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PROPOSALS FOR A SOCIAL SERVICE
Indian Affairs Branch - Alberta

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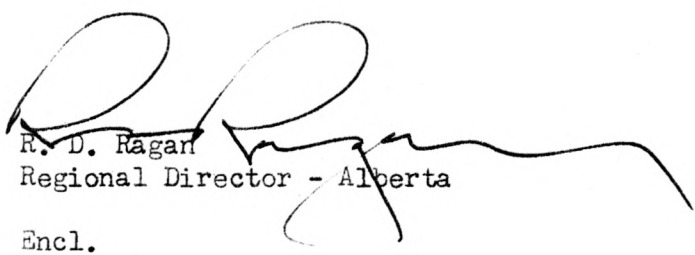
date February 13, 1968
our file/notre dossier 701/29-1
your file/votre dossier

Mr. J. W. Churchman
Director of Indian Affairs
Department of Indian Affairs
and Northern Development
Centennial Towers
OTTAWA, Ontario

Dear Mr. Churchman:

Enclosed are a series of proposals for the
development of a Social Service Unit for the Alberta
Region.

Respectfully submitted,


R. D. Ragan
Regional Director - Alberta

Encl.



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PROPOSALS FOR A SOCIAL SERVICE

Indian Affairs Branch - Alberta

Introduction

Welfare in Indian Affairs in Alberta has three choices of action. We can maintain the status quo, purchase services from the Province, or develop our own program.

To maintain the status quo is not within Branch policy. Progress towards a formal agreement to buy welfare services from the Province of Alberta is most discouraging. In the meantime, a child has died and more deaths have and will occur due to poor service delivery on the part of our welfare program. While every effort will be made to hasten an agreement with the Province, the situation is of such urgency that we must look to the third alternative to meet the legitimate needs of the people. The following are our recommendations for a comprehensive social service program which is equipped to deliver the service to which Indian people are entitled:

Proposal

1. The welfare budget be increased to the level that Branch policy can be carried out without having to "borrow" from other programs each year.
2. A staff of professionally competent social workers with professional and technical back-up staff be recruited and placed in field offices.
3. A comprehensive research study be initiated to examine every aspect of needs and service required.

4. Indian Bands be encouraged to utilize their funds and staff by using the Preventative Social Service legislation rather than in child care and social allowance programs.

Background

Much has been said and written about our "welfare program". We do have a relief program and a crisis basis of caring for neglected children. We do not have a comprehensive service-oriented welfare program.

The costs of either purchasing services or developing our own program will be approximately the same. We estimate in either case an O. & M. budget of \$5,000,000 or double our 1968-69 budget. In both cases there will be capital requirements for children's receiving home facilities.

Welfare services are disproportionately important in the life of Indians. This fact exists as a fact and we cannot afford to ignore this reality. Dependency does exist and this cannot be ignored or wished away. The Indian Affairs "system" of minimal financial and staffing support in past years has created a situation which can only be corrected by major changes in attitude and philosophy.

In general, what follows is our attempt to provide a model which is particularly suited to Alberta but which also may have elements which are applicable to the national scene.

Justifications

Throughout Indian Affairs history, there has been a universal attitude of "welfare" as something negative; that somehow a miracle would someday rid us of this responsibility (eg. purchasing services from the Province); that staff did not have the professional competence to effectively deal with the

magnitude of the welfare needs of Indian people; that the few professional social workers on staff were bent on totally destroying the Indian's initiative and self-reliance; that professional social workers were "kooks" who really did not understand life as it is.

The result of the above was the hiring of a few social workers as "window dressing" and then generally ignoring their recommendations. This, coupled with the constant desire to cut costs and wish away this problem area, has resulted in a deplorable welfare program. Just as serious, this attitude has also resulted in welfare being viewed by staff as degrading and by Indians as a way of life. Since staff attitudes are reflected in estimates, a vicious cycle naturally developed. This cycle has resulted in constantly underestimating requirements, which in previous years could be covered up by supplements, and in our present financial system, with welfare taking funds from all the other programs.

Social Assistance was frequently the only resource the Agency office had to assist Indians in years past. Today the picture is potentially quite different. Social Assistance by itself, as the only resource available to a reserve, is indeed a negative program. Social Assistance, utilizing the rehabilitative component, is a positive adjunct to total development of people. With the present array of economic and post-school programs plus the resources available outside this Branch in all levels of government, business, and industry and the volunteer sector of our society we stand on the threshold of an entirely different set of circumstances. Unfortunately, by underestimating the monetary requirements of social assistance we are cutting the feet out from under these other Branch programs, thereby effectively perpetuating the cycle of poverty and welfare as a way of life.

A second result of underestimating and expecting staff, who do not feel qualified, to do welfare work along with their many other tasks, has been questionable administration. It has been quicker to keep costs down by issuing less than the client is entitled to rather than to take the time to verify the client's eligibility to assistance in the first place; or to do the even more time-consuming task of counselling towards rehabilitation.

If we are to take advantage of Community Development, post-school programs, economic programs, Manpower, etc. then we believe that a dynamic social service unit is vital to total development of people.

If we must build our own social service unit then we face two major questions. First, what social service program would be the best adaptation of known and proven practices to meet the needs of Indian people? Second, how to attract competent professional and technical staff when they are so scarce? The answer to the second question lies in the first. If we develop a first class program we can attract first class manpower.

Our request for research is designed to provide an answer to the first question of what service will best meet the needs of Indian people.

If a social service program is to be introduced, then it must justify its existence; justify the financing required; justify its value both as an entity in itself and as a part of the larger whole. At this particular point in this paper we will focus on financing.

Budget Estimates

In your memorandum dated December 18, 1967, file 1/29-1-0, second paragraph, you outline three factors contributing to rising costs. These are:

1. Population increase
2. Cost of living increase
3. Application of Provincial standards

You go on to say these factors only account for one half of the overall increases. As far as Alberta's social assistance costs are concerned, we feel these would have accounted for most of our increases if we had been able to estimate and obtain what we consider necessary. In April, 1967, the following were a few basic facts of our relief program:

1. 10,000 Indian people received social assistance each month in the Alberta Region.
2. The average social assistance recipient family size was 4.5 persons.
3. Provincial rates are revised annually in April. The April, 1967, revision was an increase of 6.3%.
4. Alberta Indian population is presently increasing at a rate of 4.5% annually.

As outlined to you in a memorandum dated June 14, July 18, and July 31, 1967, file 701/29-1 we demonstrated that our financing was not at the level of the Provincial standard. Using the same illustration as was in our June 14 memorandum we will follow through and demonstrate how we arrived at our estimates for 1969-70. In all of the illustrations which follow we are using maximum rates as set down by the Province.

	<u>Food</u>	<u>Clothing</u>
Couple	\$ 51.50	\$ 17.00
3 year old	13.90	6.80
7 year old	19.60	8.60
14 year old	26.20	10.50
Total	<u>\$ 111.20</u>	<u>\$ 42.90</u>

Or \$154.10 ÷ 5 = \$30.82 per person.

At this point it is important to recognize that a minor-appearing change in Provincial regulations can mean many dollars to our costs. In our June 18 memorandum we carefully pointed out that the Province in practice does not issue maximum clothing. On October 31, 1967, the Provincial Welfare Department changed this regulation to read that from that date on maximum clothing rates were to be used. This means an obligation for our program to provide clothing by approximately \$968,000.00 per year!

Transposing the above table of rates for an average family to correspond with our units of measurement we find the following:

Units	$\frac{10,000}{4.5} = 2,222$
Unit Cost	$\$30.82 \times 4.5 = \138.69
1 Month	$2,222 \times \$138.69 = \$308,168.18$
1 Year	$\$308,168 \times 12 = \$3,698,016.00$

We, therefore, established for budget purposes a rate of \$140.00 as a unit cost. Therefore: $2,222 \times \$140.00 \times 12 = \$3,732,960.00$

From this we can subtract band contributions which in 1967-68 were \$325,894.00.

Rounding these figures off:

\$ 3,733,000
- 326,000
<u>\$ 3,407,000</u>

From this we have band fund interest distributions which are deducted as a source of income when a person applies for social assistance. So far, we have not been able to determine this figure.

It can be seen from the above that if we use Provincial rates for food and clothing only that our requirements exceed \$3,000,000 for 1967-68.

Due to our not knowing what amounts Bands would place in their budgets for welfare purposes and the exact effect of interest distributions, we chose to establish the figure of \$140.00 per unit. It can be demonstrated that by 1969-70 this figure would rise to \$155.83 per unit if we add the population increase and the increase anticipated in the cost of living.

Starting with the established figure of \$140.00 each field responsibility manager calculated, to the best of his ability, the average amount per month that would be deducted for band funds and interest distributions. For example, Edmonton/Hobbema District established this at \$20.00. Their unit cost is \$140.00 minus \$20.00 or \$120.00.

In April 1967, their number of units was 311. This multiplied by 12 months equals 3,735 units.

$$3,735 \times \$120 = \$448,200$$

While we can be criticized for not going to the \$155.00 figure, we will be watching this established figure of \$140.00 very closely over the next year. In other words, we are sure of the \$140.00 and not of the \$155.00.

These figures are a large increase over past years' expenditures. For example, at the time of writing it would appear that our average expenditure for each unit as illustrated above for 1967-68 will be \$75.00. Each year since the Branch changed its policy in 1964 to follow Provincial standards

and rates we have attempted to bridge the gap between what we use to spend per person to that which the Province spends. Each year our estimates have been reduced -- usually because of Federal fiscal policy. The reason for our large increase can be simply stated as our determined attempt to have sufficient funds to follow Branch policy of Provincial standards and rates.

With funds of this magnitude it is vital that we have staff to adequately administer this program.

Social Service Staffing

Certain assumptions are basic in our thinking on this subject and these include the following:

1. Indian people have a right to quality social service.
2. If we must develop our own social service it must be of a high professional standard.
3. Social Service personnel will only be attracted to work for Indian Affairs if the program is of a high professional standard.

We are in complete agreement with the concept of S.W. and W.P. classifications. Alberta now has a School of Social Service at the University of Calgary and two technical courses graduating social service technicians. We can, therefore, in succeeding years, attract competent personnel.

Our proposal is to place competent and well-experienced professional social workers at the District offices. Reporting to the District Superintendents of Social Service would be one, two, or three less-experienced social workers and one or two welfare technicians.

Experience has taught us that any professional social worker we place in the District Superintendent of Social Service position should be capable of assuming an executive director position of any urban social agency. This system has been thoroughly tested by our sister Branch, Northern Administration. The standard and competence of Northern Administration's welfare staff is well-known and admired by the Social Work profession across Canada. We, therefore, request SW 4 classifications as a minimum for filling these positions.

For simplicity, the following tables will illustrate our plans.

Table One - Present Staff

The social work positions are full time. The Welfare Program positions are more than 50% but less than 80% staff time on welfare matters.

	SW 5	SW 4	SW 3	WP 1 or 2	Total
Regional Office		2			2
Fort Vermilion Indian Agency			1		1
Lesser Slave Lake " "				2	2
Saddle Lake/Athabasca District				2	2
Edmonton/Hobbema District				1	1
Blood/Peigan District			**	1	2
Stony/Sarcee/Blackfoot District*				2	2
TOTAL		2	2	8	12

** Contract employee

* Listed as a District

Table Two - Approved April 1, 1968

	SW 5	SW 4	SW 3	WP 1 or 2	Total
Regional Office		2			2
Fort Vermilion Indian Agency			1		1
Lesser Slave Lake " "				2	2
Saddle Lake/Athabasca District			1	2	3
Edmonton/Hobbema District			1	1	2
Blood/Peigan District			1	1	2
Stony/Sarcee/Blackfoot District				2	2
TOTAL		2	4	8	14

The above Social Worker positions are full time. The W.P. positions are more than 50% and less than 80% staff time on welfare matters. Exceptions

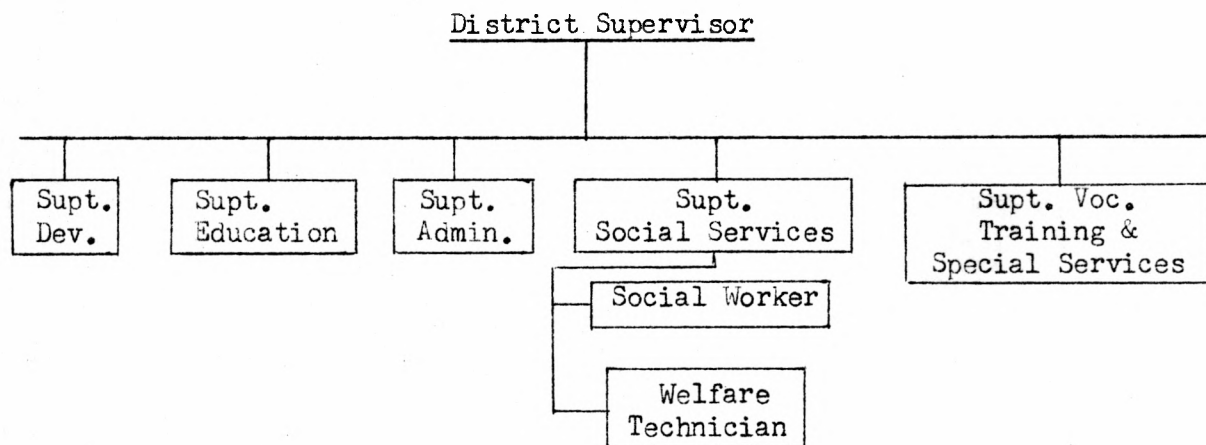
to this latter statement are the two W.P. positions at Saddle Lake/Athabasca and one at Edmonton/Hobbema who are 100% staff time on Welfare matters.

Table Three - Proposed

	<u>SW 5</u>	<u>SW 4</u>	<u>SW 3</u>	<u>WP 1 or 2</u>	<u>Total</u>
Regional Office	1				1
Fort Vermilion Indian Agency			1	2	3
Lesser Slave Lake " "		1	1	1	3
Saddle Lake/Athabasca District		1	3	2	6
Edmonton/Hobbema District		1	2	2	5
Blood/Peigan District		1	2	2	5
Stony/Sarcee/Blackfoot District		1	2	2	5
TOTAL	1	5	11	11	28

The present Welfare Consultant would be reclassified from an SW 4 to an SW 5. The present Regional Social Worker would become the Edmonton/Hobbema District Superintendent of Welfare. All positions including all WP classifications would be full time on welfare matters.

At the District level the organization currently being considered can be demonstrated below.



The above suggestion may be a practical method of placing the social service role at the District level in the position your memorandums of December 18 and 21 suggest.

Definition of Responsibilities

Social Worker 5 (SW 5) - This employee is responsible for the improvement of welfare administration and professional social work which is vitally important to all Branch programs. The incumbent should be partially free from field work to establish and maintain concrete relationships and liaison with Provincial welfare and private agencies so that the Indian Affairs Branch program can be maintained at professional standards.

Budgeting can be realistic in that relevant data can be consolidated at the Regional Office.

This position co-ordinates the welfare programs of the Province and the Branch and promotes understanding at all staff levels of both Federal and Provincial programs. Training of Indian Affairs personnel should be incorporated into the Training and Development section of Provincial welfare.

Responsibilities include assisting the R.S.S.P. in the administration of the Department and assuming those responsibilities in his absence. Considerable independence is exercised in the co-ordination of casework functions, staff training, and the development of administrative policy, procedures, and practice. Evaluations are made from consultations, review of reports, and the analysis of program effectiveness. Policy and major procedural changes are subject to the approval of the R.S. S.P.

Social Worker 4 (SW 4) - This is professional work of a supervisory and administrative nature. Responsible for the administration, direction, and supervision of the District area. The incumbent co-ordinates the welfare program with governmental and other welfare agencies, which includes training and supervising staff members. He provides information on professional social work principles, practices, and techniques. The incumbent is responsible for the approval or rejection of recommendations for granting social assistance

in accordance with Federal and Provincial Acts and departmental policies. The SW 4 assists in the identification and solution of problems and gives advice on the availability of community facilities and referral procedures. He receives and evaluates Agency records in relation to Federal Government objectives, policies, and controls. Prime responsibility is to carry on a steady evaluation-treatment process to identify underlying problems of groups or communities and then facilitate a solution. Prepares statistical, progress, and special reports. Frequently makes field visits to interpret Federal-Provincial welfare policy, philosophy, and programs by an educational process to staff in the designated area.

Social Worker 3 (SW 3) - This employee is involved in the application of professional knowledge and skills in determining eligibility and providing intensive casework and counselling services within an intercultural society. Professional training is exercised in identifying social problems and handling cases involving situations of more than average complexity. Considerable initiative is exercised in providing assistance to recipients with serious and complex problems. Work is reviewed by a professional supervisor through consultation, review of reports, and evaluation of results.

Welfare Programs 2 (WP 2) - This technician is involved with the day to day administration so that the social workers can be free to do casework. This employee would be assigned initial workloads which are limited in scope and complexity. All cheques and orders for recipients will be signed (signing authority) by this employee. This employee interviews applicants and obtains information necessary to determine eligibility for financial assistance and other services on the basis of established policy. Investigates cases involving broken homes and neglected and delinquent children. He appears in District, Family, and Juvenile Courts to present reports and

recommendations on behalf of clients in cases such as divorce, separation, neglected children, and juvenile delinquents. He obtains a list of prospective foster homes and supervises children placed in these homes. He assists persons in making application for special programs such as Old Age Security and rehabilitation services.

Prevention

In Alberta we have a unique opportunity to involve Indian people in active participation of the solutions to social problems. The Preventative Social Service legislation enables municipalities to concentrate upon prevention of social breakdown as opposed to using all their energy and resources towards casualties. In turn, the Province assumes the responsibility for dealing with social casualties.

Our proposal simply suggests that this Branch adopt an identical approach as that taken by the Province of Alberta. In terms of responsibility this would mean:

1. All band funds in Alberta be withdrawn from supporting welfare programs such as child care and social assistance.
2. The Federal Government (Indian Affairs Branch) would pay all costs for child care, adult care, delinquency, rehabilitation and social assistance with no direct or indirect contribution from the Bands.
3. Bands would be encouraged to budget their funds towards prevention on a twenty percent band funds, eighty percent Federal funds basis.
4. Band employees presently engaged as welfare aides would cease to be active in casualty programs and would spend their time in prevention programs.
5. Federal staff would carry out all casualty programs. If and when the Provincial Welfare Department took over this responsibility, it would then be on the same basis as service now provided to other small municipalities.

The above suggestions would have the advantage of:

- a) creating a situation whereby if and when either a welfare agreement or a master agreement is signed the Provincial services would move in without major disruption of existing services, and

- b) in the meantime prevention services can be made available to Alberta Indians.

Changes required by the Branch can be summarized as follows:

1. The Grants to Bands formula would be altered from a 50 - 50 sharing of salaries to a 20 - 80 sharing for those band employees engaged in Preventative Social Services.
2. The Branch would have to increase appropriations of money (\$326,000 in 1967-68) to compensate for band contributions.
3. A clear division of responsibility would be created whereby the Branch staff would concern itself exclusively with casualty programs and Indian Bands would concern themselves with prevention programs.

Attached as appendices to this paper are listings of Provincial projects presently in operation throughout Alberta. In addition to those listed, there are an additional 22 projects waiting Ministerial approval. A significant side effect not shown in this listing is the less tangible but perhaps more meaningful impetus this program is having on communities. The writer has, on several occasions, met with non-Indian citizens throughout the Province who have hope and determination as well as a means of achieving results through the prevention program.

There are numerous advantages to this suggestion. Not only is this program a positive one in itself but also it can feed impetus into other programs which are available to Indians, both from within and outside the Branch.

It is vital to achieve a more positive attitude towards social services on the part of Indian people. Prevention programs by design come from people

as ideas which can be translated into action programs they see as being beneficial to their particular circumstances.

At this time, the Provincial authorities are unable to participate financially. However, Provincial staff are willing to actively assist Indian communities in the development of prevention services in the same way as they assist other municipalities. In many instances, Indian communities could join with neighbouring municipalities in meeting Regional prevention goals. Therefore, there is the potential that "reserve isolation" can be reduced by people working together to achieve common goals.

Research

This request for a comprehensive research program is directed towards causes not symptoms. We are not looking for a survey but rather an in-depth study of the total field of social service. We are estimating that this research would take a full year to complete. To this end we have requested in our 1969-70 estimates \$50,000 to carry out this project.

Perhaps the most difficult aspect of this request would be to find a consulting firm that has the competence to carry out this research project.

The terms of reference should be broad but the research should be detailed. There are five general areas we would like examined:

1. Examine present welfare program and administration:
 - assess strengths, weaknesses
 - recommend changes
 - in order of priority
 - how should changes be implemented
2. Examine staff attitudes and practices:
 - assess strengths, weaknesses
 - recommend changes
3. Examine social problems of Indian communities and individuals:
 - What is the full nature and extent of these problems?
 - What processes of treatment and rehabilitation is best suited to meet these needs?
 - What methods of providing required services should be implemented, keeping in mind the rural location of the majority of reserves?

4. An in-depth study of all factors concerning Indian peoples' attitudes towards child care, parental responsibility, marriage and unmarried motherhood.
 - What are the causes of social problems that develop in these areas?
 - What is the most meaningful method, from the Indians' point of view, of resolving social problems?
5. What are the skills, aptitudes and real desires of Indian people towards employment?

From our experience with consultants, we recommend in the strongest possible terms that the consultant firm be charged with the responsibility of implementing changes which are recommended and accepted by the Branch. There are two reasons for this recommendation. If the consultant knows he must implement changes he will be far more realistic than idealistic in his recommendations. Secondly, we can carry on our normal workload without having to delegate already busy staff to implement changes in the program. We would also recommend that bids from consulting firms quote prices for the research and implementation separately.

We have made preliminary inquiries concerning consulting firms capable of conducting this type of research. We presume the Canadian Welfare Council has this capability, but we have made no direct inquiries. Enclosed are two brochures. The first is from a firm of Industrial Psychologists who have several staff members with experience in the social field. A more promising brochure is that of the Community Research Associates, 124 East 40 Street, New York, N. Y. 10016.

If you agree in principle to this request, we are prepared to produce a detailed Terms of Reference for this research project. Since the findings can be geared, to some extent, to the national scene we suggest your office be involved in developing these final Terms of Reference.

Conclusions

We have attempted to put forth a positive, practical series of suggestions which we believe will provide a social service to Indian people that will contribute to their growth and independence. We are asking for a commitment from the Branch which will change our focus from a negative give-away program to that of a positive service-delivery concept. It is designed in such a way that at any time in the future that the Province takes over this responsibility it can do so easily and with no negative results to Indian people. In the meantime, we can go forward with a service-delivery program which Indian people desperately require.

APPENDIX A

Recapitulation of Financing of a Social Service

	<u>1968-69</u>	<u>1969-70</u>
Salaries	\$ 105,811.00	\$ 189,784.00
Travel	22,500.00	31,500.00
Research	2,500.00	50,000.00
Programs		
(a) Social Assistance	3,732,960.00	4,150,736.00
(b) Adult Care	59,900.00	72,100.00
(c) Child Care	300,600.00	386,500.00
(e) Preventive Social Services	160,000.00	800,000.00
Totals	<u>\$ 4,384,271.00</u>	<u>\$ 5,680,620.00</u>

Social Planning & Development Branch
Department of Public Welfare
Executive Building
Edmonton, Alberta

February 1967

PREVENTIVE SOCIAL SERVICES ACT

- The Local Communities' Opportunity
for Human Resources Development.

The "idea" of prevention is certainly not new, but its association with public welfare administration is new and as yet experimental. The twentieth century with its fantastic advances in science and technocracy could conceivably so envelop man that he would in due time be of little less consequence than the machine he tended. If our civilization considers the growth and development of man as its most significant objective, it becomes imperative to not only preserve present forces contributing to this end, but to create new ones that will parallel advances in scientific thinking. The challenge of such an undertaking is without precedent. It can be a tangible expression of that yearning of all civilized men to place first priority on the value of human life, to release man from the fears and prejudices of the past, and give him an opportunity to develop his potential to an extent not yet envisioned.

In essence, a preventive social service is one designed to develop community awareness and resources, to strengthen and preserve human initiative and to preclude individual and family breakdown. It is any activity which is available to all members of the community on a voluntary basis for the enrichment of their physical, mental and social well-being.

In Alberta, the broad field of welfare has long been shared by the three levels of government. Over the years, a trend has emerged whereby the federal government makes substantial contributions in money, both in direct universal benefits and by reimbursements to provinces, while the provincial and municipal governments administer child welfare, public assistance, and the supporting services. Recently, a further clarification has emerged by the Province assuming all statutory child welfare and the main portion of public assistance, including rehabilitation, with the municipality being asked to undertake a new concept in public service which now has become known as Preventive Social Services.

It might further simplify the picture if welfare services could be classed as:

- (a) Preventive, designed to enhance individual and family life, and to preclude breakdown or dependency upon public funds.
- (b) Rehabilitative, designed for those who are social casualties, but who have a potential to gain or regain their independence, and,

- (c) Financial, designed for those who are deemed to require continuing financial support.

The Department of Public Welfare is prepared to assume responsibility for (b) and (c) with the expectation that municipal governments will wish to assume responsibility for (a), with the Province contributing financially at the rate of eighty per cent.

The emphasis on the community's responsibility to provide these services is underlined. It rests on the belief that most communities, like most individuals, have the desire and indeed the energy, and resources, for self improvement.

Many services dedicated to this task now exist. In no way does the Department of Public Welfare wish to intrude where such services are established and operating effectively. However, it is evident from the incidence of individual and family breakdown that something must be done.

The purpose of preventive social service is to do what more is necessary to make it possible for all children to remain in their home and to participate in healthy family life. Many of the causes of illegitimacy and family breakdown are known. Therefore, it is necessary to explore all avenues which will offset such concerns. Family Life Education, Head Start Programs, Credit Counselling, and others are examples

The Preventive Social Service Act effective July 1st, 1966 reads as follows:

Where a municipality provides for the establishment and operation of Preventive Social Service programs of a nature and in a manner satisfactory to the Minister, the Minister may pay to the municipality

- (a) a grant not exceeding eighty per cent of the municipal expenses in connection with the administration of material aid given by the municipality under Part 1 of the Public Welfare Act, and
- (b) a grant not exceeding eighty per cent of the municipal expenses in connection with the administration of preventive social service programs, and
- (c) a grant not exceeding eighty per cent of the amount paid out by the municipality for the establishment and operation of preventive social service programmes.

As the Preventive Social Service Programs will be subsidized by public funds to a large degree, it is necessary to establish a clear pattern of responsibility and accountability. Coupled with this is the concept that effective preventive services should be developed at the

community level with the direct involvement of local citizens. Since the provincial department cannot fairly deal with a multitude of smaller communities, and private agencies and services, this means a local authority will be selected to assume responsibility for the program and to ensure local involvement of both money and resources.

Therefore, a municipality may appoint an advisory committee, or a board, or a commission to facilitate the operation of preventive social service administration.

Where a municipality enters into an agreement with the Minister to establish a program of preventive social services, it will be necessary to employ one or more persons on a full time basis. Preventive social service workers' salaries and travel expenses are shared at the rate of eighty per cent with the Province. Costs of office personnel employed full time on this program are similarly shareable.

Where a private agency is approved in nature, the application must include a budget statement and indicating the source of all funds. (As from the United Fund, fees for service grants, private donations, etc.) The Province will share with the municipality only in the operating budget and not in the total budget. In the development of new services and extension of existing services the local municipality should explore the use of local funds.

A preventive program may be an existing program, an expansion or development of known programs or maybe a service not yet clearly defined. It should always be a family or community service with the goal of strengthening and stabilizing family life. It is hoped, in consultation with the Province, an imaginative approach might be attained, and that over a period of time it will be possible to develop research in conjunction with new projects so that new ideas may be formulated and brought into wider practice.

SUMMARY

- In essence, the Preventive Social Service Program is one designed to develop community awareness and resources, to strengthen and preserve human initiative and to preclude individual and family breakdown.
- It rests on the belief that most communities, like most individuals, have the desire and indeed the energy and resources for self-improvement.
- It is any activity which is available to all members of the community on a voluntary basis for their physical, mental and social well-being.
- The program is flexible and thus it is possible for each community to address itself to its own particular requirements.
- As a new concept in planning, communities will be challenged by the opportunity of meeting needs, heretofore unserved.
- As a long term venture, communities will be able to move and grow in the provision of preventive services.

The Preventive Social Service Program is a positive approach toward a new dimension in social well-being for Alberta communities.



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Lamond, Dewhurst, Westcott & Fraser Ltd. is a national firm of broadly trained industrial psychologists. It assists corporate clients in the utilization of their human resources through the assessment, acquisition, organization and compensation of people in the work setting —anywhere in Canada.



"The crux of a program of action is the allocation of resources and especially the staffing decisions. Until they have been made and put into effect, nothing has really been done."

— Drucker; Managing for Results.

the industrial psychologist today

The industrial psychologist of the 1960's is a businessman concerned, like other businessmen, with the realities of the market place.

He is a results-oriented adviser to management who specializes in relating the work to be done with the people available for doing it.

He brings to his consulting responsibilities extensive academic study of human behaviour, well-seasoned with practical experience in a diversity of work settings.

summary of services

Appraisal of People If business is dependent on the quality of its people, it follows that there are benefits in appointing the right person to the right job.

The problem then becomes one of knowing in advance, before the investment is made, which of the persons available is likely to perform most effectively.

Professional appraisals of candidates by industrial psychologists can assist the manager in making staffing decisions that have the greatest benefit.

Organization and Compensation of People The manager is measured by the success of the organization he manages. This success depends to an important degree on his management of human resources.

Working as a team with management, Lamond, Dewhurst, Westcott & Fraser provides the following services:

- Personnel appraisal for promotion, transfer and additions to staff.
- Organization reviews and planning.
- Manpower planning.
- Job evaluation and compensation studies.
- Personnel selection techniques.

appraisal of people

New Staff When the executive decides to add to his staff, a series of logical steps is available to him. Psychologists from Lamond, Dewhurst, Westcott & Fraser are in a position to make a contribution to these steps.

Sometimes the client organization provides the industrial psychologist with a list of people who have already applied for the job. Other times the psychologist is called in earlier to help define the job and recruit the person required to fill it.

The next phase is a detailed appraisal of the best applicants in relation to the job and the enterprise. This is carried out entirely by the psychologist, and from it a small group of semi-finalists emerge. The client is given a thorough background on each as preparation for final interviews.

Once an appointment is made, the psychologist provides management with a comprehensive written report on the candidate selected as an aid to training and supervision. In addition, the psychologist meets with the man appointed and interprets to him the results of the appraisal. He may be advised of courses, readings or other measures to improve his job performance and readiness for advancement. The final stage, which is also handled by the psychologist, is to tactfully and promptly advise all other applicants of the decision.

appraisal of people cont'd

Promotions, Transfers and Training Objective personnel appraisals by Lamond, Dewhurst, Westcott & Fraser can be of assistance to the executive who is deciding which person to promote or transfer. They are also valuable in assessing the capacity of employees to absorb training, and establishing areas of training which will help them do a better job.

Most important, the psychologist is able to appraise the suitability of candidates in terms of both the short run and the long run needs of the organization.

Personnel appraisals by Lamond, Dewhurst, Westcott & Fraser provide an objective 'fresh look' and identify the factors needed for informed promotion, transfer and training decisions.

Because Lamond, Dewhurst, Westcott & Fraser provides services all across Canada, candidates in various parts of the country can be appraised with a minimum of travel by executives or staff members.

The psychologist is also able to provide an interpretation of appraisal results to the candidates who were passed over – sometimes a very valuable step.

organization and compensation of people

Organization Reviews and Planning When an enterprise is confronted with the need to reorganize its people, the industrial psychologist is uniquely qualified to assist.

Industrial psychologists believe that organization planning is not something that is done to a company, but rather is something in which a company and its people take part. It can be most effective when carried out as a cooperative effort between experienced insiders and professional outsiders.

The industrial psychologist can help management to establish new lines of authority, levels of supervision and channels of communication.

He can help to identify marginally necessary functions and recommend new groupings of work – all with the objective of increasing revenues, reducing costs and creating satisfying jobs.

Manpower Planning Less often practiced than revenue, profit and cash forecasting, manpower planning emphasizes that only people can produce operating results.

One of its elements is personnel forecasting based on an analysis of past history and present long term plans. Another is the objective evaluation of the adaptability and growth capacity of existing staff. A third area of manpower planning is the establishment of future promotions and transfers, plus preparing man and position specifications. Planning of this kind helps the organization to adjust to growth and change – avoiding the setbacks and frustrations which so often occur when emergency manpower adjustments are made.

Personnel Selection Methods In most organizations, costs associated with personnel turnover and failure, with hiring, training and supervision are important considerations.

Lamond, Dewhurst, Westcott & Fraser is in a position to assist the personnel managers of these organizations to develop tailor-made selection methods utilizing analytical, statistical, experimental and psychological techniques. By developing these selection methods in cooperation with industrial psychologists, the personnel department can achieve a simple, effective, economical system of hiring a relatively large or continuing number of productive people, for various functions, and at several levels of responsibility.

Job Evaluation and Compensation Studies A systematic evaluation of the jobs performed, related to salaries for similar work in the community, brings a new consistency to the compensation, placement and promotion of people. And as an alternative to subjective decisions on pay increases, job evaluation is an equitable approach to matching the right pay scale to the right job.

In preparing written definitions of the jobs to be rated, clarifying such factors as education, training, skills and experience required, and developing and assigning appropriate pay scales, the industrial psychologist draws on his wide practical experience plus psychological research.

Lamond, Dewhurst, Westcott & Fraser encourages the participation of the people affected by job evaluation, and puts into client's hands methods of updating the accepted plan, plus data designed to help keep salaries in line with those paid for similar work in related fields.

**professional
qualifications
and
memberships**

In most provinces, admission to membership in Canadian psychological associations and to the practice of industrial psychology is the subject of government legislation.

The minimum academic qualification is a masters degree in psychology from a recognized university. All of the firm's psychologists are members of one or more of the following professional associations:

Canadian Psychological Association
Ontario Psychological Association
Corporation des Psychologues de la Province de Quebec
Psychological Association of Manitoba
Saskatchewan Psychological Association
Psychologists' Association of Alberta
British Columbia Psychological Association
American Psychological Association

**ethics
and fees**

The firm subscribes to the ethical standards adopted by the Canadian Psychological Association. Fees for work performed are on a professional basis – hourly, per diem, or retainer. Exploratory discussions with company executives are arranged without obligation.

**speakers'
bureau**

Subject only to prior commitments, the firm is glad to provide interested groups with speakers on subjects related to Human Resources Management.

clients served

Founded nearly two decades ago, Lamond, Dewhurst, Westcott & Fraser has a continuing relationship with more than 600 industrial, commercial, professional and institutional clients, ranging from enterprises of national and international scope to progressive smaller companies.

**anywhere
in Canada**

Where staffing decisions are involved, the nationwide facilities of Lamond, Dewhurst, Westcott & Fraser eliminate the need to bring preliminary candidates to head office, or for executives to fly out to meet such candidates.

To initiate exploratory discussions, just call the nearest office of the firm.

offices

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AFFILIATES: For services in other Canadian cities, in the U.S.A., United Kingdom and Australia, please call the nearest of the offices listed above.



"Business is a human organization, made or broken by the quality of its people."

*— Drucker: *Managing for Results**

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In Brief

PURPOSE To help improve the adequacy, efficiency, coordination, and accountability of health and welfare services.

EXPERIENCE Founded in 1944 and incorporated in 1947 by a professional group who had worked cooperatively on community surveys covering all health and welfare areas during the 1930's. Continuity of leadership and program capability has developed over a period of more than thirty years. To an unusual degree the results of foundation-financed development, research and experimentation have been integrated with direct service through surveys and studies, the experience of each feeding back into and enriching the other.

SERVICES Operational research, Developmental demonstrations, Methods-system installations, Program surveys, Administrative studies, Consultation.

FOR WHOM? Community leaders, foundations, governmental and voluntary departments and agencies at local, state and national levels.

The Constant Issue: How to Accomplish What?

The health and welfare scene is alive with large national goals, new federal programs, greatly increased federal moneys. Public attention is commanded daily by the problems and issues attendant upon such programs as the "war on poverty"; the rehabilitation and strengthening of family life among families receiving public welfare grants; Medicare for the aged, and Medicaid for people of all ages living below certain income levels; the comprehensive planning for care of the mentally ill and mentally retarded; vocational rehabilitation, now provided on a much broader scale than heretofore; urban renewal, with its comparatively new emphasis on social factors. These broad aims now receive general approval. Most people now support them—*if they accomplish their avowed purposes*. The constant issue is HOW to translate these general aims into efficient means for accomplishing precisely WHAT is desired.

This is not a new issue. Over the past half century it has often been raised—and rarely been answered. It is

estimated that in 1913 the entire nation spent no more than fifty million dollars from all sources for all health and welfare purposes. At last report that total exceeded *eighteen billion* dollars from local, state, and increasingly, from federal funds. This does *not* include benefits paid for the social security insurances, including the new Medicare program. Nor does it include new money now being spent, or to be spent on the most recently launched federal programs. It represents local, state, and federal money paid for direct service to people through the operating budgets of health and welfare agencies.

Beyond doubt these developments have arisen in response to the real needs of people in a rapidly growing, increasingly complex and interdependent society. Nevertheless the climate engendered by this trend of expansion inevitably has encouraged the assumption that "more" and "bigger" always meant "better."

From its inception Community Research Associates has been unique in its dedication to three different and basically important relationships: those between

- the resources available
- efficiency in organization and method
- results in solving social problems

Naught but disillusion can accrue from good intentions which lack the methods to produce accountable results.

If You Need the Help of Expert Know-How...

Organized in 1947 as a non-profit corporation, CRA has conducted 121 surveys, studies or systems installations in sixty-six different American communities in twenty-eight states. Many of these have been designed to eliminate obvious duplication, strengthen administrative structures, upgrade quality of performance, begin to fill in important gaps in service. Some have covered all health, welfare and recreation agencies, others only one major field. Numerous administrative and program studies of individual agencies are to be found among them. The installation of efficient operational systems has been steadily increasing.

To this record must be added the prior experience of those who founded CRA. This began in the early 1930s,

when Bradley Buell was field director of the national association of community chests and councils. Under these auspices he was responsible for the organization of surveys, studies and consultant services in upwards of one hundred different American communities. Out of this experience grew Community Research Associates, of which he was a founder and Executive Director from 1947 to 1963.

At your disposal also are the accrued results of a foundation-financed program of operational research, experimentation, and development. Indeed, one of the primary aims of CRA's founders was to meet the need for better operating methods. Support for this part of the program since its inception has come from The Grant Foundation of New York, and since 1949, also from the Louis W. and Maud Hill Family Foundation of Saint Paul.

In later years other groups have organized to offer survey, study, and consultation services in the health and welfare field. CRA continues to be unique as an independent non-profit corporation whose survey and consultation service is integrated with foundation-financed developmental, experimental, and operational research experience.

Expert Help Depends on Expert People...

A Skilled Team

The type of services offered by CRA has, almost without exception, required a team operation. Even in administrative and program studies of large individual multi-purpose agencies it is considered essential. Steadily increasing agency and professional specialization means that no single person can encompass the substance and content necessary for soundness in both findings and recommendations.

The successful management of a team operation itself requires special experience and capacities. Personnel must be recruited who not only are highly competent in their specialty but who have capacity for give and take; for pooling what they know, discover, and think with the other team members in relation to the particular objective of the study. Above all, each team must have a captain. He must not only be able to plan overall strategy, outline responsibilities, work out time schedules, etc., but also,

and more importantly, to give leadership to staff discussions, relate and synthesize findings and recommendations to the main ends desired.

Drawn From Broad Resources

CRA draws upon three main resources in making up teams suited to a particular operation. First, it uses its full-time headquarters staff. Each member had achieved distinction in some health and welfare field before joining the staff. This assures a full-time permanent group with a wide scope of professional competence. Each member of the present staff had some experience with, and participation in, CRA operations before coming to headquarters. Thus each brought to it an understanding of CRA's purpose and method. This has made it easier for the whole staff itself to operate flexibly and efficiently *as a team*.

A second resource is CRA's group of Consultant Associates. All hold important positions in agencies representing practically every specialized area of health and welfare service. Some fifty in number, each has had varying degrees of personal participation in CRA activities. Indeed, such participation and indication of special interest is a condition of their nomination and election annually by the Board of Directors.

Third, CRA's long experience has resulted in a wide range of contacts with people in all health and welfare areas. It draws on these to recruit the "right" person needed to do the "right" kind of job in the particular situation to be studied. Even with the rapid changes which have taken place throughout its history, and the new circum-

stances and objectives that have had to be faced, CRA has always been able to enlist a team competent to work on any assignment it has accepted.

Guided by an
Experienced
Board

Underpinning and guiding the basic program and fiscal policies of CRA is a Board of Directors of distinguished citizens, all of whom have a special interest in the operation. Indeed, a number have long histories of participation as lay leaders in some of CRA's most important undertakings. Its president, Milton H. Glover, Vice-Chairman of the Hartford National Bank and Trust Company, was a member of the survey committee under whose auspices was conducted a general community survey in Hartford in 1934. This is but one instance of his lifelong participation in and significant contributions to social welfare and civic activities, not only in his own community and state, but in connection with national programs and policies as well. Five of the founders of CRA, including Mr. Buell, were members of that survey staff. William Mitchell, our vice-president, now a member of the Washington law firm of Mintener and Mitchell and formerly General Counsel of the Atomic Energy Commission, was chairman of the local steering committee under whose auspices CRA made the nationally known study in Saint Paul, Minnesota. He too has a continuous record of important contributions to social welfare programs and policies at both the local and national level. The same, indeed, could be said in different ways about all members of the Board who have become interested in CRA's program through similar associations.

How to Use CRA Service...

If you think CRA services might be useful to you in solving a problem or throwing new light on a situation, call us, write us, or visit us. Communications should be addressed to Donald B. Glabe, Executive Director, Community Research Associates, 124 East 40 Street, New York, N.Y. 10016.

You will find our experience put at your disposal in making the logical sequence of preparations we have found necessary if investment in a study, survey or systems installation is to be justified by the results.

Clarify the Problem

First of all, there needs to be some clarification of what the problem is, how it has arisen, who and what services are involved, what leadership for effective action is likely to be available. This is in the nature of a preliminary exploration to get as clear an idea as possible about the utility and practicability of CRA's services.

Establish
a Good
Climate

If the indications are affirmative, the initiators or sponsors of the project next need to be sure that a proper climate is established; that is, they must be sure that key lay leaders, administrators, and others to be involved recognize that problems do exist and are willing to cooperate with a competent group coming in to study them.

Prepare
a Plan

At this point, a preliminary visit for a relatively short period by a member of the CRA headquarters staff usually is called for. He will make a general inventory of the agencies and services to be involved, meet with key lay and professional leaders interested in the study, gather such relevant facts as are readily available. On the basis of this, CRA will prepare a study plan, clarifying the objectives, the methods to be used, the staff needed, a time schedule and estimated cost. This plan then will be submitted to the appropriate authorities for action. Each study or project needs to be tailored to fit the particular situation.

Appoint
a Survey
Committee

If the study is of more than one local agency, the appointment of a local survey advisory committee usually is highly desirable, if not essential. Its members usually should be key lay leaders whose understanding and influence will carry weight in relation to the objectives of the study. They need to be willing to spend time in discussing problems and issues with the survey staff as work proceeds. They should discuss fully all major findings and recommendations before CRA's final report is written. Finally, appropriate responsibility should be fixed for seeing to it that there is effective follow-up action upon all recommendations to which they generally agree.

How CRA Conducts the Survey

CRA is responsible for supplying a competent staff, conducting the study and submitting a written report with findings, conclusions and recommendations for action. The aim of the latter is to point out specific ways in which a better job could be done, within realistic estimate of resources that can be made available.

During the course of the study or project, conferences are held with agency administrators and staff, Board members and others who may have a direct relation to the matter in hand. When major recommendations for change reach a tentative stage they are discussed not only with the survey committee, but with administrators, Board members or others who will be directly affected. The aim is to lay the best possible foundation for action after the study is concluded. Frequently, provision is made for follow-up consultation with respect to implementation of the recommendations.

Costs

Costs are based on charges for fees for the number of days different personnel actually spend on the study or project, travel, maintenance, and overhead. In making the cost estimate in the plan submitted, CRA arrives at a maximum figure which it guarantees not to exceed. If the actual cost is less, the final bill is less. If the actual cost exceeds this estimate, CRA absorbs it unless it has been mutually agreed that the original budget be revised during the course of the study.

Inquiries

Inquiries are always welcome, even those of a quite preliminary nature.

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CRA Publications

BOOKS

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Washington, D.C.

First Vice-President of the Family and Child Services of Washington, D. C. Formerly a Board member of the Family Service Association of America; Chairman of the Planning and Research Council of the Greater Saint Paul Community Chest and Council; and President of Family Service of Saint Paul.

J. CORNELL SCHENCK, Treasurer
Vice-President, Manufacturers Hanover Trust Co.
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IRVING CLARK
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Saint Paul, Minnesota

Chairman of the Ramsey County Citizens Committee for Economic Opportunity and the Family Centered Project Committee of Saint Paul. Formerly a member of the Board of the Greater Saint Paul Community Chests & Councils, Inc.

GERARD FOUNTAIN, M.D.
Psychiatrist
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Chairman, Westchester County Community Mental Health Board.

RICHARD GRUMBACHER
Hagerstown, Maryland

Member, Maryland House of Delegates; Vice-Chairman, Maryland Commission on Children and Youth. Formerly Chairman, Advisory Committee, CRA's Washington County, Maryland Project: "The Prevention and Control of Indigent Disability"; Chairman, Mayor's Urban Renewal Committee; Campaign Chairman, Washington County United Fund.

GEORGE H. HILL
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Member Advisory Board to the Commissioner of Public Assistance, Westchester County, New York. Formerly Vice-Chairman, New York State Board of Social Welfare; Chairman of the Selective Service Board of Appeals, Westchester County; President of the New York Society for Ethical Culture and Chairman of the Board of Governors of Ethical Culture Schools.