (i) a planned interface with other programs and services provided by the Indian and Inuit Affairs Program and federal/provincial and Indian band governments;
- (ii) removal of factors which deter persons from giving up the dependent security afforded by social assistance to risk themselves in efforts to gain or regain self-support; and,
- (iii) provisions which place a premium on initiative and efforts to achieve self-support.

Various provisions strengthen the employment incentive of employable social assistance recipients. These provisions include:

- (i) limit-setting to discourage persons with access to resources from becoming inappropriately dependent on social assistance;
- (ii) casework and counselling services to assist applicants and recipients in becoming aware of and taking advantage of opportunities to increase their employability;
- (iii) different rate schedules for short term and long term recipients;
- (iv) budget supplementation to individuals and families whose budgetary requirements exceed resources;
- (v) defined allowable exemptions and employment expenses to be deducted from earned income;
- (vi) in establishing the parameters of the needs-test, exclusion of resources essential for the habilitation or rehabilitation of the individual or family; and,
- (vii) by formal arrangements or formulae enabling a recipient of allowances to retain earnings in excess of the basic social assistance budget.

The incentive provisions of the Social Assistance Program for a Region are modelled after provisions in the relevant provincial income maintenance.

(f) Transfer of Social Assistance to Job Creation

Treasury Board Minutes No. 705360, dated July 23, 1971 and No. 711118 dated March 30, 1972 provide that the social assistance entitlement of an employable recipient and his dependents may be transferred to an approved public works project under the Work Opportunity Program or Band Work Process. The Indian and Inuit Affairs Program has no authority to transfer additional social assistance funds to job creation activities.

Indian bands are encouraged to establish a comprehensive plan for their respective social and economic development of the community. The plan should include public works projects which provide not only employment but also opportunities for employable social assistance recipients to obtain training and to develop the skills and habits which can only be acquired through employment.

Administrators of the Social Assistance Program shall ensure that maximum benefit is derived from public work projects by:

- (i) promoting the need for employment and life skills training;
- (ii) providing counselling to individuals and families to resolve personal and family problems which may limit their employability;
- (iii) providing supplementary assistance in exceptional situations and in accordance with regional policy; and,
- (iv) promoting the need for and providing follow-up services.

(g) Application Policies and Procedures

A person who is unable to meet the needs of himself and his dependents has a right to apply for social assistance in the community in which he is normally resident.

Community residents should have ready access to information about the office or officer responsible for administering the Social Assistance Program and the address, hours of work and office telephone number of the administrator. Arrangements to meet emergent situations shall be established.

Applicants and recipients have a right to fair, equitable and considerate treatment and no stigma should be attached to the receipt of social assistance.

An application for social assistance shall be completed by the head of household unless for some valid reason he/she is unable to do so. The application must be signed by the applicant and, where relevant, the spouse.

The Indian and Inuit Affairs Program will provide a standard application for social assistance form and other forms to assist in gathering and assessing information about the client and his circumstances. The application form when properly completed, constitutes an understanding or contractual relationship between the applicant and the Issuing Authority in which each party has rights and obligations which they understand.

The application documents and documentation process must affirm client rights and responsibilities and express clearly and adequately the policy and standards contained in the Social Assistance Program Manual for the Region.

An applicant for social assistance shall be required to give only that information which is essential to establish his eligibility for assistance. The information shall be used only for the administration of the Social Assistance Program.

An applicant claiming mental or physical illness or disability shall submit, in prescribed form, a certificate completed by a qualified medical practitioner. The cost of medical examinations should be met from the relevant provincial/territorial government medical insurance plan or the Medical Services Branch, Health and Welfare Canada.

An applicant for social assistance is requested to give written consent to the Administrative Authority to obtain supplementary information and to corroborate statements. No information will be sought from other individuals and organizations without such authorization.

The Issuing Authority shall obtain supplementary and corroborating information as appropriate to the application.

The application process shall include one or more interviews between the applicant and the Issuing Authority at the office and, in all usual circumstances, a home visit. The latter is usually necessary to verify budgetary requirements and other aspects of the eligibility of the applicant. In addition, a home visit enables the Issuing Authority to become acquainted with the applicant and family in their home environment and to assess whether additional services from other agencies would be helpful.

The completed application shall be reviewed jointly by the Issuing Authority and the applicant. The review shall include:

- . identification of any required corroborative or supplementary information to be provided by the applicant;
- . an explanation of any additional conditions which must be satisfied; and,
- . an explanation of the purpose of the acknowledgement and the meaning of the statements which the applicant is required to sign.

(h) Eligibility Decision

Assistance is provided to a person only after an application for assistance form has been completed and signed by the applicant and witnessed by the Issuing Authority.

After all necessary forms have been received, the Issuing Authority shall determine whether a deficit exists between the budgetary requirements and resources of the applicant and this decision shall be documented on the Budget and Decision Form. A copy of this document shall be given to the applicant.

The applicant or recipient of social assistance is entitled to an explanation as to how the decision was arrived at and components of his social assistance budget and should be advised of provisions for administrative review and appeal.

If requested by an applicant or recipient of social assistance, an Issuing Authority may assist in preparing an appeal.

(i) Continuing Eligibility

- . A recipient of social assistance shall be advised of the specific requirements which he must meet to qualify for continuing assistance.
- . Every applicant shall advise the Issuing Authority of any change in his personal or family circumstances which affects payment of allowances.
- . The eligibility and entitlement of recipients shall be reviewed at regular intervals and significant data related to eligibility and planning should be recorded in the individual or family file. The frequency of reviews will depend on a number of considerations and will vary according to the circumstances of each recipient:
 - . employable recipients should be interviewed every two weeks or at least every month;
 - . recipients of allowances for health reasons should be interviewed at the time of their projected recovery but not less than every six months; and,
 - . recipients of allowances for other factors should be interviewed every three months.

A recipient should be interviewed whenever there is a major change in his personal or family circumstances e.g. desertion, change of address, a member of the family leaves or returns to the home, etc.

The foregoing standards are minimal and more frequent interviews and reviews are desirable.

The review of eligibility and entitlement of long term recipients should be conducted in their respective homes.

3. Allowances

(a) Payment

Every individual or family has a right to assistance in accordance with the prevailing rates when need has been established.

The maximum financial benefits allowable under the regional Manual for the Social Assistance Program should be available to Indian applicants without resources or access to resources to meet the basic necessities of living for themselves and their dependents.

Because Canadians usually transact their business in cash and to afford recipients of social assistance opportunity to manage their affairs in their own way and to minimize stigma attached to the receipt of social assistance, where practicable, social assistance shall be paid by cheque.

Where time and circumstances do not permit payment by cheque or where the recipient has demonstrated inability to expend funds for their intended purpose, allowances may be paid by voucher or purchase order.

When used, the purchase order or voucher shall be issued for presentation to the supplier of goods and services designated by the recipient.

Social assistance shall be computed on a monthly basis but may be issued for a portion of a calendar month and paid weekly or semi-monthly depending on the entitlement and circumstances of the recipient.

Financial assistance shall be granted from the date eligibility was established. In all usual circumstances eligibility will commence the date the application was received. Assistance cannot be backdated to the previous calendar month.

Financial assistance shall terminate with the payment for the period during which the recipient ceases to meet conditions of eligibility.

Recipients of social assistance are responsible for using funds for purposes for which they were appropriated by Parliament. Some recipients experience difficulties in managing within the limits of their allowances and require special assistance.

Remedial action shall be undertaken only in respect to recipients who have requested assistance in handling difficulties or who have demonstrated serious mismanagement of funds.

(b) Maintenance and Recovery Services

Maintenance

Every applicant must avail himself of all resources and services which will enable him to contribute in full or in part, to the support of himself and his legal dependents.

If voluntary maintenance agreements cannot be negotiated and where relevant services are available, applicants and recipients of social assistance should be encouraged to initiate legal action.

Section 66 (2) of the Indian Act providing that the Minister may make expenditures out of the revenue moneys of the band to assist sick, disabled, aged or destitute Indians of the band and to provide for the burial of deceased indigent members of the band shall not be used unless requested by the band.

Section 68 of the Indian Act makes provision for funds payable in respect of an Indian to be paid over for the support of a dependent child or spouse.

For purposes of computing eligibility and entitlement for social assistance, the distribution of capital from the sale and management of band assets to band members shall be considered as unearned income, more specifically, as dividends paid in respect of a corporate

holding. The Reserve and Trusts Branch, DIAND, will issue guidelines for the payment and use of such funds for mentally incompetent adults and for dependent children.

A child is not legally responsible for his own maintenance. Accordingly, insurance settlements and court awards for damages should be placed in trust for the child. Insurance settlements, court awards for the care and maintenance of a child and social benefits such as Survivor Benefits, Canada Pension Plan, shall be considered available in their entirety for the maintenance of a child.

Recovery Services

Recovery Services relate not only to individuals and families who apply for and receive social assistance but also to Administrative Authorities, that is, those organizations which administer the Social Assistance Program for DIAND. Recovery Service include the repayment of overpayments, for whatever cause, and arrangements with individuals, organizations and other governments to reimburse the Social Assistance Program for funds disbursed on condition of repayment.

There are occasions when social assistance is issued to an individual or family on the condition of reimbursement to DIAND, e.g. while awaiting payment of U.I.C. benefits, insurance settlements and damage deposits for rental accommodations, utilities deposits, etc.

An overpayment is that amount of an allowance which an individual or family received from the Social Assistance Program in excess of personal and/or family entitlement.

Overpayments can occur by reason of numerous factors including but NOT limited to the following:

- . administrative error
- . failure of applicant or recipient to declare personal and family income
- . failure of applicant or recipient to declare personal and family assets
- . failure of applicants or recipients to declare the existence of a common law relationship

Recoveries are usually effected by:

- . agreement
- . arbitrary deduction
- . court action

The Administrative Authority must maintain an accurate and timely record of all moneys payable to the Social Assistance Program and recovered from individuals and organizations.

(c) Overpayments

If a person has received social assistance that he was not entitled to receive or in excess of his entitlement, he may enter into a voluntary agreement to reimburse the Social Assistance Program.

If a client fails to enter into a voluntary plan for repayment, recovery may be effected without his approval from personal allowances of any member of the beneficiary unit and from any of income in excess of the basic social assistance entitlement.

(d) Fraud

An applicant or recipient of social assistance is liable to prosecution under the Criminal Code of Canada if he signs documents containing incomplete or incorrect information thereby misrepresenting his financial circumstances in order to obtain social assistance.

With approval of the Regional Office of the Indian and Inuit Affairs Program, an information may be laid before a Crown Attorney alleging the commission of a crime; whether that information will be acted on is a matter of discretion of the Crown Attorney.

Provincial income maintenance legislation usually contains provisions governing fraud and recovery. Accordingly, legal prosecution in respect to those programs constitutes an offence as opposed to a crime under the Criminal Code of Canada in respect to this program. The difference in the charge and nature of legal sanctions must be evaluated and prosecution must support the administration of the Social Assistance Program and the rehabilitation of the offender.

4. Assistance

(a) General Assistance

Benefit structures and rates adopted by the Region will generally be in line with provincial rates and regulations.

Because of inadequate advance notice of changes in social assistance rates by provincial governments, it is not always possible for the Indian and Inuit Affairs Program to implement those changes simultaneously. The Indian and Inuit Affairs Program shall adopt rate changes to become effective on the first day of the month and not later than two calendar months following their implementation by provincial governments. Allowances shall not be retroactive.

(b) Basic Needs

- . Food
- . Clothing
- . Fuel
- . Utilities
 - electricity
 - water and water delivery*
 - garbage collection*
 - sewer service*
- . Household needs
- . Personal allowances
- . Rent or housing loan payments
- . Home maintenance
- . Room and Board
- . Comforts allowances (in lieu of personal and clothing allowances)
- . Maintenance costs for adults residing in halfway houses, community residences, hostels and maternity homes (under review).

* In reserve communities, these services should be funded from community improvement grants and will be paid only if there is a user fee which is paid by community residents not in receipt of social assistance.

(c) Special Needs:

Special Need Allowances are provided to secure the well-being and safety of an individual or family. Special needs are those goods or services which may be required as a single issue or on a recurring monthly basis. In evaluating a request for Special Need Allowances consideration shall be given to the general living conditions of the individual or family and the community norm.

In order to qualify for Special Need Allowances and individual or family must be eligible for basic allowances.

The Social Assistance Program Manual for the region shall specify the manner in which requests for allowances for special needs shall be processed and the limits of authority delegated to persons within DIAND or to an Indian band and/or a district council for approval.

The Indian and Inuit Affairs Program and an Indian band or district council may enter into a Local Service Agreement permitting the Indian band or district council administering the Social Assistance Program to authorize allowances for Special Needs within a negotiated budget allocation. The method of determining the budget allocation for an individual band will be determined by the Indian and Inuit Affairs Program having regard to the availability of funds. If the foregoing option is exercised, all conditions of eligibility must be satisfied and the funds accounted for in the manner outlined in the National Operating Standards.

Special Needs may be classified as follows:

. Medical Diet Supplements

Where a physician certifies that an applicant or recipient or a dependent of an applicant or recipient requires a special diet and signs a statement setting out in detail the special diet required, the amount for ordinary food allowances may be increased to compensate for any additional cost to provide the special diet.

. Supplementary Food Allowances for Pregnant Women

Where a physician certifies that an applicant or recipient or a dependent of an applicant or recipient is pregnant, the amount for ordinary food allowances may be increased to provide for the additional cost.

. Supplementary Allowances to Residents of Northern and Outlying Communities

Territorial and provincial governments may make provision for supplements to ordinary food allowances to recipients in northern and outlying areas. Where relevant, such supplementary allowances shall be incorporated into the benefit structure of the program of DIAND.

. Supplementary Clothing Allowances

The basic clothing allowances are considered adequate to meet clothing replacement requirements of recipients. If a person requires additional clothing to participate in a rehabilitation, education or training program, the clothing should be provided as a charge against those program activities.

In computing eligibility and entitlement to budget supplementation, employed persons requiring additional or special clothing may be permitted to claim a reasonable income exemption.

. Essential Household Furniture, Furnishing and Major Appliances

Vacuum cleaners and humidifiers may be provided to maintain reasonable health standards for persons who suffer from lung or bronchial conditions. A medical report supporting such need must be obtained.

. Telephones

When community access to telephone service permits and, with a medical report confirming a health problem which constitutes a serious risk for an individual or family, an allowance for the installation and monthly rental of a telephone may be allowed.

. Home Maintenance Allowances

Recipients should be directed to federal and provincial government programs to effect essential repairs, alterations, and additions rather than depending on the Social Assistance Program for such assistance.

Considerations will be given to repair structural damage to reduce health hazards and to correct heating and electrical systems failure if the following conditions are met:

- . no other source of aid is available;
- . the recipient or dependent owns and occupies the premises; and,
- . the most economical method of repair is selected.

. Laundry Allowance

. Security Deposits for Rental Accommodations

When required by written tenancy agreement and consistent with relevant provincial government legislation an allowance not exceeding the rental for one month may be provided. This allowance should be issued only once and is repayable.

. Arrears in Shelter and Utilities Payment

Assistance may be granted for the payment of arrears accrued prior to the application for social assistance provided that the health and safety of the beneficiary unit are endangered and that the failure resulted from a lack of financial resources. Only the minimum amounts to prevent eviction or to ensure continuence of essential services shall be allowed.

. Homemaker Services

A homemaker is an employee who performs specified home management, housekeeping and child care services in the home of an individual or family disabled by reason of physical, mental or social incapacity and the absence of family members who can reasonably be expected to perform the required tasks.

Homemaker services are intended to supplement, not to supplant, family and community responsibility. No homemaker payments shall be paid to a member of the same household or to a relative who can reasonably be expected to provide assistance.

If the Indian and Inuit Affairs Program funds a homemaker service project in the community, no charge will be made against social assistance appropriations.

Expenditures for homemaker services shall not be charged to the social assistance program if such expenditures relate to a specific activity, such as, Adult Care, Rehabilitation Services of Child Welfare. ✓

• Babysitting

It is expected that parents will make arrangements with relatives and friends for the care of their children on a mutual exchange basis. Where this is not possible, an allowance for babysitting services may be issued to enable the parent to obtain medical services, to attend a court hearing or to keep a confirmed job interview.

• Day Care Services

If the Day Care Centre is being subsidized by funds from the Indian and Inuit Affairs Program, no charge shall be made against the Social Assistance Program. If the Day Care Centre is funded by other auspices, only the client user fee shall be paid.

~~Expenditures for homemaker services shall not be charged to the social assistance program if such expenditures relate to a specific activity, such as, Adult Care, Rehabilitation Services of Child Welfare. ✓~~

Day Care services may be provided to a parent who, because of health problems confirmed by a qualified medical practitioner, requires respite from the constant care of his/her child or children.

• Moving Costs

Where a recipient is required to move for health or social reasons, an allowance to cover actual cost not exceeding a fixed maximum may be authorized. Prior approval of moving costs is required. The method of arriving at allowable moving costs and maximum allowable expenditures shall be specified in the Social Assistance Program Manual for the region.

• Incentive Allowance for Rehabilitation Services

A social assistance recipient participating in vocational or self-improvement programs or other activities designed to prepare a person for employment, may be granted an incentive allowance which, combined with the earnings exemption, does not exceed \$50.00 monthly for an individual without a dependent or \$100.00 monthly for an individual with dependents. The monthly allowances may be issued for a period not exceeding six months in any period of thirty-six consecutive months.

• Travel Expenses

Transportation by the most economical means of public transport and accommodation and meals en route may be issued to an individual or family in crisis and without access to other resources.

Assistance may be provided

- to enable the applicant to return to his/their usual place of residence;
- to enable the applicant or his dependents to relocate to another community for employment which is already secured, provided that assistance is not available from C.E.I.C., the employer or other sources; and,
- to relocate persons for social reasons.

Assistance may be provided to enable immediate members of the natural or surrogate family to attend the funeral of a deceased person within the Region. Assistance shall be limited to the spouse of the deceased, children of the deceased and the parents of a deceased child. A relative who is not an integral part of the beneficiary unit must establish eligibility for social assistance in his/her/their own right.

If an Indian or non-Indian individual or family are legally evicted from the reserve, assistance to relocate may be provided.

. Expenses Incidental to Commencing Employment

Where necessary to enable a social assistance recipient to commence employment and where the applicant is otherwise unable to provide such items, special clothing, mandatory licenses, fees or permits and minor essential tools may be authorized. Such expenditures will be of a minor nature. An allowable maximum shall be specified in the Social Assistance Program Manual for the region.

. Summer Camp Allowances

Where other funds are definitely not available, fees to attend a summer camp for therapeutic reasons because of a physical or mental handicap may be authorized.

. School Books and Supplies

Where funding responsibility for assistance to Indian people devolves upon DIAND as set forth in these standards and where Indian children are denied educational assistance and supplies from provincial/territorial and municipal government authorities, on compassionate grounds, essential assistance may be authorized.

. Funerals

Like other Canadian citizens, Indian people are responsible for arranging and meeting the cost of burial of themselves and their legal dependents.

Financial assistance to meet the cost of burial of an Indian person without resources is to supplement the maximum contribution of the immediate family of the deceased person and the estate of the deceased person towards the standard funeral service for an indigent persons in communities adjacent to the Indian reserve.

Every community should establish general policies and practices for burials.

Indian bands are encouraged to accept traditional responsibility for arranging and meeting the burial cost of deceased band members.

Indian bands will not be reimbursed for burial expenses to band members paid from band trust funds.

Friends and relatives not having a liability for burial expenses may supplement the maximum for burial expenses provided for in the Social Assistance Program for the Region.

Agreements may be entered into by the Indian and Inuit Affairs Program and provincial funeral associations or funeral homes to provide to a deceased person, with approval of the Issuing Authority, funeral services comparable to those available to social assistance recipients in adjacent non-Indian communities.

The Indian and Inuit Affairs Program shall not be guarantor or serve as a collection agency for funeral homes in respect to Indian people with or without resources.

In all usual circumstances, burial of the deceased person will be in the community where death occurred or where the person was normally resident.

If an Indian person dies in a community other than the territory or province in which the band in which the person holds membership is located, the remains will not be returned at public expense unless placement apart from the reserve was arranged and paid for by the Government of Canada or burial in the Indian community is less costly than interment in the community in which death occurred. If relatives desire to have the body returned, the cost of return transportation will be the responsibility of the relatives.

Within the Region, bodies of deceased indigent Registered Indian persons will be repatriated to their home reserve only if they were living on that reserve immediately prior to death. In determining residency, time spent in hospitals and other institutions is not to be considered.

In cases where cremation of the remains is requested, the actual cost to the funeral home for this cremation may be authorized in lieu of the cost of opening and closing of the grave.

Burial expenses for Indian people without assets should be classified as a grant rather than as a contribution to avoid creating public debts for which there is no hope of recovery.

(d) Child Out of Parental Home Allowances

(i) General

If the need is not met in other ways and provision is made in provincial/territorial government income maintenance programs, the regional Social Assistance Program Manual shall make provision for the payment of Child Out of Parental Home Allowances or equivalent allowances.

Under the Social Assistance Program, Child Out of Parental Home, Guardian Social Allowances, Allowances for a Child in the Home of Relatives or equivalent allowances, shall be paid in respect of a child where all conditions specified in these standards have been met. Allowances are intended to assist members of the extended family and other persons in the community to meet the needs of the child. The payment of allowances is not intended to relieve a parent of legal responsibilities to a child, to undermine traditional practices in Indian communities for the care of dependent children or to compensate families for the care, maintenance and supervision of children in need of statutory child welfare services.

For purposes of the Social Assistance Program, "guardian" means the person in whose care a child is, with or without parental consent, and should not be interpreted to mean a legal state or condition.

Although maintenance is provided under the Child Out of Parental Home Allowances Program, DIAND assumes no legal wardship responsibility. In accepting the child into their care, with or without involvement of the natural parents, the guardians also are accepting basic parental responsibility for the on-going care and upbringing of the child.

For the protection of the child and themselves, guardians should obtain the written consent of parents authorizing them to care for the child and to provide essential medical care and treatment.

(ii) Eligibility

Allowances may be paid following careful assessment of the circumstances of the child; of the natural parent or parents; and, of the substitute family.

The following conditions apply to approval of all applications for allowances:

- . the plan must be in the best interests of the child; and
- . an assessment must reveal the home is a suitable environment for children and the child will receive love, care and supervision suited to his/her individual needs.

As related to the circumstances of the individual application, the following criteria for approval apply:

- . if the child has been orphaned or the parent or parents are unable to care for the child by reason of incarceration in a correctional institution or hospitalization;
- . if the placement was accepted as a planned disposition for a child as a recorded case conference of the Issuing Authority, provincial child welfare officials and the District Superintendent of Social Development or his designate;
- . if the placement arose from approval of a voluntary application of the guardian to care for the child at a wardship hearing convened under the Child Welfare Act; and,
- . if the child has been in the care of the applicant for a period of at least six (6) months unless covered by (1),(2) and (3) of the above.

Allowances are approved on the understanding that continuing and determined efforts will be made to resolve problems and reunite the family and to provide the child with the security afforded by adoption or legal guardianship. Continued eligibility for allowances is based on quarterly evaluations of care provided and planning for the future welfare of the child.

Allowances are not to be paid if:

- . a natural parent is a member of the household in which the child resides;
- . the child is cared for in a community residence or institution; and,
- . the child is in need of protection services under the provincial Child Welfare Act.

It is expected that a child 16-18 years of age for whom an allowance is paid will attend school regularly and on a full-time basis or obtain training leading to employment unless physically or mentally incapacitated.

If the parent or parents have abandoned a child or if the child is in need of protection under the Child Welfare Act, referral shall be made to the provincially accredited child welfare authority.

If placement has been arranged by the provincially accredited child welfare authority, care and maintenance allowances shall be paid by the placing agency or government department.

In computing eligibility and entitlement for C.O.P.H. allowances:

- the financial resources of the parent(s) or legal guardian(s) shall be considered;
- the financial resources of the person or family providing care and supervision to the child apart from his/her parental home shall not be considered; and,
- because a child is not legally responsible for his/her care and maintenance, all distributions of capital from band funds and insurance

settlements and Court awards for damages payable in favour of the child will be held in trust. Survivors benefits under Canada Pension Plan (C.P.P.) and maintenance allowances paid on behalf of the child from an insurance plan or Court award shall be considered in their entirety.

(iii) Benefits

Allowances should be paid at the same rate as payable under the corresponding provincial/territorial government program. The guardian should apply for Family Allowances and Child Tax Credits for the child.

5. CASEWORK AND COUNSELLING SERVICES

The manner in which social assistance is administered is an integral part of the Social Assistance Program and determines in large measure whether or not developmental goals are attained.

The Social Assistance Program is responsible for providing and ensuring that individuals and families have access to services and other resources to enable them to become self-supporting and self-reliant.

Social Assistance Administrators have competence not only in eligibility testing for social assistance allowances but also in engaging applicants and recipients in an examination of factors which produce need and in formulating and implementing plans to overcome or ameliorate need. Moreover, Social Service Administrators possess extensive knowledge of community services to assist clients.

Casework and counselling services to individuals and families are a significant component of the Social Assistance Program. Casework and counselling services have the purpose of:

- ameliorating and resolving problems to promote effective personal and family functioning;
- mobilizing and coordinating personal, family and community resources to assist in increasing the employability and in the rehabilitation of individuals and families; and,

- . making maximum and constructive use of community services.

The focus of counselling or casework services may include:

- . vocational rehabilitation;
- . employment;
- . family relationships;
- . child or adult care;
- . financial management;
- . nutrition; and,
- . health care.

A record of service shall be maintained for each client and should include:

- . a brief statement of the problem or problems presented by the client;
- . the problem or problems identified by the Issuing Authority and client for study and remedial action;
- . a solution of the problem as seen by the Issuing Authority and by the client;
- . identification of factors which support or impede change;
- . a summary of the treatment plan including goals and objectives of treatment and specific actions which must be taken by the Issuing Authority, by the client on his own behalf, and by the Issuing Authority and client jointly;
- . record of contact; and,
- . a report on an evaluation of service at regular intervals and the outcome of services.

The treatment plan should be reviewed periodically and revised to meet changing conditions.

Social Assistance Administrators are expected to bring to the attention of community leaders problems which contribute to an inappropriate reliance on social assistance as a means of livelihood and social problems which require remedial action by the community.

Administrators are expected to establish harmonious and productive relationships with personnel of other service organizations to promote the proper interface of the Social Assistance Program and other community programs and services.

6. PROGRAM ADMINISTRATION

(a) General

Social Assistance expenditures must be in accord with the Social Assistance Program Manual for the Region, the Financial Administration Act and sound accounting practices.

Administrative arrangements shall include adequate and operative control mechanisms to ensure that funds are managed in accordance with governmental regulations and monitoring procedures at appropriate levels in the administrative process.

Administrative policies and practices are an integral and essential component of the Social Assistance Program and must support program goals and objectives.

As required by Treasury Board, the Social Assistance Program will be evaluated to ensure that the goals and objectives are relevant to current needs and for efficiency and effectiveness.

Officials responsible for managing the Social Assistance Program shall be responsible for identifying components of the Social Assistance Program which require study and for timing and scheduling studies and reviews.

(b) Operations

(i) Applications Processing

Functions

- . documentation of applications in prescribed manner
- . assessment of application
- . verification of information contained in the application
- . computing eligibility and entitlement
- . notification of eligibility or non-eligibility
- . establishing the period covered by allowances
- . establishing conditions of continuing eligibility

(ii) Payment Control

Functions

The authorization, preparation and delivery of payments to qualified persons

- . issuance of a cheque, voucher or purchase order
- . requisition of cheques from DSS
- . transfer of funds to WOP or BWP
- . monitoring and controlling payment of continuing allowances
- . control and the recovery of overpayments

(c) Operations Management

(i) Operations Planning

Comprehensive long term and short term planning covering all aspects of operation. The major components are program forecasts and budget preparation and control.

(ii) Operations Monitoring and Control

This function involves the monitoring and control of performance with respect to plans established in the operations planning function. A major component is monitoring expenditures in relation to program plans throughout the year. Additional components include program reviews at the various levels of administration to ensure compliance with policy and regulations.

Program monitoring should be conceived as an educational and administrative process to ensure that applicants and recipients obtain financial assistance at authorized rates and services relevant to their need and to assist the many persons involved in the administration of the Social Assistance Program to understand and to discharge their respective duties and responsibilities with an economy of time, effort and resources.

If the program is delivered through District Offices, the operations functions and primary responsibility reside with District Offices and Regional Office is an overseer and coordinator.

If the program is delivered through a band or district council, the operations function and primary responsibility for operations management reside with the band or district council. In this case district Office acts as a coordinator or overseer.

7. RECORDS, REPORTS AND MANAGEMENT INFORMATION

(a) Confidentiality

Every applicant or recipient has a right to considerate and confidential service.

A written code of confidentiality shall be adopted in each Region and available to clients. The statement of confidentiality shall incorporate the following requirements.

In making applications for social assistance, a person shall be required to give written authorization to an Indian band and/or the Indian and Inuit Affairs Program to corroborate or verify statements made in respect to the application.

Every applicant or recipient shall have the right to discuss his circumstances in confidence in a private office furnished in good taste and free from distractions.

All information about applicants, recipients and their dependents is restricted to the Program Authority and shall be retained in locked cabinets.

In all usual circumstances information will be released only with the written consent of the applicant or recipient.

Any person who violates the foregoing is liable to disciplinary action.

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(b) Maintenance of Records

A file shall be established for each family or individual in receipt of social assistance. The record shall be maintained by the Issuing Authority and shall contain documentation as follows:

- . Application for Social Assistance Forms completed and signed by the applicant and, in all usual circumstances, his spouse;

- . copies of Budget and Decision Forms signed by applicant and/or spouse;
- . any report containing information elicited or received from the Canada Employment and Immigration Commission;
- . any Medical Release and Assessment Form or other medical documents related to the application for social assistance;
- . any form or other documentation related to Special Need Allowances;
- . case recording;
- . documents and reports on any administrative review and appeal; and,
- . correspondence or reports directly related to the administration of social assistance to the individual or family.

Even though the Social Assistance Program may be administered by an Indian band or district council, individual and family social assistance records are the property of the DIAND. Access to such records shall be restricted to staff of the Social Development Branch, Indian and Inuit Affairs Program, to the Issuing Authority and to other persons directly involved in administering the program. If an Indian band accepts responsibility for administering the Social Assistance Program, it also accepts responsibility as custodian of such records.

(c) Management Information System

The Social Assistance Program and its administration must generate accurate, current and meaningful information and statistics to meet national, regional, district and band operations and operations management requirements.

(i) Operations

- . to elicit, record and maintain sufficient data on each qualified recipient to support program operations; and,
- . to maintain sufficient data on each recipient to requisition payment and reimbursements.

(ii) Operations Management

- . to provide timely and accurate program activity information to support operations activity and resource allocation; and,
- . to provide timely and accurate information of sufficient detail to support operations monitoring and control. This information must be available on an ongoing basis throughout the year.

Each region should identify in its Social Assistance Program Manual the manner of gathering and processing statistics within the region.

Because of different delivery systems, the foregoing data may be derived from a variety of sources. In some regions, the data will represent commitments and in others actual expenditures.

Staff of the Social Development Division, Regional Offices, Indian and Inuit Affairs Program, are responsible for designing and maintaining a system to gather, present and analyze statistics concerning the Social Assistance Program in their respective regions.

(iii) Classification of Need-Basic and Special Need Allowances

Employables

In general, this category records data for persons who are capable of and available for employment but who are receiving social assistance because employment cannot be found. Specifically this definition includes:

- . family heads or single persons who are able bodied and available for work and who are receiving allowances because of a lack of employment or inadequate income or other earning opportunities;

- . family heads or single persons whose income from employment, education and training allowances, U.I.C. benefits, pensions, etc. must be supplemented in order that their basic needs are met; and,
- . a family head with one or more children who is available for employment because children are mentally and physically healthy and alternate child care facilities are available.

Unemployables

In general, this category records data for persons who are not capable of or are not available for employment because of health and social factors. Specifically

- . assistance is provided because of physical or mental illness or incapacity of the head of household or single adult;
- . assistance is provided because the head of the household or single person, is unable to work or has insufficient income because he or she is giving care to an incapacitated legal or common-law spouse, to a parent, or providing care and supervision to dependent children in the family. Usually the latter will include widowed, divorced, separated or single parents.

(iv) Definitions and Units of Service

Applicant - a single person or head of household who completes an Application for Social Assistance.

Recipient - the head of household or a dependent or a single person receiving social assistance for all or any portion of a calendar month.

Beneficiary Unit - an individual or family in receipt of assistance, or a child on behalf of whom a COPH allowance is paid in accordance with these regulations.

Household - one or more single adults and families who share a home.

The costing unit for assistance under the Social Assistance Program is a case month, that is, the cost of assistance issued to an individual or family for one full month. A beneficiary unit, individual or family, receiving assistance for one-half month is one-half a case month and for one-quarter of a month is a quarter unit.

Not infrequently, more than one social assistance beneficiary units occupy a house. In other words, case units and beneficiaries are not synonymous terms.

(d) Statistical Information Requirements

Administrative Authorities to the Social Assistance Program of DIAND are required to submit monthly information and data concerning assistance and services about their clientele as follows:

Units of assistance and services must be reported by band, district or area service centre and by region.

- . the number of Indian bands in the region;
- . the number of Indian bands and district councils administering the Social Assistance Program;
- . Assistance - Basic Needs by classification of employable or unemployable: the number of family and individual recipients;
- . the number of beneficiaries, the number of case units and the expenditures for burials and for other Special Need Allowances;
- . in reference to Child Out of Parental Home or equivalent allowances, the number of beneficiary units and expenditures;
- . any exceptional expenditure for assistance and services not included elsewhere in the report and chargeable to appropriations for Social Assistance must be presented and explained;
- . the number of recipients and total expenditures, isolating Child Out of Parental Home Allowances, Child in Home of Relative Allowances or the equivalent from Other Allowances.

In respect to social assistance funds transferred under W.O.P. authority:

- . the number of recipients;
- . the total dollars;
- . the number of projects; and
- . the number of person months employment created by the transfer.

The foregoing data are minimal requirements. Additional statistics and information are desirable to support the administration of the Social Assistance Program and to interpret the need for and to plan alternatives to social assistance as a means of livelihood in Indian communities.

8. Review and Appeal

The right of an applicant or recipient for social assistance to an administrative review and to appeal a decision of the Issuing Authority affecting his or her interests must be made known to the individual and easily pursued.

Policies and practices governing administrative review and appeal must ensure a fair, speedy and impartial disposition of complaints at a minimum of expense.

An applicant or recipient of social assistance may appeal a decision of the Issuing Authority on the grounds of:

- . refusal to grant allowances;
- . cancellation of allowances;
- . suspension of allowances;
- . reduction of allowances;
- . inadequacy of allowances;
- . the method of payment;
- . service; and/or,
- . other

The dissatisfied applicant or recipient must request an administrative review and/or appeal in a manner and within the time schedule prescribed in the Social Assistance Program Manual for the region and set forth the grounds for his request.

Where a person has applied for and has been refused assistance, the Issuing Authority may provide food, and where absolutely necessary, shelter allowances until the case has been heard by the Regional Appeal Committee.

(a) Administrative Review

Upon receipt of a formal request for an administrative review or an appeal hearing, the Social Development Division, Indian and Inuit Affairs Program, or an Indian band or district council assigned responsibility for administering the Social Assistance Program will review the file of the appellant and circumstances related to the decision being appealed.

If the Issuing Authority is able to reach an understanding that is acceptable to the appellant, the agreed upon action will be taken and the matter will be considered as having been concluded. If the Issuing Authority and appellant are unable to reach an understanding, a report of the findings of the review shall be forwarded to the Chairman of the Regional Appeal Committee within a prescribed period of time.

(b) Appeal

The following general principles shall be incorporated into Regional guidelines:

- . The Regional Appeal Committee should not only be, but also seem to be, independent of the Administrative Authority.
- . Issuing Authorities should ensure that applicants and recipients are aware of their right to an administrative review and appeal and should strive to allay fears of their clients as well as to inform.
- . The Regional Appeal Committee should conduct hearings in the community in which the appellant resides or should pay expenses of the appellant to the place of hearings.
- . The appellant has a right to bring an advocate with him to a hearing at which entitlement is in question.

- . Decisions of the Regional Appeal Committee and the reasons for those decisions shall be made available in writing to the appellant, to the district council or Indian band assigned responsibility for administering the Social Assistance Program and to the Indian and Inuit Affairs Program.
- . At intervals of six months the Regional Director General shall prepare a compendium of decisions rendered by the Regional Appeal Committee for distribution to Indian bands and district councils and staff of the Social Development Division.

The Regional Appeal Committee should be appointed by the Regional Director General and represent the Indian community at large, the social assistance client group and the Indian and Inuit Affairs Program.

A prerequisite for serving on the Regional Appeal Committee shall be completion of a comprehensive training program to ensure adequate understanding of the Social Assistance Program and its interface with other programs and services.

The place of hearings, procedure for conducting hearings and for rendering findings should be set forth in the Social Assistance Manual for the Region.

The Regional Appeal Committee shall be empowered to make rulings in respect to allowances for Basic Social Assistance; to make recommendations in respect to Special Need allowances; and, may identify and make recommendations in respect to policies and practices requiring review and revision. The findings shall be rendered to the Regional Director General within a prescribed period of time.

The Regional Director General shall implement the ruling of the Regional Appeal Committee if it is in accord with Social Assistance Program policies and guidelines. If the ruling is in conflict with the Social Assistance Program Manual, the Regional Director General shall undertake to clarify issues and resolve conflicts. The Regional Director General shall communicate to the appellant and to the Regional Appeal Committee action planned or taken to implement the ruling and recommendations.

The decision of the Regional Director General shall be final.

No information concerning the substance of an appeal shall be disclosed to the public while a case is under review by the Regional Appeal Committee.

All records of proceedings and reference documents are the property of DIAND and only the findings of the Regional Appeal Committee shall be available to the general public.

The Indian and Inuit Affairs Program shall reimburse members of the Regional Appeal Committee for meals and travel expenses in accordance with prevailing Treasury Board Travel Regulations. Honoraria or other service fees to members will be paid through individual service contracts.

9. Mandatory Nature of Services

Mandatory services are essential services comparable to services provided by others which must be provided to Indian people with on-reserve residency to meet federal government obligations by historical precedent, by agreement or by law.

C. Funding Standards

1. Social Assistance as a Mandatory Expenditure

Funding of the Social Assistance Program has been designated as mandatory in that it makes available to Indian people who are unable to meet residency qualifications for income maintenance allowances administered and funded by provincial, territorial and municipal governments, assistance at rates and under conditions available to other citizens by statute.

2. Resource Standards

(a) Direct Assistance

Grants and contributions to individuals and families to meet Basic and Special Needs and C.O. P.H. Allowances at authorized rates and to qualified persons defined in regional Social Assistance Program Manuals. The conditions of eligibility, method of computing eligibility and entitlement, benefit structures and rates are modelled after relevant provincial and territorial government legislation and regulations.

Because of the commitment of DIAND to provide to Indian people, in need, social assistance comparable to non-Indians in communities adjacent to their reserves, allowances for Basic Needs are non-controllable. Allowances for Special Needs are issued to meet additional and essential needs. Such allowances are controllable to a very limited extent but are nevertheless mandatory.

(b) Human Resources

The allocation of human resources to deliver the Social Assistance Program is based on an analysis of the specific duties and responsibilities associated with the position and the level and classification of persons performing comparable responsibilities in the Public Service of Canada.

Consideration is given to:

(i) Functions

- . Program Administration, including the development of program interfaces and community interpretation.
- . Direct Services (see (v) below)
- . Other Social Development responsibilities assigned to the incumbent, and

(ii) Performance Competencies

The desirable knowledge and performance competencies required of a Social Assistance Administrator are normally achieved through completion of a certificate course program in Social Services Administration at a community college or a university degree in social work. In the absence of such training the Social Assistance Administrator should have secondary school education, significant experience in working with people and extensive in-service training of an on-going nature.

(iii) Demographic Considerations

The scatteration of persons served by the Social Assistance Program will increase the amount of time the Social Assistance Administrator must spend in travelling to perform essential duties and responsibilities.

(iv) Devolution of Administrative Responsibility

Prior to and for a lengthy period following transfer of administrative responsibility for administration of the Social Assistance Program to an Indian band or district council additional staff resources are necessary to do preparatory work with the community and for training and monitoring.

(v) Direct Service Requirements

The primary purpose of the Social Assistance Program is and must remain the provision of assistance to individuals and to families who are in need as determined by a needs-test.

Essential activities are:

- . eligibility testing
- . administration
- . information and referral

Adjunctive services are those activities of a discretionary but often of an essential or developmental nature to assist individuals and families to resolve problems. These services are influenced by:

- . the availability of social services provided by other organizations;
- . the utilization of casework and counselling services by applicants and recipients.

The direct service functions referred to above takes into consideration:

- . caseload which includes applicants for and recipients of social assistance;
- . case activity which is affected by:
 - . differences in service requirements of applicants for and recipients;
 - . the availability of employment which can generate an increase in documentation, collaterals and corroborative activity related to the eligibility-testing function;
 - . emphasis placed on developmental functions which are an integral part of the Social Assistance Program.