

PUBLIC ASSISTANCE POLICY

A Review of Contemporary Legislation and
Practice in British Columbia

by

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ABSTRACT

The purpose of this study has been to review the development of public assistance in British Columbia; and to compare the present policies of (a) eligibility and determination of need, (b) assistance levels, and (c) service programs, in War Veterans' Allowance, Old Age Assistance, Blind Persons' Allowance, Mothers' Allowance and Social Allowance. Reference is made to American programs where a comparison of policies is helpful in clarifying issues.

On policy concerning such questions as residence, relatives' responsibility, citizenship, assessment of resources, levels of assistance, and service programs, the Policy Manual and the Acts and Regulations of the B.C. Social Welfare Branch are used as the basis for comparative analysis. Interviews were held with authorities administering the programs and these were pursued in order to clarify apparent variation in policy between programs and administrative agencies. Information on the American programs was obtained through literature, correspondence; and a visit to one local office of the State Department of Public Assistance, Washington.

For the purpose of measuring levels of assistance, use is made of a standard budget developed in a previous Master of Social Work thesis. From this a monthly cost schedule is developed to suggest an up to date budgetary standard and to point up the evaluation of the adequacy of current public assistance allowances. Discrepancies between programs on such matters as exemptions and additional income are also examined. Service programs including the social and medical aspects are studied comparatively, and it is established that British Columbia is a leader in this respect. The more effective use of trained and untrained personnel in the social services appears to demand further research.

The study leads to seven major suggestions; (a) abolition of local residence qualifications with appropriate financial arrangements; (b) standardization and liberalization of policies respecting assessment of resources and income; (c) use of the standard budget in establishing and meeting need; (d) use of a simplified budget - deficit method for determining grants; (e) more effective use of personnel in social services; (f) extended use of research in public assistance; (g) development of advisory - committee groups in public assistance.

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PUBLIC ASSISTANCE POLICY

CHAPTER I

PUBLIC ASSISTANCE PROGRAMS IN B.C.

CONSTITUTIONAL RESPONSIBILITY IN CANADA

In considering the development of public assistance in British Columbia it is important that some attention be given to the legislative structure upon which the program has been built. When the Fathers of Confederation undertook to formulate a Canadian Constitution they, of course, had no conception of social security, as it is known today.

Insofar as they recognized the need for such services, they must have presumed that these would be provided by the local authorities as had been the tradition in England since the days of Elizabethan Poor Law. Public welfare is not mentioned in the British North America Act as such. Those sections which serve to define the respective jurisdictions of the Dominion and the provinces in this field seem unrelated in language and in their original meaning to the problems of modern social welfare.

In Section 91 of the British North America Act, the Parliament of Canada was empowered "to make laws for the peace, order, and good government of Canada, in relation to all matters not coming within the classes of subjects by this

Act assigned exclusively to the legislatures of the provinces".

Section 92 of the Act gave to the provinces certain powers to legislate on matters of public welfare. This includes the establishment of prisons in and for the province; the establishment of hospitals, asylums, charities and eleemosynary institutions, and municipal institutions; the solemnization of marriage; property and civil rights; the administration of justice in the province; and "generally all matters of a merely local or private nature".

The Dominion Parliament was given by the Fathers of Confederation the residual powers; that is, explicit grants of power were made to the provincial legislatures and all the remainder was to go to the Dominion. The words "peace, order, and good government" were not to be taken in any literal sense; the phrase was simply one which was frequently used by the British Parliament when it wished to make a comprehensive grant of legislative power. Section 91 then proceeded to illustrate the general authority, thus bestowed, by specifying a number of these powers, and, to prevent possible misinterpretation, explicitly stated that these enumerated powers were inserted "for greater certainty, but not so as to restrict the generality of the foregoing terms of this Section". These illustrations were, in fact, unnecessary, for the entire distribution had been completed when the provinces had been allotted their powers and the Dominion had been given the remainder.

Although this was the original intention of the Act, a different interpretation was gradually imposed upon the original through the use of the term "property and civil rights", found in Section 91 of the Act. It was argued by the Judicial Committee of the Privy Council that this term was not intended to limit provincial jurisdiction to matters of purely provincial or local interest, but that when a topic fell under this general head it was clearly provincial unless the Act positively asserted the contrary. The enumerated Dominion powers, which had begun as illustrations of Dominion authority, thus became of greater consequence than the general power which they were supposed to illustrate, because the latter was lost through the interpretation given to the term "property and civil rights".¹ The phrase - "generally all matters of a merely local or private nature in the province" - was also used to reduce the general authority of the Dominion government. These two terms, through the interpretation given them, in effect gave the residual powers to the provinces.

The term "peace, order and good government", of necessity required subsequent interpretation, and the Judicial Committee decided that the meaning inferred was that of comprehensive emergency powers which in time of national peril or necessity could be invoked by the Dominion to override, if necessary, any or all conflicting provincial powers. Such action was taken during both world wars on the basis of this

¹ DAWSON, R. McGregor, The Government of Canada, University of Toronto Press, 1947, p. 109 - 110

interpretation.

From the provisions of the Act, it would appear that, apart from the responsibility of welfare services to certain groups,¹ and for the provision of services "for the peace, order and good government of Canada", it is a basic principle of the constitution that "major responsibility for public welfare shall be assumed by the provinces, and that they will work out with the municipalities detailed arrangements for administration".²

THE HISTORICAL DEVELOPMENT OF PUBLIC ASSISTANCE IN B.C.

Since the beginning of settlement by white men, over a hundred years ago, the province of British Columbia has had a history of booms and depressions arising out of the exploitation of its natural resources. This boom experience, checked only by relatively short periods of depression until the 1930's, generated in the people attitudes of exuberant optimism regarding material affairs, and great confidence in the future of their province. This spirit of progressiveness has, to some extent, been responsible for the development of social services in British Columbia which are pro-

1. Section 91 of the Act gives the Parliament of Canada responsibility, among other things, for marine hospitals, criminal law procedure, and the operation of penitentiaries.

2. CASSIDY, H.M., "Public Welfare Organization in Canada - Dominion and Provincial", Canadian Conference on Social Work, Ottawa, 1937, p. 7.

gressive when compared to others in Canada.

The rapid development of pioneering communities made great demands on the provincial government for the provision of physical services such as transportation. Hence the pattern of a strong central government had been established when the pioneers began to concern themselves with community services such as hospitals and education. They had no desire to wait for the gradual provision of these necessities and amenities by municipalities and private organizations.

The presence amongst the early settlers of a high percentage of British immigrants, who had previous knowledge of trade unionism and socialism, was another factor which contributed to the development of social reform.

In discussing these influences, Dr. H.M. Cassidy states the following:

Such an environment has been fairly good soil for the growth of public social services. The absence of private social agencies with vested interests and the relatively slow and weak development of municipal government left the field free for leadership by the province. The thin spread of population over the interior and the consequent difficulty of delegating financial and administrative responsibilities to municipal units further encouraged central control over policy and practice.¹

In the early years following Confederation public welfare, under the provisions of poor law or municipal statutes, was almost wholly the responsibility of the municipalities. Following British poor law precedent, they were

¹ CASSIDY, Harry M. Ph.D., Public Health and Welfare Organization in Canada, Ryerson Press, Toronto, 1945, p. 40 - 41

charged with the obligation of making provisions for all classes of the poor, while the provincial governments did little except operate gaols or insane asylums. By the end of the nineteenth century it had become apparent that additional services were needed, and the provinces enacted legislation to provide for institutions for the feeble-minded, homes for the aged and infirm, child welfare services, hospitalization for the indigent, and other programmes to be operated directly, or by the municipalities and private agencies, sometimes with financial support from the province.

British Columbia, unlike Nova Scotia and New Brunswick, and nearly all the American states, has never had a poor law. However it has had an equivalent of this in the simple provision of the Municipal Act that "it shall be the duty of every city and district municipality . . . to make suitable provision for its poor and destitute".¹ The obligation was not considered seriously during the early days of the municipalities, however it was to become an overwhelming responsibility in the years of the great depression.

Vancouver was the first municipality to organize a relief department. This was done in 1914 following a collapse of the railroad and land settlement boom which resulted in much unemployment and destitution. In the years 1920 to 1926, there was heavy winter unemployment, and during this period the Dominion granted aid to the provinces to assist them in providing unemployment relief. Dominion-

1 R.S.B.C. 1936 Chap. 109, Sec. 501

provincial grants were made to Vancouver, and a few other municipalities in support of relief work projects or direct relief.

Because of its administrative jurisdiction over unorganized territory, the province was forced early in its development to make some provision for the aged and the sick. As early as 1886 appropriations were made "in aid of the destitute, poor and sick", and for the "burial of indigents",¹ and by the end of the 1920's these had increased to annual expenditures of about \$100,000. To care for the old and infirm without homes of their own, the province established the Provincial Home at Kamloops in 1893. Admission was dependent on payment of 75 percent of maintenance costs by the municipality where the person had lived. As early as 1886 provincial funds were being paid to hospitals which made claims for the care of indigent persons. In 1902 the municipalities were given responsibility in this area in that they were to contribute in respect to each day of hospitalization given to their residents.

In 1920 British Columbia passed the Mothers' Pension Act under which the province was to assume all costs of this program, thus relieving the municipalities of a large burden of responsibility to which they were technically liable under the indigent provisions of the Municipal Act. Administration of the scheme was transferred from the Workmen's Compensation Board to the Superintendent of Welfare of the

¹ British Columbia, British Columbia in the Canadian Confederation, Submission to the Royal Commission on Dominion-Provincial Relations (1938) p. 169

Provincial Secretary's Department when it was found that the Act was being misinterpreted.

British Columbia was the first province in Canada to make use of the federal Old Age Pensions Act of 1927 which offered fifty per cent of costs as a subsidy to provinces granting pensions up to twenty dollars per month to needy old people over seventy years of age. Administrative responsibility for this program was given to Workmen's Compensation Board because of this agency's success in its own field, and because of the fact that it was trusted by the public.

Child welfare problems called for the attention of the government early in the history of the province and in 1901 the Infants Act was passed providing for the appointment of a provincial Superintendent of Neglected Children and the formation of children's aid societies. In the same year societies were formed in both Vancouver and Victoria, under private boards, to provide ward and non-ward services: in 1905 the Catholic Children's Aid Society was formed. Following a survey of child welfare by the Canadian Council on Child and Family Welfare in 1927, Miss Laura Holland, an able and experienced social worker, was appointed as director of the agency, and a start made towards the employment of professional personnel and the introduction of modern child welfare methods.

PUBLIC ASSISTANCE DURING THE DEPRESSION

British Columbia was extremely hard hit by the great depression of the 1930's. Provincial and municipal

revenues dropped as rapidly as the level of unemployment and destitution grew. The unemployed besieged the municipal authorities for relief, and the drop in revenues from taxes and grants at the very time when expenses for relief were mounting sharply caused acute financial difficulties for the municipalities. Within a few years a number of them including Burnaby, North Vancouver City, North Vancouver District, Fernie, and Prince Rupert defaulted on their debt obligations, and their administration was taken over by commissioners appointed by the provincial government.

Until the fall of 1930 the municipalities, along with a few private agencies, carried the growing load of relief without assistance from the province. In October of that year the Dominion agreed to share equally, with the provinces and municipalities, in the costs of direct relief and municipal relief works on a 50-25-25 shared basis. The Dominion agreed to share equally with the province the cost of works and direct relief for homeless men and transients. Both provincial and municipal work projects were undertaken, supplemented by direct relief for those who did not benefit from emergency employment, and thus British Columbia was launched upon its largest enterprise in social welfare.

Unfortunately this program was short-lived. The province and municipalities had scarcely begun their work projects for the winter of 1931-32 when the Dominion government reduced its grants by one-half, which forced the province and municipalities to reduce their work relief from

wages to maintenance only.

Political unrest was marked during these years, and people cried for better things. With the election in the fall of 1933, a progressive Liberal cabinet came into power, and the stage was set for social reform. In July 1934, the first important reorganization step occurred with the appointment of a Director of Social Welfare whose responsibilities were to be of a planning, organizing, and coordinating nature.

In consequence of the lack of field staff in the Welfare Branch outside Vancouver, use was being made of government agents, provincial police, and municipal officials in an attempt to provide services, but this was far from satisfactory. The Welfare Field Service was established in April 1935 to solve this problem. The existing field staff of the Welfare Branch, consisting of nine social workers, made up the nucleus of the new unit under the direction of Miss Laura Holland. In addition, six new positions were authorized.

Centralized control of social work personnel within the Welfare Field Service made for uniformity of policy regarding recruiting and staff development. At the outset, personnel standards were adopted which called for graduate training in social work or the equivalent, and every effort was made to recruit trained personnel.

Because of overcrowding of indigent patients in hospitals, due to low relief allowance, and the lack of convalescent facilities in the community, the Provincial Secre-

tary's Department made a special grant to the city of Vancouver to assist in the organization of a hospital clearance program; and in the following year a similar grant was made to Vancouver, along with one to Victoria. In addition, the province loaned social workers to the two cities to take part in the work. The Vancouver scheme, operating through the City Social Service Department, included the provision of boarding home placement, medical, and home nursing services, the services of social workers and public health nurses in making placements, and the provision by the city of adequate payment for all services. During the same year, a social worker was appointed to the staff of the Inspector of Hospitals to assist in a clearance program in respect to the smaller hospitals of the province.

With the formation of the Unemployment Relief Branch in 1934, minimum standards for relief were developed as well as other regulations which brought uniformity to relief measures. Able-bodied men, both provincial and municipal cases, were required to "work out relief", i.e. to perform some work on public projects at the prevailing rate until they had earned an amount equal to their allowances. Relief was usually paid in cash, but often rents were paid direct to the landlord and clothing issued.

There were few changes in the public assistance programs other than that of unemployment relief during the 1930's. With regard to Dominion grants for the Old Age Pension, these were increased in 1931 from fifty per cent to seventy-five percent, and in 1937 blind persons beyond the

age of forty were brought within the scheme. Mothers' allowances, to which municipalities were required to make contributions following legislative changes in 1932, were again made the sole responsibility of the province in April 1937. The previous year, following severe criticism, the government had amended the Mothers' Allowances Act, to provide for a small monthly allowance for disabled husbands. In 1937, new regulations governing the Destitute, Poor, and Sick Funds provided orderly rules regarding eligibility, nature, and extent of assistance for the poor relief of residents of unorganized territory. This program was made the administrative responsibility of the Welfare Field Service.

A problem, which had been causing much hardship for those in need, was that of establishing residence of applicants for relief. Local areas were under pressure to save money in every way possible, and it was common practice to deny relief or other services to those whom they claimed to be non-residents. This situation was remedied to a major extent with the adoption, in 1936, of the Residence and Responsibility Act. This legislation established a uniform residence rule for family heads of one year in a municipality, (or unorganized territory, in which case a person became a provincial responsibility), without public assistance of any kind or, alternatively, for three years. Controversies were to be settled by a Board of Arbitration consisting of one governmental representative, one municipal representative, and a third person chosen by these two.¹

1 CASSIDY, H.M. Op. Cit. p. 120

Administrative Difficulties. The basic difficulty in the administration of public assistance was the fact that the closely related services of the provincial government were divided between three main agencies, the Welfare Branch of the Provincial Secretary, the Unemployment Relief Branch of Labor, and the Old Age Pensions Branch of the Workmen's Compensation Board. This division made for unnecessary overlapping and duplication of work, successive investigations of the same family, and some overlapping of medical services. There were sharp differences in the approaches, the policies, the standards, and the methods of work of the three agencies, and this bred friction, and lack of cooperation.

In March of 1938, the provincial government agreed to contribute 40 per cent of the cost of the relief for 8000 persons transferred as unemployables from unemployment relief to poor relief. In 1939, the province raised the amount of the grant for unemployables to 80 per cent and extended it to cover all cases except those requiring nursing-home or institutional care. The next important step occurred in April 1940 when all but a few provincial poor relief boarding care cases were transferred from the Welfare Branch to the Unemployment Relief Branch. Following the discontinuance of Dominion grants in 1941, the province assumed the full cost of its "80-20" policy in granting aid to the municipalities, both for the employables and the unemployables. Thus the unemployment and poor relief systems of the province were unified under the direction of the Relief Branch of the Depart-

ment of Labor.

Following the election of October, 1941, further steps were taken. Legislation was passed giving the responsibility for old age and blind pensions to the Department of the Provincial Secretary, under the direction of a three-man administrative board. In October, 1942, the Social Assistance Branch was set up under the Provincial Secretary to handle the work formerly done by the Welfare Branch and the Unemployment Relief Branch. The new branch also absorbed the Welfare Field Service, renaming it the "Field Service", and adding to its staff some forty of the former relief investigators. The Medical Services unit of Unemployment Relief became a division of the Social Assistance Branch, as did child welfare, mothers' allowances, and the administration of general relief, to be called social allowances.

The New Field Service. Administrative developments occurred rapidly with the formation of the Social Assistance Branch. The fifteen districts of the Field Service were replaced by five regional districts, each to be administered by a supervisor who was responsible for the administration of all forms of public assistance for provincial cases, and for the municipal administration within the area.

In 1943 the administration of provincial cases in Vancouver was made the responsibility of the City Social Service Department, thus integrating the two schemes and overcoming the duplication of offices and administrative work. The province recompensed the city by assigning staff from the

Field Service to the four city offices in the ratio of one to each two city workers.

With this innovation in Vancouver, there was largely realized one of the leading recommendations of both the Beveridge and the National Resources Planning Board reports on social security: that in each community there be one centre for public assistance applications rather than the confusing array of offices that has been common in Canada, Britain, and the United States in the past.¹

Post War Developments. In 1945 the need for coordinating welfare planning, and maintaining uniform standards of services in all parts of the province, brought about the passage of the Social Assistance Act of British Columbia. The provincial government, under this legislation, was to continue financial assistance to the municipalities but only under the condition that "the municipality shall provide and maintain social assistance and relative social administrative services on a basis consistent with the standards established by the rules and regulations made pursuant to this Act".² As a means of control over municipal authorities the provincial government was empowered "to withhold Provincial funds if local authorities fail to comply with any provisions of the Act or any of the regulations made pursuant".³

1 CASSIDY, H. M. Op. Cit. p 134

2 Social Assistance Act, British Columbia, 1945, Sec. 4

3 Ibid Sec. 13, Sub. Sec. (e)

The standards of social assistance to be provided were to be at "a reasonable level consistent with the cost of living as related to standards of assistance".¹ The provincial authorities were, on the basis of periodic reviews of cost-of-living index, to distribute tables of rates of social assistance on the basis of which they would reimburse the municipalities at an agreed percentage rate for their assistance expenditures.

The Act also attempted to improve standards of personnel by requiring that social workers employed by municipalities "have qualifications equivalent to those required in the Provincial Services".² To aid in this, the province agreed to assign one-half the social workers in a municipal office, or make up fifty per cent of the salaries of the municipal social workers, providing they are not more than those being paid provincial workers.

Due to the great growth of the health and welfare program in British Columbia it was deemed necessary to establish a department separate from that of the Provincial Secretary. This was done in October, 1946, with the formation of the Department of Health and Welfare. This development made possible the decentralization of the Social Assistance Programme in that the "authority for granting social assistance was delegated by the Director of Welfare to the Regional Supervisors, (now re-named Regional Administrators), and decisions with respect to the social workers planning with

1 Ibid Sec. 6, Sub. Sec. (a)

2 Ibid Sec. 6, Sub. Sec. (b)

their clients was delegated to Case-work Supervisors".¹ Decentralization of the authority to grant Mothers' Allowance at the local level has not yet been taken, although eligibility studies, follow-up visits, and casework supervision is carried out locally.

A REVIEW OF FEDERAL PROGRAMS

War Veterans' Allowance. The War Veterans' Allowance Act was introduced in 1930 to make provision for the maintenance of veterans of the War of 1914-18 who, at the age of 60, are incapable of maintaining themselves; or who, at any age, are permanently unemployable. The scope of the act has been enlarged until it includes veterans of the North West Field Force, the South African War, and the War of 1939-45. In order to qualify, veterans must have served in a "theatre of actual war". A third category includes those veterans of any age, who, in the opinion of the War Veterans' Allowance Board at Ottawa, are incapable of maintaining themselves, and unlikely to become capable "due to a combination of reasons or handicaps, physical, mental or economic".² Widows and orphans of veterans are admitted to the benefits of the act, providing the veteran was himself eligible during his lifetime. Complete medical and dental treatment, under the Department of Veterans' Affairs, are available to the

1 Annual Report of the Social Welfare Branch, Printed by Don McDiarmid, Printer to the King's Most Excellent Majesty, Victoria, B.C. 31, March, 1948, p. 27.

2 Canada Year Book, 1946, p. 1064

veteran in receipt of the allowance, but not to a widow on allowance, or to any dependent of the recipient.

Public Assistance to Indians. The Federal Government has assumed responsibility for the health and welfare of Canada's Indians. Approximately \$3,000,000 is given annually to Indians through old age security, old age assistance, and blind persons allowances.

In cases of necessity, the government gives direct assistance in kind to individuals or groups of individuals. The food ration to destitute Indians has recently been increased, and extended welfare services have been made available to the Indian reservations through the employment of qualified social workers. Health services to Indians are provided by the Department of National Health and Welfare.

Disaster Relief. It has been the policy of the Dominion Government, in regard to the granting of disaster relief, to deal with each particular situation on the basis of the need rather than to establish a permanent program. During the severe floods in the Fraser Valley in June, 1948, the matter of federal relief was referred to in the House of Commons by the Right. Hon. W.L. Mackenzie King in the following manner.

It is clear that the damage has already reached such proportions that federal assistance will be necessary, not only for relief, but also for rehabilitation and restoring the devastated areas. I have, with the approval of my colleagues, informed the premier that the federal government is prepared to assist the province financially.....

I might say our government has in mind, and I have suggested to the premier of British Columbia, the appointment of a representative of our government at Victoria, and the appointment by the government of British Columbia of a representative of their government, the two to become members of a commission that might be called the Fraser Valley relief and rehabilitation commission, to have general supervision over the entire situation, and to be able to deal with questions as they may arise from hour to hour, as well as from day to day.¹

Such a commission was appointed with Major General B.B. Hoffmeister representing the federal government and the Hon. Eric Hamber representing the provincial government.

At a later date the Prime Minister reported that it had been agreed that the federal government would make a grant of \$5,000,000 to the province for relief and rehabilitation, and in addition accept responsibility for 75 per cent of the costs of repairing the dykes and restoring the land.²

Similar procedures in respect to the setting up of commissions was taken by the federal government at the time of the Winnipeg Flood in 1950, and the disastrous fires at Rimouski and Cabano during the same year.

Federal Grant-in-Aid Programs. Rather than taking responsibility for the development of nation-wide public assistance programs which might have been interpreted as a violation of the British North America Act, the Federal government has adopted a policy of making grants to assist in the development of programs within the provinces. This started with the Old

1 Debates of the House of Commons, Dominion of Canada, V, 1948, p. 4738

2 Ibid, V 1, 1948, p. 5831

Age Pension Act of 1927 which provided for federal grants equal to one-half the costs of assistance, (75 percent after 1931), to be awarded to needy persons over 70 years under provincial legislation. In 1937 the needy blind over 40 years of age were included, and in 1948 the qualifying age was lowered to 21 years.

In January 1952 the federal government authorized through its Old Age Security Act, pensions to all persons over 70 years who could establish twenty years residence in the country. At the same time, with the passage of the Old Age Assistance Act, the federal government agreed to pay half the costs of assistance to needy persons between the ages of 65 and 70 years with similar residence. During the same year the residence required for recipients of blind pensions was lowered to ten years under the provisions of the Blind Persons Act, the federal government continuing to pay 75 per cent of the costs.

The provincial government commenced the Old Age Assistance and Blind Persons Allowance programs in January, 1952, and in addition to the basic allowance, authorized the payment of a cost-of-living bonus, on the basis of a means test, for those with three years residence in the province immediately prior to application for assistance. This bonus is also available on the same basis to Old Age Security recipients.

In April, 1955, a Dominion-provincial program of aid to the totally disabled will be started in British Columbia on a 50-50 basis. This program requires residence of ten

years in Canada, and a means test similar to that within the Old Age Assistance program. Applicants not qualifying are to be screened with a view to rehabilitation training. Full health services are provided by the Medical Services Division for recipients of the Cost-of-Living Bonus, Old Age Assistance, Blind Persons' Allowance, and Aid to the Disabled.

PROVINCIAL AND MUNICIPAL PROGRAMS

Mothers' Allowance. As has been described previously, this program has been offered since 1920 for the maintenance of widows with children, or families in which the husband is incapacitated, or absent from the home.¹ A residence of three years in the province is required for eligibility in addition to a fairly rigid means test. The provincial authority to grant Mothers' Allowance has been delegated by the Director of Welfare to the Family Services Division of Social Welfare Branch thus maintaining central control. However, casework services are provided by the local area. Recipients and their dependents are eligible for full medical coverage under the provincial "health services" program, as well as other supplementary allowances available to recipients of social allowances.

Social Allowance. Although this program is in the main a joint responsibility of province and municipality, payments are administered at total cost to the province for residents of unorganized territory who have one year's residence

¹ Woman eligible if husband became an inmate of a penitentiary or mental hospital while resident in the province.

in the province. The required means test is not so stringent as that in Mothers' Allowance.

This program provides under the Social Assistance Act for persons, adult or minor, who "through mental or physical illness or other exigency" are in need of financial assistance in order to provide a minimum standard of living and "who are unable to provide in whole or in part by their own efforts". One year's residence in the local area and an indication of need is required. In addition to financial assistance, the program provides limited casework services with a view to facilitating the social and economic rehabilitation of recipients. Supplementary allowances are also provided and these include boarding and nursing home care, dietary allowances to cover the purchase of special foods, required for health reasons, emergency health allowances to cover the replacement of essential household items such as a stove or the cost of repairs to the home, moving, or eviction. Housekeeping services to the temporarily invalided recipient, or in case of the absence of the mother from the home, the provision of 'homemaker' services are part of the program. Pre-natal and T.B. allowances are available to augment food allowances of recipients of social allowance who are pregnant, or who are infected by, or exposed to tuberculosis.

Financial responsibility for these allowances is shared between the province and the municipality in which the recipient was last self-supporting for one year on the basis of the 80-20 formula. This formula is also used in covering

the costs of the full medical care available to social allowance recipients. Should the recipient apply for aid in an area other than that in which he has established residence, the costs will be "charged back" to his own area or to the province if he hasn't established municipal residence.

Unemployment Assistance. Although the 'unemployed employable' is apparently covered by the Social Assistance Act,¹ the attitude of the authorities, both provincial and municipal, has been one of vacillation. However, during the last two winters unemployment assistance has been granted to residents of the province on the same means test requirements as social allowance. No medical services are provided.

Nursing and Boarding Home Care. The provision of nursing and boarding home care for chronically ill hospital patients who were previously in receipt of assistance or who have become indigent during their illness is the joint responsibility of the hospital social workers and the municipal or district social workers. This service is also available to recipients of assistance within the community who, for health reasons, are no longer able to care for themselves in their homes.

The province shares the cost of this care on an 80-20 basis with the responsible municipality. Casework services include the interpretation to the person and, or his family, of his need for convalescent or boarding care, and

¹ The term "or other exigency" can be interpreted to include unemployment.

of the limited resources available. In this respect it should be mentioned that all boarding and nursing homes with facilities for two or more persons which are to be used for the care of recipients of assistance must be licensed under the Welfare Institutions Licensing Act, or the Hospital Act, and must be inspected annually by the local or district welfare department, or the department of the Inspector of Hospitals.

Foster Care. A child may be placed in foster care as a protective measure when it is found that there is neglect in the home, and that the parents are unwilling to, or incapable of, providing proper care. The child is made a ward of the Superintendent of Child Welfare, or of the Children's Aid Society having jurisdiction in the area where the child is apprehended. In such a case the Superintendent or Society has full powers of guardianship over the child and is responsible for his care and training. In practice the latter becomes the responsibility of the social worker in the locality who works on a casework basis both with the child and the foster parents. Casework services are also made available to the parents to help them accept the necessity for apprehension.

A child may be placed in non-ward foster care by parents, who, because of illness or other temporary circumstances, are unable to provide proper care.

In both cases, the financial responsibility lies with the municipality in which the parents are residents, or if they live in unorganized territory, the provincial government is responsible. Payment is made on a per diem basis,

according to the terms of the Protection of Children Act, Section 34, sub-section 1, or in non-ward care according to the parents ability to pay. The municipality, or province has the right to ask the magistrate in a protection case for an over-order against the parents for reimbursement of the costs of maintenance. In the case of a unmarried mother, the province accepts the entire cost of ward or non-ward care in order to ensure the girl the greatest measure of protection and confidentiality, the focus being that of rehabilitation rather than financial responsibility.

All children in care are eligible for full medical attention and hospital care through the Social Assistance Medical Services.

Medical Services. Full medical services are available to recipients of assistance under any of the provincial or joint provincial-municipal programs. These "health services" are organized under the Director of Medical Services, who is responsible to the Deputy Minister of Welfare. As is the case with all forms of social assistance in British Columbia, one year's residence in the province on a self-supporting basis is required for eligibility. The recipient of "health services" is granted a Hospital Insurance and Medical Identification Card which he presents to his family doctor when seeking medical attention, or to his druggist when securing a prescription.

A capitation payment is made to the Canadian Medical Association, (B.C. Division) to cover medical services. Where

the recipient of "health services" has municipal residence the cost of services is shared with the province according to the 80-20 formula.

ADMINISTRATIVE STRUCTURE

The chief executive of British Columbia's welfare program is the Deputy Minister of Welfare, who is responsible to the Minister of Health and Welfare, for the administration of most provincial social legislation including public assistance. He is assisted by the Director and Assistant Director of Welfare who together with him comprise the General Administration of the Branch. The former is responsible for releasing all policies with respect to expenditures and services while the latter is responsible for the personnel of the Social Welfare Branch, office procedures and standards of professional services.

The province is divided geographically into six regions. Each region is under the jurisdiction of a Regional Administrator, who has delegated authority to authorize expenditures when need is proven. This authority is further delegated to the District Supervisors, who, acting upon well established policies, authorize normal forms of expenditure, obtaining sanction for extraordinary expenditure from the Regional Administrator.

Believing implicitly in the principles of local government, the Social Welfare Branch encourages the active participation of the Municipalities in these social welfare services. Municipalities of over 10,000 must, in fact, establish their own

social welfare administrations. Except in Vancouver and Victoria, where a network of long-established private agencies give family and child welfare services (leaving the granting of financial assistance to the City Administered Agencies), all other large Municipalities give the generalized services of the Social Welfare Branch. Because they do this, the Provincial supervisors give supervision to their staffs. Because these municipalities are administering Provincial legislation, the Social Welfare Branch provides half of the staff required to give these services with Municipal boundaries.¹

Smaller municipalities may wish to have their own welfare administrator in which case the Social Welfare Branch pays one-half the salary of that official who is supervised by the district supervisor from the nearest provincial office. The remaining municipalities "buy" the services of the social workers in the provincial offices at the rate of 15 cents per capita of population per annum.

A schematic diagram of the administrative structure of welfare in British Columbia is found in Appendix A.

Summary. Beginning with the legislative responsibilities of the province as stated in the British North America Act, public assistance in B.C. has developed from its early beginnings in a pioneer setting to the formation of the first organized assistance program in Vancouver in 1914. This was followed by the institution of Mothers' Allowance in 1920, and the federally subsidized program of Old Age Pensions which B.C. adopted in 1927, the first province to do so. Problems of the depression were many, as were the developments in public assistance which included the appointment

¹ Social Welfare Administration in British Columbia, Office of the Training Supervisor, Social Welfare Branch, Vancouver, 1953.

of a Director of Welfare, the establishment of the Welfare Field Service, and the formation of the Unemployment Relief Branch. These were major steps towards the provision of structure, service, and standards in public assistance. This was furthered by the passing of the Residence and Responsibility Act of 1936, and the centralization of 'relief' within the Relief Branch of the Department of Labor, and finally the establishment of the Social Assistance Branch of the Department of the Provincial Secretary which was to be responsible for the provision of public assistance, casework services by the Field Service, and health services by the Medical Services unit. The major post-war developments were the passage of the Social Assistance Act, the establishment of the Department of Health and Welfare, the development of the categorical programs of Old Age Assistance and Blind Persons Allowances, and the growth of supplementary services within the social assistance program.

A review of public assistance programs, federal, provincial, and municipal is followed by a description of the administration of provincial public assistance in British Columbia. The plan of the rest of the study is to review the various programs in respect to residence regulations, relatives' responsibility, citizenship and other eligibility factors; assessment of resources, i.e. means test requirements; levels of assistance; and service programs. Some reference is made to American programs of assistance where this serves to aid in measuring standards. Major discrepancies between programs are explored, and the case for a more "total" approach to the provision of public assistance in British Columbia is considered.

CHAPTER II

ELIGIBILITY REQUIREMENTS (NON-FINANCIAL)

Public assistance means cash, goods, or services provided to, or on behalf of an individual on a means test basis, because he is unable to provide himself and his family with the necessities of life. Basic to the concept of public assistance is the assessment of the applicant as to his eligibility for aid. In this chapter consideration will be given to the non-financial factors which are common in eligibility studies within public assistance today. The demands of residence, relatives' responsibility, citizenship, and moral standards have been handed down from the past, and an attempt will be made to ascertain their value in contemporary public assistance.

RESIDENCE LAWS IN CANADA

In a federal union such as Canada, the problem of residence becomes a major issue in the administration of social services. Whether a person is eligible for assistance may depend on the factor of his legal residence in Canada, whether he has lived within a particular province for a given period, or if his residence within a municipality is unbroken by any considerable period of absence. Because of the multiple levels

of responsibility, and the desire of the local area or province to support only their "own", residence has grown to be one of the most important and complex issues within public assistance programs.

In her study of residence in 1952, Miss E. L. Govan found that there were 3,992 governmental units in Canada administering social services.¹ These figures are indicative of how involved the process of establishing responsibility for the granting of aid can become. The process is complicated by the fact that each province is responsible for developing its own policy in regard to municipal and provincial services, including matters of residence, and there has been little or no cooperation between them in developing such a policy.

In the older provinces of Canada, the early English laws on residence had a strong influence because of the prominence which the local governments played in these geographical areas. It was the intention of these early laws to ensure that some community would be responsible for everyone who needed help, and that each community would be protected from the financial responsibility of caring for non-residents. The laws gave the community authority to remove any person who was "likely to become chargeable". But the tragedy was that most communities became more concerned about the cost of services than they were about meeting needs.

The result is to make obligatory a detailed

¹ GOVAN, E.L., Residence and Responsibility in Canada, Canadian Welfare Council, Ottawa, 1952, p. 1.

verified investigation regarding residence wherever an application is made for any type of public assistance or care to which residence laws apply. If an applicant's residence is questioned, or not established, it may mean that the municipality will have to consult with another municipality or province. It may mean "charging back" to the other municipality the expenses incurred, or "repatriating" the applicant to the responsible locality or province. It may also mean costly legal processes to determine responsibility, and bickering between municipalities and provinces.

To the client it means that, in addition to the fact that he must prove his need for help, he must also prove residence. This only serves to increase his insecurity. It may mean lengthy delay and uncertainty, the refusal of aid, or the threat of being removed to his place of residence against his wishes as a condition to his receiving assistance.

The lack of cooperation between provinces in developing residence laws is evident from Table 1. This is readily seen if the residence requirements in the various provinces for Mothers' Allowances are considered. In Quebec five years 'domicile' is demanded; in British Columbia and Nova Scotia three years residence, on the mother's part, is required; in Saskatchewan, and Ontario one year is sufficient. In Manitoba, New Brunswick, and Prince Edward Island the stress is on the length of time the child has been resident in the province. Other programs show an equal dissimilarity in respect to residence requirements.

British Columbia is the only province which has enacted comprehensive residence legislation. The Residence and Responsibility Act defines residence as it applies to all social legislation, and at the same time assigns responsibility to the various "local areas". Under the Act, a person establishes residence in a local area when he lives there without public assistance for one year. The Social Assistance Regulations require at least twelve months continuous residence in the province, on a self-supporting basis, before a person is eligible for social assistance.

RECIPROCAL AGREEMENTS

It has been a common practice in public assistance since the days of the Elizabethan Poor Law to deny assistance to persons who have not established local residence, or to grant it only on the condition that the recipient be repatriated to his own area. As repatriation is not always socially sound, the procedure has been replaced in some places by reciprocal agreements.

For example, persons who would otherwise qualify for social assistance in British Columbia, but who are living in Saskatchewan, may be given assistance from British Columbia. By the same agreement the resident of Saskatchewan who has moved to British Columbia may also receive aid.¹ Manitoba and B.C. have reciprocal agreements which include reimbursement of funds issued. A similar agreement is in effect between former provinces in respect to the care of children of unmarried

¹ As an experiment, since 1953, reimbursement of funds has not been required. See footnote p. 37

TABLE 1

RESIDENCE REGULATIONS IN CANADA - PROVINCIAL AND MUNICIPAL

	PROVINCIAL RESIDENCE	MUNICIPAL RESIDENCE	INTERPROVINCIAL AGREEMENTS
BRITISH COLUMBIA	<p>SOCIAL ASSISTANCE REGULATIONS PERSON MUST HAVE BEEN IN THE PROVINCE FOR AT LEAST 12 MONTHS CONTINUOUSLY, SELF-SUPPORTING. MOTHERS' ALLOWANCE. THREE YEARS IN PROVINCE IMMEDIATELY PRIOR TO APPLICATION. PROVINCIAL CHARGE. A PERSON WITH RESIDENCE IN AN UNORGANIZED TERRITORY.</p>	<p>RESIDENCE AND RESPONSIBILITY ACT. RESIDENCE DEFINED AS ONE YEAR SELF-SUPPORTING IN A LOCAL AREA. RETAINED UNTIL RESIDENCE GAINED ELSEWHERE OR PERSON OUTSIDE PROVINCE FOR ONE YEAR. ACT APPLIES TO ALL ASSISTANCE FOR WHICH MUNICIPALITY HAS ANY RESPONSIBILITY. ACT COVERS CHARGING BACK OF COSTS TO RESPONSIBLE MUNICIPALITY TO DISCOURAGE REMOVAL OF NON-RESIDENTS.</p>	<p>RECIPROCAL AGREEMENTS WITH ALBERTA AND SASKATCHEWAN FOR PAYMENT OF SUPPLEMENTARY ALLOWANCE TO OLD AGE AND BLIND PENSIONERS; AND WITH SASKATCHEWAN IN RESPECT TO SOCIAL ASSISTANCE, AND FOR THE CARE OF CHILDREN OF UNMARRIED PARENTS.^A</p>
ALBERTA	<p>NOT DEFINED. FOR UNEMPLOYMENT ASSISTANCE, 12 CONSECUTIVE MONTHS IN THE 24 IMMEDIATELY PRECEDING APPLICATION FOR AID, ON A 'SELF-SUPPORTING' BASIS. 'TRANSIENT', A PERSON WITHOUT MUNICIPAL RESIDENCE, OR RESIDENCE OUTSIDE THE PROVINCE; A PROVINCIAL RESPONSIBILITY.</p>	<p>DEFINED IN MUNICIPAL ACTS AS 12 MONTHS CONSECUTIVE RESIDENCE IN THE 24 IMMEDIATELY PRECEDING APPLICATION WITHOUT RELIEF. RETAINED UNTIL GAINED ELSEWHERE. REMOVAL LEGAL WHEN TRANSPORTATION AND ACCOMMODATION PROVIDED BY RESPONSIBLE MUNICIPALITY.</p>	<p>AGREEMENTS WITH BRITISH COLUMBIA AND SASKATCHEWAN AS ABOVE.</p>
SASKATCHEWAN	<p>NOT DEFINED. SOCIAL AID ACT. ONE YEAR'S RESIDENCE PRIOR TO APPLICATION OR A TOTAL OF 12 MONTHS WITHOUT RESIDENCE ELSEWHERE REQUIRED FOR MOTHERS' ALLOWANCE.</p>	<p>SOCIAL AID ACT. AID TO INDIGENTS, 365 DAYS CONTINUOUS OR AGGREGATE RESIDENCE IN A LOCAL AREA WITHOUT PUBLIC ASSISTANCE. REMOVAL POSSIBLE ONLY ON APPROVAL OF THE SOCIAL WELFARE BOARD.</p>	<p>AGREEMENTS WITH BRITISH COLUMBIA AND ALBERTA AS ABOVE.</p>

TABLE 1 (CONTINUED)

RESIDENCE REGULATIONS IN CANADA - PROVINCIAL AND MUNICIPAL

	PROVINCIAL RESIDENCE	MUNICIPAL RESIDENCE	INTERPROVINCIAL AGREEMENTS
MANITOBA	NOT DEFINED. MOTHERS' ALLOWANCE. CHILD A RESIDENT FOR 2 YEARS PRIOR TO THE PRECIP- ITATING INCIDENT.	MUNICIPAL ACT. ONE YEAR CONTINUOUS RESIDENCE DURING THE 3 YEARS PRIOR TO FIRST RECEIPT OF AID, OR AREA WHERE PERSON LIVED LONGEST IN THE 3 YEARS. RETAINED UNTIL IN ANOTHER AREA FOR 1 YEAR. RE- MOVAL ONLY UPON REQUEST OF RES- PONSIBLE MUNICIPALITY.	NO RECIPROCAL AGREEMENTS FOR PUBLIC ASSISTANCE, EXCEPT WITH B.C. FOR SOCIAL ALLOWANCE.
ONTARIO	NOT DEFINED. MOTHERS' ALLOWANCE. MOTHER A RESIDENT AT THE TIME OF THE PRECIPITATING INCIDENT AND FOR 1 YEAR IM- MEDIATELY PRIOR TO APPLIC- ATION FOR AID.	NO UNIFORMITY. CHILD WELFARE. LAST PLACE IN WHICH CHILD RE- SIDED FOR ONE YEAR. UNEMPLOYMENT RELIEF. LAST PLACE OF 12 CONSECUTIVE MONTHS RESIDENCE SINCE APRIL 1, 1948 (DATE ALTERED PERIODICALLY)	NO RECIPROCAL AGREEMENTS FOR PUBLIC ASSISTANCE.
QUEBEC	'DOMICILE' NOT DEFINED. AID TO NEEDY MOTHERS. DOMICILE IN QUEBEC FOR 5 YEARS AND 1,095 DAYS RESID- ENCE IMMEDIATELY PRIOR TO APPLICATION FOR AID.	NO UNIFORMITY. CHILD WELFARE. INSTITUTIONAL CARE; DOMICILE OB- TAINED BY 6 MONTHS RESIDENCE. CHARITABLE INSTITUTION CARE. DOMICILE OBTAINED BY 12 CONSEC- UTIVE MONTHS RESIDENCE.	NO RECIPROCAL AGREEMENTS FOR PUBLIC ASSISTANCE.
NEW BRUNSWICK	NOT DEFINED. MOTHERS' ALLOWANCE. FATHER'S ABSENCE FROM THE PROVINCE NOT MORE THAN 6 MONTHS. CHILD MUST BE A RESIDENT OF 3 YEARS STAND- ING OR IF UNDER 3 YEARS, FROM BIRTH.	ACT RESPECTING THE SETTLEMENT OF THE POOR. A PERSON OVER 21 YEARS GAINS SETTLEMENT FROM 3 YEARS CONTIN- UOUS RESIDENCE IN A PARISH. RE- MOVAL THROUGH CIVIL ACTION.	NO RECIPROCAL AGREEMENTS FOR PUBLIC ASSISTANCE.

TABLE 1 (CONTINUED)

RESIDENCE REGULATIONS IN CANADA - PROVINCIAL AND MUNICIPAL

	PROVINCIAL RESIDENCE	MUNICIPAL RESIDENCE	INTERPROVINCIAL AGREEMENTS
NOVA SCOTIA	NOT DEFINED. MOTHERS' ALLOWANCE. MOTHER A RESIDENT ON APPLICATION AND FOR 3 YEARS PREVIOUSLY.	POOR RELIEF ACT SETTLEMENT. GAINED BY PERSON OVER 21 YEARS BY 2 CONSECUTIVE YEARS RESIDENCE WITHIN THE POOR DISTRICT. REMOVAL BY CIVIL ACTION.	NO RECIPROCAL AGREEMENTS FOR PUBLIC ASSISTANCE.
PRINCE EDWARD ISLAND	NOT DEFINED. MOTHERS' ALLOWANCE. CHILD MUST HAVE BEEN RESIDENT FOR 3 YEARS. IF UNDER 3 YEARS, MOTHER RESIDENT AT THE TIME OF HIS BIRTH AND CHILD CONTINUOUSLY SINCE BIRTH.	NO MUNICIPALITIES. NO POOR LAW OF SOCIAL ASSISTANCE LEGISLATION. TOWNS HAVE A MORAL RESPONSIBILITY TOWARDS THEIR OWN INDIGENT.	HAS BY ORDER-IN-COUNCIL STATED WILLINGNESS TO MAKE RECIPROCAL AGREEMENTS. NONE MADE.
NEWFOUNDLAND	NOT DEFINED. MOTHERS' ALLOWANCE. NOT CONSIDERED RESIDENT DURING PERIOD OF CONSECUTIVE ABSENCE WHICH EXCEEDS ONE YEAR.	NO MUNICIPAL ASSISTANCE.	NO RECIPROCAL AGREEMENTS FOR PUBLIC ASSISTANCE.

SOURCE: GOVAN, E.S.L. RESIDENCE AND RESPONSIBILITY, CANADIAN WELFARE COUNCIL, OTTAWA, 1952.

A SOCIAL WELFARE DEVELOPMENTS IN CANADA 1953-54, CANADIAN WELFARE COUNCIL, OTTAWA, 1954. P. 24, 27.

B IBID. P. 16. RESIDENCE REDUCED FROM FIVE YEARS DURING THE 1954 SESSION.

parents. British Columbia, Alberta, and Saskatchewan have reciprocal agreements in respect to the payment of a Cost-of-Living Bonus for recipients of Old Age Security, Old Age Assistance, and Blind Persons' Allowances. These latter agreements do not include health services, and the recipient moving to British Columbia must be resident for one year before he can qualify for medical care.

Should a person with less than one year's residence in British Columbia apply for social assistance, he may be granted temporary assistance at the discretion of the regional administrator. However he is advised that he is technically ineligible and that the province of apparent responsibility will be approached regarding reimbursement, repatriation, or confirmation of residence if he is from Saskatchewan. In the case of an immigrant who has been in Canada for less than one year, social assistance can be granted with the province and the federal government sharing the costs equally. The latter will share the costs of assistance for a period of one year only from the time of arrival. Medical cards authorizing health services are not given to such applicants, and a request for medical treatment, other than emergency, must be cleared with the Director of Medical Services. For the immigrant who has been in the country more than one year, the provisions of the Residence and Responsibility Act, and the Social Assistance Act are applicable.

Residence and Repatriation. Provincial residence has been established by the Inter-Provincial Agreement¹ according to which a person is considered to have gained residence in the province where he last resided for one year on a self-supporting basis. It is according to this concept of residence that application for reimbursement by, or repatriation to another province is made. This is done by the Family Division of the Social Welfare Branch which is notified by the issuing municipality or district; and arrangements for repatriation are made only when approval has been received from the responsible province.

The effect of residence laws on the welfare of unmarried mothers who move to another province for their confinement has been studied by the Canadian Welfare Council. A special committee recommended that in respect to unmarried mothers, residence regulations should be abolished, and that the provincial governments should assume the major burden of financial costs. With a view to maintaining confidentiality,

1 In reference to this Miss Marie Riddell, Supervisor, Family Division, Social Welfare Branch, writes the following: the "Inter-Provincial Agreement" does not exist in actuality as a duly documented and signed agreement between provinces. It is simply a "gentlemen's agreement" which apparently grew out of correspondence between the Deputy Ministers of the four western provinces in 1941. Since that time through referrals on individual cases and in some cases informal arrangements, all other provinces have generally speaking, come to accept the same understanding, although sometimes in individual cases difficulties may arise because of divergence between provincial legislation and the inter-provincial agreement, or differences in implementation. Correspondence received from the above-named April 7th, 1955

the responsible municipality should not be approached for payment of hospital costs, financial assistance, or maintenance of the child. The committee also recommended that the practice of repatriation should cease.¹

Saskatchewan was the first province to adopt the recommendations of this committee, and more recently British Columbia has done likewise. No attempt is made in this province to recover costs of care or to repatriate the mother unless she requests it, or unless the Family Division of the Social Welfare Branch feels the circumstances warrant it. Every precaution is taken to maintain confidentiality. In addition casework services are offered to help the client plan for herself and the child.

Residence Requirements for British Columbia.

Table 2 gives the residence requirements for the various public assistance programs in this province. With regard to the federal programs, a period of twenty years residence in Canada is required for Old Age Security, and Old Age Assistance recipients; whereas for blind and disabled persons ten years residence is required. There are no residence requirements for War Veterans' Allowance, or for social assistance to immigrants who have been in the country less than one year.

¹ MURPHY, Marion, "Residence, A Problem for Unmarried Mothers", Canadian Welfare, XXVIII, 1953, p. 33 - 35

TABLE 2

RESIDENCE REQUIREMENTS FOR PUBLIC ASSISTANCE IN BRITISH COLUMBIA

RESIDENCE IN CANADA			RESIDENCE IN BRITISH COLUMBIA		
20 YEARS	10 YEARS	ON APPLICATION	3 YEARS	1 YEAR SELF-SUPPORTING	NON-RESIDENTS
IMMEDIATELY PRIOR TO APPLICATION. (IF ABSENT DURING 20 YEARS, RESIDENCE DOUBLE THE PERIOD OF ABSENCE PRIOR TO THE 20 YEARS)	IMMEDIATELY PRIOR TO APPLICATION. (IF ABSENT DURING 10 YEARS NOT MORE THAN AVERAGE OF 60 DAYS PER YEAR WITH RESIDENCE IN CANADA AT LEAST TEN YEARS AGO)		IMMEDIATELY PRIOR TO APPLICATION.		(I.E. PERSONS WITH LESS THAN ONE YEAR'S RESIDENCE.)
OLD AGE SECURITY	BLIND PERSONS' ALLOWANCE	WAR VETERANS' ALLOWANCE	COST OF LIVING BONUS FOR OLD AGE SECURITY, OLD AGE ASSISTANCE, AND BLIND PERSONS' ALLOWANCE RECIPIENTS.	SOCIAL ASSISTANCE, INCLUDING FINANCIAL AID, BOARDING AND NURSING HOME CARE. HEALTH SERVICES TO OLD AGE SECURITY AND OLD AGE ASSISTANCE RECIPIENTS IN RECEIPT OF BONUS UNDER RECIPROCAL AGREEMENT WITH ALBERTA, OLD AGE SECURITY RECIPIENT OTHERWISE ELIGIBLE.	TEMPORARY SOCIAL ASSISTANCE INCLUDING FINANCIAL ASSISTANCE, BOARDING AND NURSING HOME CARE, FOSTER CARE, PENDING NOTIFICATION OF RESPONSIBLE PROVINCE REGARDING REIMBURSEMENT OR REPATRIATION.
OLD AGE ASSISTANCE	DISABLED PERSONS' ALLOWANCE	SOCIAL ASSISTANCE TO IMMIGRANTS IN CANADA LESS THAN ONE YEAR.	MOTHERS' ALLOWANCE		

SOURCES: SOCIAL WELFARE BRANCH POLICY MANUAL
WAR VETERANS' ALLOWANCE REGULATIONS

Provincial residence of three years is required for Mothers' Allowance, and also for the Cost-of-Living Bonus for Old Age Security, Old Age Assistance, Blind Persons and Disabled Persons' Allowance recipients. One Year's residence in the province is required for social assistance and health services.

An aged person who applies for assistance and who has not been in the province for three years prior to application is barred from the Cost-of-Living Bonus until he reaches seventy when he is eligible for Old Age Security.¹ This means that such a person must get by on less than social allowance rates although he may have been in the province for longer than one year prior to application. The aged person with less than one year's residence cannot qualify for health services until he has reached seventy at which time he qualified for Old Age Security. Further to this he must have the "required one year's residence in British Columbia"² without assistance. Such practices as these are discriminatory and are contrary to the eligibility requirement of one year's residence for health services under the social assistance program of this province.

In respect to provincial responsibility for Old Age Assistance, Blind Persons or Disabled Persons Allowance, the province in which the applicant spent the last three years before reaching the qualifying age, or before applying

1 Social Welfare Branch, Policy Manual, Old Age Assistance p. 16 - 17

2 Ibid, p. 31

for assistance, is financially responsible for payment of the provincial contribution. This financial responsibility continues even though the recipient moves to another province.

There has been much more discussion and research in respect to residence requirements in the United States than in Canada, and for this reason there is value in reviewing the 'state of the union' as a guide in considering changes within Canadian programs.

RESIDENCE IN THE UNITED STATES

The Rhode Island Experience. Until 1944 ten years residence was required for public assistance in Rhode Island. However, Governor McGrath, in reviewing the program, could see no justification for denying aid to a resident from another state when the country was pouring millions of dollars into the poor areas of the world. The result was the abolishment of settlement laws in Rhode Island.

Over a period of time records were kept which established the fact that there was no increase in the number of recipients through immigration, in spite of the fact that rates were higher than in adjacent states.¹

Although great significance has been given to these findings, when examined more closely they do not give such conclusive weight to the case for abolishment of residence. It should be recalled that the experiment took

¹ LEST, Glen, "Rhode Island Abolishes Settlement", Social Service Review, XVIII, 1944, p. 282

place in time of war when prosperity was the order of the day. Secondly, the housing situation in Rhode Island was bad due to the presence of a naval base. Thirdly, the difference in assistance rates, in the order of two to three dollars monthly, was not sufficient to justify the expense of moving from another state. Further to this, one might consider the supplementary services such as medical care in contemplating the advantages of moving, also the lack of opportunity for supplementary income in a strange state.

In a depression, large difference in assistance rates would likely invite movement, as would a milder climate with its corresponding reduction in cost of fuel and winter clothing.

The Rhode Island experience was outstanding in its change of philosophy. It went as far as to repeal legislation which authorized the cancellation of public assistance when a recipient left the state. This move was made when it was found that older people were occupying accommodation needed by defense workers. The new legislation allowed them to leave the state permanently without losing their assistance.¹

In reference to repatriation Glen Leet wrote the following:

Rhode Island will not authorize the return of any person, and will not request an authorization from another state unless such a return is desired by the person concerned.... At a time when we are fighting against a Nazi regime

1 Ibid p. 286

which has no scruples about pushing around helpless people, we do not propose to have any part in plans of pushing around good Americans merely because they are poor.¹

The Californian Experience. During the great depression of the 1930's there was a move in the United States to close state borders to migrant people. California, with its attractive climate, and its large fruit growing districts employing migrant workers, was particularly threatened by an influx of destitute people from other states and took this measure for its own protection. The matter of the constitutional rights of the individual in this measure was brought before the courts.

Judge Byrnes of the United States Supreme Court upheld the right of the individual to move freely from one state to another. He presented the view that the concept underlying the California Law was that "each community should care for its own indigent" but that in recent times it had been proved that the "theory of the Elisabethan poor laws no longer fits the facts".²

The concern of this state that its public assistance programs be limited to caring for "its own indigent" is born out by present residence requirements. For Old Age Assistance, five years residence in the state within the last nine years is required, including the year immediately

1 Ibid p. 285

2 Edwards vs. State of California, 314 U.S. 60, L. Ed. 315, 62 Supreme Court 164 (1941)

prior to application.¹ In regard to county aid and relief, the applicant must be a resident of the state for three years without receiving public or private relief. In addition he must have resided within the county for at least one year prior to application for aid.² Although proof that there was an intent to establish residence when the person entered the state is legally required, this policy has been hard to administer because of appeal board hearings which have favored a more liberal interpretation of residence.³ However, in general, California favors strict and lengthy residence requirements as a safeguard against having to care for those other than "their own".⁴

The Pennsylvania Study. In 1945 the Pennsylvania Legislature reduced residence requirements for all types of public assistance to one year, and eliminated them for non-resident applicants from states which had no requirements. In the following years the attitude towards residence changed and the conviction developed amongst members of the Legislature that lengthy residence requirements would keep public assistance caseloads down.

In 1949 a study was initiated to obtain data which would justify an increase in the period required for

1 BOND, Floyd A., et. al., Our Needy Aged, Henry Holt & Co., New York, 1954, p. 108 - 109

2 Laws Relating to the Department of Social Welfare of California, Div. 4, Ch. 2, Secs. 2555 - 2556

3 BOND, Floyd A., et. al., op. cit. p. 346 - 347

4 Ibid p. 346

establishing state residence. It was found, however, that only 2.4 per cent of family heads of units on assistance had been in the state less than five years. This meant that in fewer than three cases in every hundred was residence of less than five years an issue. The ratio of resident recipients with less than this period in the state was actually smaller for the following reason. The figure given included non-residents receiving assistance whose state of legal residence could not be determined, or who could not be returned to their own state.¹ On the basis of these findings it did not seem that public assistance costs would be reduced to any extent by the use of such a lengthy period of residence as five years.

Residence in New York. In 1940-41, a study was made of residence in New York State. Four years previously a policy had been adopted of granting assistance to the resident and non-resident alike: however residence studies were continued, and the investigation made use of this information. It was found in this study that the average length of residence of families on home relief was 6.3 years.²

In a review of "charge-backs" in the New York program, it was shown that most of the counties neither gained, nor lost, any important net amounts from their

1 DAVIS, Eleanor J., "The Question of Length of Residence", Public Welfare, VII, 1949, p. 155

2 JACKSON, Glenn E., "Settlement and Social Welfare in New York", Social Service Review, XV, 1941, p. 434

practice of charging back of assistance costs to the counties in which the recipients held residence.¹

Glenn E. Jackson sums up the discussion on charging-back of assistance expenditures with the following statement.

Whereas the community to which people are migrating retains all the new income, either in new wealth, or in new community participation in services, from the newcomers who pay their own way, at the same time the new community charges back the cost of relief for newcomers who fail to make a go of it. Therefore, the rejected community loses its paying citizens while continuing to pay for its former non-paying residents. Would it not be more equitable if the growing community accepted the little of the bitter along with the better.²

Another study in New York considered the administrative procedures involved in the various types of cases - locally settled, intra-county "charge-back", inter-county "charge-back", "state charge", and county charges. The over-all average proportion of the time of investigators, clerks, and local welfare officers devoted to residence questions was computed at 18 per cent.³

Jackson feels that the facts lead naturally to the conviction that residence laws should eventually be abolished. This is not a new point of view. In fact this belief was proclaimed by Adam Smith, the noted English economist, in 1776 when he wrote in the Wealth of Nations: "To remove a man who has committed no misdemeanor from the parish where

1 Ibid p. 432 - 438

2 Ibid p. 438

3 Ibid p. 441

he chooses to reside, is an evident violation of natural liberty and justice."

Washington's Policies on Residence. Eligibility requirements for general assistance to needy persons in Washington State stipulate one year's residence within the state. As the county plan of assistance was abolished in 1953 for a state administered program, local residence or county responsibility is no longer a factor within this program. Temporary assistance is granted to non-residents, and they are returned to their own state providing this is the best social plan; otherwise they can continue to receive assistance within Washington State. Residence requirements for the categorical programs vary considerably, as shown in Table 7. Categorical assistance is continued to residents moving from the state on the basis of a sound plan, until residence is established elsewhere.¹

¹ California continues Old Age Assistance outside the state for a period of one year when it is assumed that residence has been established elsewhere. Such a practice may lend itself to developing 'stateless' citizens if the requirements elsewhere are greater than one year, or if the recipient has been in more than one state during his absence. It is interesting to note that California has set the period of absence at one year before assuming that the recipient has gained residence elsewhere, and yet it requires three years for a person to gain residence in the State of California. It is further evidence of a desire to avoid responsibility, where possible, because of a fear of being overwhelmed.

The practice of continuing assistance to a recipient moving out of the state until residence is established elsewhere is fairly common throughout the United States.

"Twenty-five per cent of the states enable their welfare departments to enter into agreements with other states for the purpose of reducing or eliminating durational residence requirements on a reciprocal basis."¹

The Social Security Administration has urged the removal of durational residence requirements in the categorical programs on the ground that they are inconsistent with the purposes of an aid program designed to help needy people regardless of where they live. The trend has been towards shortening the period, but there are still 21 states requiring the maximum of five years within the last nine years as laid down by the Social Security Act.²

The Migrant Worker. Myron Falk has written that in the United States the "economic, industrial, and agricultural systems have been built around, and are dependent upon a free-moving labour force. Migrant workers have always created wealth for the nation, the states, and the communities which they serve."³

He suggests that three factors indicate even more movement among the people in the America of tomorrow.

1 BOND, Floyd A., et al, op. cit. p. 136

2 Ibid p. 135

3 FALK, Myron, "Settlement Laws, A Major Problem in Social Welfare", American Association of Social Workers, 1948, p. 6

(1) Increasing specialization of trades; e.g. bridge builders, oil workers, and engineers. These specialists and their families move to various parts of the country as projects are completed and new ones begun.

(2) Urbanization. It was estimated that in 1947 3,000,000 more people were living in cities than when the census was taken in 1940, and that half of the increase came from farms. There is the added difficulty of 'putting down' roots in the city, and the possibility of transfer or promotion to a larger city.

(3) Mechanization of farming has resulted in the displacement of farm workers to a major degree. These people either move to the city or join the migrant workers.

Falk states that the needs of migrant workers "can be best met by making available to them the same rights and opportunities essential to the welfare of all our citizens. Settlement laws only add human difficulties and unnecessary administrative costs and problems, without serving as a constructive factor. Settlement laws should be abolished".¹

In repudiating settlement laws² Glen Leet writes the following:

In a free nation there is no place for state or local trade barriers, state or local settlement laws, or similar restrictions which tend

¹ FALK, Myron op. cit. p. 10

² The term 'settlement' is used in parts of the United States in place of residence, and generally refers to residence of long standing.

to Balkanize our nation. In a free nation, no person, rich or poor, should be "bound to the soil" by settlement laws as though he were a serf in the dark ages. We find it difficult to understand how any person can, with sincerity, be concerned with free enterprise and economic freedom and still support the provisions of the settlement laws which bear so harshly upon the poor.¹

Conclusions. The original intention of residence requirements as found within the Elizabeth Poor Laws was to ensure that responsibility for the care of the needy could be established. For this reason legislation was passed making the local areas responsible for such care. Over the centuries the true intent has been lost and residence laws have been used to avoid the responsibility of providing care. Further, residence laws were enacted in relation to a static community whereas today the economy lends itself to migration and a changing populace. For these reasons alone it can be said that the principle of residence is archaic and inapplicable within modern-day public assistance.

The development of the concept that the needy person has a right to assistance, as evidenced by the inclusion of Freedom from Want amongst one of the Four Freedoms of the post war world, gives further support to the idea of abolishing residence laws which deny the right of all people in need to freedom from want. To consider the idea that residence laws should be abolished in Canada is not practical except as they are replaced by social security

1 Ibid p. 282

measures which will meet public assistance needs in all parts of the country, and which will protect the local areas from overwhelming assistance costs caused by the presence of non-resident recipients. The federal government could encourage abolition by instituting grants-in-aid to the provinces for unemployment assistance, and residual assistance¹ on the condition that residence requirements be discontinued.

In regard to the matter of local residence in British Columbia, there are provisions within the Social Assistance Act whereby a municipality or district may grant assistance to a resident of another area and charge-back the costs of assistance to the responsible area. However the Vancouver City Social Service Department has not always agreed to issue assistance on this basis with the result that the applicant has to return to his local area, or move to a nearby area which will grant him aid on a charge-back basis. Neither of these alternatives may have any practical value in relation to proper social planning.

As it would appear that one of the main objectives of the Social Assistance Act is to provide an efficient and uniform public assistance program through the province; this could best be accomplished by the abolition of local residence and the substitution of provincial residence of one year as the only requirement for social assistance. Financial responsibility of the local area could be

¹ Assistance programs other than categorical, viz. Social Assistance and Mothers' Allowance

maintained through a mill rate levy, or on a per capita basis according to the population with the area.¹

Administrative costs in relation to "charge-back" operations would be eliminated and time spent in establishing residence much reduced.

Following the precedent established both in the United States and in the Old Age Assistance program in Canada, the practice of continuing Social Assistance or Mothers' Allowance to the recipient leaving this province for sound reasons, until residence is gained elsewhere should be adopted. The present practice of denying assistance outside the province restricts the recipient and does not allow him to take advantage of opportunities elsewhere; eg. the offer of a home at a very reasonable rent by a relative or friend in another province.

1 In assessing the municipal contribution some consideration should be given to the relation between the population of an area, its ability to finance public assistance, and the size of its public assistance rolls. Vancouver, with its population of over 300,000, and its very large tax resources, both residential and industrial, had 4,129 people on social assistance as of March 31, 1954. Surrey, with a much smaller population, and just a fraction of the tax resources which Vancouver has, was granting assistance to 1,049 people during the same period. West Vancouver which is a wealthy municipality by comparison had only 60 persons on social assistance at that time. Some thought should be given to an equalization formula which would help the poorer municipalities to support their load. The figures used are from the report of the Social Welfare Branch for 1953-54, p. 36 - 37

RELATIVES' RESPONSIBILITY

The concept of relatives' responsibility dates back to the provisions of the English Poor Law. The Act of 1597 for the "Relief of the Poor" enunciated the doctrine of family responsibility. Under the Act of Elizabeth of 1601 the mutual responsibility for parents to support children was extended to grandfathers and grandmothers.¹ It was felt that the parents should be legally responsible for the support of their children and that in later life the children should be responsible for the care of the aging parents.

Relatives' Responsibility in British Columbia.

The legislation relating to relatives' responsibility in British Columbia is known as the Parents' Maintenance Act of 1936. This Act makes possible the enforced support of a dependent parent by a son or daughter where ability to pay is established by the magistrate. The maximum payment under the Act is \$20. per week and failure to pay can result in penalties including fines and imprisonment up to three months. The extent, however, to which this act is used in reference to relatives' responsibility can be gathered from the fact that at no time during interviews with provincial and municipal welfare authorities was reference made to it. A need may have been for such legislation at the time of the great depression - no such need to even refer

¹ MILES, Arthur P., An Introduction to Public Welfare, Boston, D.C. Heath & Co., 1949, p. 26 - 27

to the legislation is apparent today. In discussing the matter of the welfare agency trying to force the relative to support the recipient, it was the combined opinion of the welfare authorities that this was a costly and generally fruitless approach¹ as far as enlisting permanent support.

The situation in respect to family responsibility in British Columbia varies between programs as indicated in Table 3. In those where the element of right is strongest, i.e. in War Veterans' Allowance and Old Age Assistance, participation of relatives is entirely voluntary. In Mothers' Allowance and Social Allowance, however, single children, living in the home, are expected to contribute seven per cent of gross earnings if their income exceeds \$60. per month.² Policy in respect to contributions of relatives for boarding and nursing care varies among the different agencies as Table 3 shows. The Vancouver City Social Service Department assesses the income of children whose parents require care. Single children where able are 'expected' to contribute while married children who are able are 'requested' to help. In the Social Welfare Branch and Municipality of Burnaby programs, relatives contribute on a voluntary basis only, however they are brought in on the total planning wherever possible.

The policy of the City of Vancouver in regard

1 In a study made in California in 1954, one county spent \$1,250. to collect \$7,037.50 in a well systematized legal approach to relatives' responsibility for Old Age Assistance recipients. BOND, Floyd A. et al, op. cit. p. 201

2 See Appendix C for changes effective April 1, 1955. Vancouver City Social Service Department is at present considering these

TABLE 3

RELATIVES' RESPONSIBILITY

WAR VETERANS' ALLOWANCE	RELATIVES' CONTRIBUTIONS ENTIRELY VOLUNTARY	
OLD AGE ASSISTANCE	<p>INFORMATION REQUIRED CONFIRMING EXTENT TO WHICH REGULAR CONTRIBUTIONS ARE TO BE CONTINUED IF ASSISTANCE GRANTED.</p> <p>NO LIENS AGAINST RECIPIENT'S ESTATE EXCEPT IN CASE OF OVERPAYMENT OR FRAUD.</p>	
MOTHERS' ALLOWANCE	<p>7% OF GROSS EARNINGS WHEN OVER \$60.00.</p> <p>NOT MANDATORY WHEN CHILDREN HAVE OTHER RESPONSIBILITIES, E.G. MEDICAL BILLS, OR ARE LIVING OUTSIDE THE HOME.</p> <p>LIEN AGAINST ESTATE TO RECOVER COST OF INDIGENT BURIAL.</p>	
SOCIAL ALLOWANCE		
BOARDING OR NURSING CARE	CITY SOCIAL SERVICE DEPT.	<p>ABILITY OF CHILDREN TO CONTRIBUTE ASSESSED.</p> <p>SINGLE PERSON, AVERAGE \$25.00/MON.</p> <p>LITTLE PRESSURE UNLESS CHILDREN ALREADY CONTRIBUTING.</p> <p>MARRIED PERSON - LITTLE EFFORT TO ENLIST SUPPORT BEYOND A REQUEST WHERE PERSON IS ABLE TO.</p>
	SOCIAL WELFARE BRANCH	RELATIVES CONTRIBUTE VOLUNTARILY.
	MUNICIPALITY OF BURNABY	RELATIVES CONTRIBUTE VOLUNTARILY.

SOURCES: SOCIAL WELFARE BRANCH, POLICY MANUAL
INTERVIEWS WITH PUBLIC WELFARE AUTHORITIES

to working children in Mothers' Allowance or Social Allowance families is given below. Such restrictions may put severe strain on family relationships and contribute towards the development of bitter attitudes on the part of the children towards authority. The first child is expected to contribute 25 per cent of any excess over \$45. per month and the second child everything above the first \$15. There does not appear to be any recognized philosophy on which this policy is based. In fact, there are few cases of working children in 'social assistance' homes and an assessment is made in each case. The general practice at the present time is to exempt 75 per cent of the combined earnings of the children.

American Practice. The concept of family responsibility was incorporated into early American poor law legislation and has remained a very likely issue in public assistance in many parts of the United States. Reference has been made to the fact that "the enforcement of relatives' responsibility in relation to public assistance is declining in Canada".¹ A considerable move in the opposite direction has been reported in the United States where in recent years there has been a tightening of legislation in numerous states.²

In a study of relatives' responsibility in Old

1 DIXON, W.G., "Issues in Public Assistance", British Columbia Welfare, VI, 1949, p. 10

2 BERMAN & BLAETUS, "State Public Assistance Legislation, 1951, " Social Security Bulletin, XIV, 1951, p. 228 - 231

Age Assistance made in 1952, Elizabeth Epler found that fourteen states deny assistance when it has been established that children can support. In another twenty-one states, although the agencies do not deny assistance, there is provision for court action to obtain support. Most of these states use a base sum in respect to children's income, which, if exceeded, establishes the ability to support. The contribution varies, and where some states require 20 per cent of the excess other states require 100 per cent of income above the base sum.¹ Many other states, however, have abolished relatives' responsibility. An example of this is Washington where no attempt is made to enforce support. Income of children living in the home is considered as a resource of the family, but the only approach to relatives outside the home is in relation to social planning in a positive sense.

California enforces relatives' responsibility through a legal procedure affected by the county. This often collapses at the final stage of summoning through the fear of the legal official, who is an elected person, of losing 'the vote'. The rate of contribution varies according to excess income, being approximately 20 per cent of the excess. "The present (January 1954) scale begins for a single person at the level of \$201 monthly income and advances with each \$25. increment. It does not apply to a married person (or other person with one dependent) until his salary

1 EPLER, Elizabeth, "Old Age Assistance: Children's Ability to Support", Social Security Bulletin, XVII, 1954, p. 9

reaches \$301. per month".¹

Conclusions. There are several strong arguments against relatives' responsibility. Firstly, the family clan is a social unit of the past. With the great surge towards urbanization and mobility of population there has been a resultant loosening of family ties. The younger people no longer have accommodation available to their parents. Houses are smaller now and gardens also with the result that contributions must be made in cash rather than in kind. Secondly, in most instances of relatives' support it is a case of the near poor supporting the poor to meet their obligation. Finally, it is felt that to prosecute people to ensure their support of relatives is a cumbersome and costly practice. The policy, which is becoming increasingly prevalent in British Columbia, of encouraging the participation of the family in total planning in a positive sense, instead of seeing them solely as a means to minimize assistance costs, is a far better way to strengthen family ties and to develop healthy attitudes towards the community.

CITIZENSHIP AND MORAL STANDARDS

This concept of aid to the favored has been a part of welfare legislation since time began. The idea of helping "our own", and those "worthy of help" has been reflected in the requirement of citizenship and moral char-

1 BOND, Floyd A. et al, op. cit. p. 112

acter as factors in eligibility for public assistance.

British Columbia has largely abolished such discrimination through its Social Assistance Act, as has the federal government in its programs of aid to the aged, blind, disabled, and to veterans. Mothers' Allowance alone requires that the applicant be a British subject.

Although Washington State has no citizenship clauses in its eligibility regulations, eleven states in America require citizenship in reference to Old Age Assistance. Feelings are strong in places such as California about granting equal rights to minor national groups who could otherwise qualify. California would have to grant aid to an additional 45,000 people, the great majority of these of Mexican origin, if citizenship were abolished as a requirement; and this would add \$35,000,000 annually to its Old Age Assistance program.¹

Moral standards are not an issue in granting public assistance in British Columbia or Washington, except in the Mothers' Allowance program of this province which requires that the recipient be a 'fit and proper person' as a mother. Persons of doubtful capacity as mothers receive Social Allowance which has identical rates of assistance and services. As in Washington there is the recognition that public assistance should be granted on the basis of need, the other social problems to be assessed and worked with simultaneously, but not as a condition to

1 BOND, Floyd A., et al, op. cit. p. 250

receiving assistance. There is no longer the concept of the worthy and the unworthy, but rather the concepts of need, and of the ability of some people to accept and benefit from social casework services. For others the concept of protection of the person and society is being considered where necessary.

SUMMARY

This chapter deals with the major eligibility factors, other than financial, that are generally considered in public assistance. Following a discussion of residence requirements in Canada, the issue of reciprocal agreements and its counterpart, repatriation of the non-resident is considered. The residence requirements of the various programs in British Columbia are given along with some of the resulting discriminations. Following this the question of residence in American programs is aired, and the Rhode Island experience in abolishment is discussed, as are other findings in American welfare research. A case is made for abolition of residence in Canadian Welfare and some suggestions given for immediate steps as they relate to public assistance in British Columbia. The issue of relatives' responsibility is discussed with reference to programs in the United States and in British Columbia, the latter being considered in detail. In closing, brief reference is made to citizenship and moral character as requirements in public assistance eligibility studies.

CHAPTER III

ASSESSMENT OF RESOURCES

Public assistance means cash, goods, or services provided to, or on behalf of an individual on a means test basis because he and his family have insufficient resources to obtain the necessities of life. It is, therefore, an essential part of the administration of public assistance to assess the resources available in meeting the needs of the applicant.

REAL PROPERTY

In the assessment of real property there is generally a difference made between property which a person is using for shelter and that which is used solely for purposes of revenue or speculation. In most programs a limit is set on the value of real property a person can own for shelter purposes and still remain eligible.

In British Columbia there is a multiplicity of approaches to the matter of assessment of real property as can be seen from Table 4. Social Allowance regulations appear to be the most liberal but this should be qualified

with the statement that property other than that used for shelter is generally considered as a liquid asset, and the person is encouraged to sell it before applying for assistance. Mothers' Allowance regulations are the most restrictive in limiting the assessed value of the property, less encumbrances, to \$2,500.¹ In War Veterans' Allowance, Old Age Assistance, and Blind Persons' Allowance, property is considered a source of income which is calculated on the basis of five per cent of the cost price in the first case, and in the latter two, five per cent of the assessed value. An exemption of \$ 6,000. on the market value of the home is allowed under War Veterans' Allowance, the calculation being made on the excess, if any, less encumbrances. If the veteran feels he has paid an excessive price for his home, he can have it assessed by the Department of Veterans' Affairs for the purpose of the assistance.

The attitudes taken in the different programs towards the assessment of shelter and meals, provided to the recipient without charge, vary as can be seen from Table 4. While War Veterans' Allowance makes no deductions for such, the recipients of Old Age Assistance, and Mothers' or Social Allowance, who receive free shelter, or room and board, get only a fraction of the full grant. While the practice of ignoring these resources, as is done in respect to War Veterans' Allowance is not businesslike, it

1 This policy is adhered to by the Vancouver City Social Service Department; however the Municipality of Burnaby uses the same regulations as those under Social Allowance.

TABLE 14 - REAL PROPERTY, DERIVED AND CALCULATED INCOME REGULATIONS
IN WAR VETERANS' ALLOWANCE, OLD AGE ASSISTANCE, MOTHERS' ALLOWANCE, AND
SOCIAL ALLOWANCE.

	RESTRICTIONS	WHERE SHELTER PROVIDED	WHERE ROOM AND BOARD PROVIDED	INCOME - RENTALS ROOMERS, BOARDERS
WAR VETERANS' ALLOWANCE	NO RESTRICTIONS ON PROPERTY TO THE VALUE OF \$6,000 (COST PRICE); 5% OF EXCESS CALCULATED AS INCOME.	NOT AN ISSUE UNLESS RECIPIENT WORKS AND RECEIVES REMUNERATION AS WELL AS SHELTER OR	ROOM AND BOARD. THE REMUNERATION ONLY IS CONSIDERED FOR INCOME PURPOSES.	50% OF GROSS RENTALS RECEIVED CONSIDERED AS INCOME. EXCESS ABOVE FOLLOWING CONSIDERED AS INCOME: ROOM PROVIDED - \$15.00/mo. MEALS PROVIDED - \$35.00/mo. ROOM & MEALS PROVIDED - \$50.00/mo.
OLD AGE ASSISTANCE	5% OF ASSESSED VALUE OF HOME CALCULATED AS INCOME.	GRANT REDUCED BY NOT LESS THAN: SINGLE PERSON - \$10.00/mo. \$120.00/YR. MARRIED COUPLE: \$15.00/mo. \$180.00/YR.	GRANT REDUCED BY NOT LESS THAN: SINGLE PERSON - \$30.00/mo. \$360.00/YR. MARRIED COUPLE - \$45.00/mo. \$540.00/YR.	NOT LESS THAN 50% OF GROSS RENTALS RECEIVED CONSIDERED AS INCOME, AND 20% OF GROSS AMOUNT RECEIVED FOR BOARD AND LODGING. WHERE RECIPIENT RENTING, NET PROFIT CONSIDERED AS INCOME.
MOTHERS' ALLOWANCE	NO ALLOWANCE WHERE ASSESSED VALUE OF HOME \$2,500 ABOVE ENCUMBRANCES.	GRANT REDUCED BY: UNIT 1 \$12.50/mo. (\$150./YR) UNIT 2 \$17.50/mo. (\$210./YR) UNIT 3 \$22.00/mo. UNIT 4 \$24.50/mo. UNIT 5 \$27.00/mo. UNIT 6 \$29.50/mo. UNIT 7 \$32.00/mo. UNIT 8 \$34.50/mo.	GRANT REDUCED BY: UNIT 1 \$35.00/mo. (\$420./YR) UNIT 2 \$57.00/mo. (\$684./YR) UNIT 3 \$68.50/mo. UNIT 4 \$79.50/mo. UNIT 5 \$91.50/mo. UNIT 6 \$103.00/mo. UNIT 7 \$114.50/mo. UNIT 8 \$126.00/mo.	RENT FROM SELF-CONTAINED SUITES TOTALLY DEDUCTIBLE. 40% OF FOLLOWING DEDUCTIBLE: 1 ROOMER, EXCESS OVER \$12.50/mo. 2 ROOMERS, EXCESS OVER \$17.00/mo. 1 BOARDER, EXCESS OVER \$35.00/mo. 2 BOARDERS, EXCESS OVER \$57.00/mo.
SOCIAL ALLOWANCE	NO RESTRICTION BASED ON REAL PROPERTY			

SOURCES: SOCIAL WELFARE BRANCH POLICY MANUAL
WAR VETERANS' ALLOWANCE REGULATIONS

appears justifiable as a move in securing for the veteran a level of living which is closer to adequacy.

TABLE 4 (a) A COMPARISON OF DEDUCTIONS OF INCOME FROM PROPERTY, RENTALS, AND BOARDING CARE, IN WAR VETERANS' ALLOWANCE, OLD AGE ASSISTANCE, MOTHERS' ALLOWANCE, AND SOCIAL ALLOWANCE.

	Assessment of income on home costing & assessed at \$3,600.	Income from \$40.00 suite	Income from 2 boarders at \$65/mo.	Net Income	
WAR VETERANS' ALLOWANCE	Nil	50% or \$20.	\$130. cost 57. <u>73.</u>	Rent \$20.	Bd \$73.
OLD AGE ASSISTANCE	5% or \$180. per year \$15. per month	50% or \$20.	\$130. 20% 26 cost 57 <u>83</u> 47.	20. -15 <u>5</u>	47. -15 <u>32</u>
MOTHERS' OR SOCIAL ALLOWANCE	May be ineligible ^a Nil	100% deducted Nil	\$130. cost plus exempt. 67. <u>63.</u> less 40% 25.20 <u>37.80</u>	Nil	37.80 10.00 ^c <u>47.80</u>

a See p. 62 regarding limits on real property.

b Shelter and food allowance under Social Allowance.

c \$10. exemption.

In Table 4 (a) a comparison is made of the assessment practices in respect to income from property, in

this case a \$3,600. home, within the different assistance programs. The veteran is not assessed anything for his home; he is allowed to retain \$20. of the income from the rental; or he is allowed to retain \$50. for each person he boards, and an additional \$15. for his casual labour in this regard - a total of \$130. Deducting costs, his net income is \$73. The aged person is assessed \$180.¹ or \$15. per month as calculated income from his home; he gains \$20. from renting, or if he boards two persons he retains \$47. The person on Mothers' or Social Allowance gains nothing from renting but retains \$47.80 from boarding.

PERSONAL PROPERTY AND INCOME

In assessing personal property, household equipment and clothing are exempted. In general the following are included; cash in hand or in the bank, government bonds, stocks, and other securities, cash surrender value of insurance, agreements for sale and mortgages, livestock and automobiles. The public assistance programs in British Columbia include these items.

As is shown in Table 5, cash assets are exempted in War Veterans' Allowance and Old Age Assistance programs to the extent of \$1,000. for a single person or

1 Under the new system of assessing property for taxation purposes inaugurated by the B.C. Legislature early in 1955, the Old Age Assistance applicant suffers. Previously the assessed value of homes of most Old Age Assistance recipients was between \$2,000. and \$3,000.; whereas an average value under the new system would be around \$3,500. Interview with Corporation of Burnaby authority.

TABLE 5 - PERSONAL PROPERTY AND INCOME REGULATIONS IN WAR VETERANS' ALLOWANCE, OLD AGE ASSISTANCE, MOTHERS' ALLOWANCE AND SOCIAL ASSISTANCE.

(1)		(2)		(3)	(4)	
BASIC ALLOWANCE		CASH & LIQUID ASSETS		ADDITIONAL EXEMPTIONS	ADDITIONAL INCOME ALLOWED	
WAR VETERANS' ALLOWANCE		SINGLE	MARRIED (WITH OR WITHOUT DEPENDENTS)	CASUAL EARNINGS^A UNEARNED INCOME UP TO \$25/YR. FAMILY ALLOWANCE. MOTHERS' OR SOCIAL ALLOWANCES. PENSION ALLOWANCES FOR CHILDREN.	SINGLE	MARRIED
SINGLE	MARRIED	\$1,000.	\$2,000.		\$120./YR	\$120./YR
\$720.	\$1,296.	EXEMPT	EXEMPT			
		ALLOWANCE NOT GRANTED UNTIL ASSETS REDUCED.				
OLD AGE ASSISTANCE		SINGLE	MARRIED COUPLE	FAMILY ALLOWANCES MOTHERS' OR SOCIAL ALLOWANCES. ASSIGNED PAY WHERE NO DEPENDENTS' ALLOWANCE HAS BEEN GRANTED. BLIND PERSON'S GUIDE ALLOWANCE. COST-OF-LIVING BONUS FOR THOSE COMPLYING WITH REQUIREMENTS UP TO \$15./MO. CASUAL GIFTS OF SMALL VALUE.	SINGLE	MARRIED
SINGLE	MARRIED	\$1,000.	\$2,000.		\$240.	\$240.
\$480.	\$960.	EXEMPT	EXEMPT			
		AFTER DEDUCTION BALANCE DIVIDED BY NUMBER OF MONTHS REMAINING UNTIL APPLICANT REACHES 70 AND MULTIPLIED BY 12 TO GIVE CALCULATED YEARLY INCOME FROM THIS SOURCE			FOR COST-OF-LIVING BONUS RECIPIENTS	
					SINGLE	MARRIED
					\$120.	NIL
MOTHERS' ALLOWANCE		SINGLE	MARRIED COUPLE OR FAMILY	CHILDRENS CASUAL SUMMER EARNINGS. FAMILY ALLOWANCES. OLD AGE ASSISTANCE OR SECURITY, BLIND PERSONS' ALLOWANCE EXEMPT BUT RECIPIENT NOT INCLUDED IN ALLOWANCE UNIT	EARNED	UNEARNED
UNIT 1	UNIT 2				\$10/MO^B	\$10/MO^B
\$45/MO	\$69.50/MO	\$250.	\$500.		\$120/YR	\$120/YR OR \$240. IF THERE IS NO UNEARNED INCOME. 40% OF EXCESS DEDUCTIBLE
\$540.	\$834.	EXEMPT	EXEMPT		EXCESS TOTALLY DEDUCTIBLE.	
SOCIAL ALLOWANCE		ALLOWANCE NOT GRANTED UNTIL ASSETS REDUCED				

SOURCES: SOCIAL WELFARE BRANCH POLICY MANUAL
W.V.A. FORM 17 (REVISED 1-53)

A SEE INCOME AND ADDITIONAL EXEMPTIONS, P. 74

B AS LAID DOWN IN SOCIAL WELFARE BRANCH POLICY MANUAL.
AMOUNT VARIES WITH MUNICIPALITIES.

\$2,000. for a married couple. If a veteran has personal property in excess of the limit he is not eligible for assistance until he has reduced them. In this respect if he reduces his assets by spending \$500. on a trip he will not be penalized. The same attitude will be taken to the Old Age Assistance applicant who has reduced his assets to the maximum in making improvements to his home.¹

An important factor to consider in these programs is the reduced earning capacity of the aged person², and his need for, and right to expect security on a permanent basis. This philosophy has been expressed in the federal Old Age Security program which authorizes pensions for all persons seventy years and over, who have the required twenty years residence, without any means test. While this measure is certainly focussed on the provision of security for the aged, there is little evidence of the same philosophy in the Old Age Assistance regulations regarding personal property (see Table 5). The income from excess cash assets is calculated on the basis of a government annuity covering the period until the recipient reaches seventy, and the rate of assistance is lowered by this amount. This means that the recipient is expected to spend his excess assets during this period, and support himself

1 Although this approach to excessive cash assets is not written into policy, it appears in the advice given to prospective applicants by the staff in welfare offices.

2 The veteran must be sixty, or younger and incapable of maintenance, the Old Age Assistance recipient sixty-five.

from the age of seventy on with the \$40. Old Age Security pension. Had the annuity been based on the life expectancy of the recipient, he could look forward to a higher level of income and a greater sense of security when he reached seventy. As it is, the term "old age security without a means test" has a hollow ring for this person. He has been reduced to the level of a person without means before he can reach the goal of security in old age; not by misfortune, but by social legislation.

Provincial Policies. In the Mothers' Allowance and Social Allowance programs the applicant is exempted under Social Welfare Branch policy up to \$250. as a single person, or up to \$500. if he has dependents. He may be allowed assistance with cash assets above the maximum if these are required immediately for the payment of outstanding debts, or if the applicant wishes to invest in a home.

The recipient of social allowance who is suffering from tuberculosis gets special consideration in respect to personal property, "because of the importance of rehabilitation plans".¹ Instead of being limited to \$250. or \$500., depending on his status, 3 per cent of the amount in excess of the maximum is considered as income and deductible from the basic allowance. For example, \$2,500. is \$2,000. in excess of the exemption; and 3 per cent of this \$60. per year. The basic allowance is reduced by

1 Social Welfare Branch, Policy Manual p. 33

\$5.00. The recipient with T.B. is also eligible for an extra allowance to cover payment of insurance premiums. This is done to prevent the policy becoming void, and the recipient experiencing difficulty in obtaining insurance at a later date because of his history of T.B. Tuberculosis has been a greater public health danger than other diseases, hence the special consideration given to such patients. It represents a reflection of the categorical approach where certain cases have status.

Recipients of Old Age Security may qualify for the Cost-of-Living Bonus of \$15. per month providing their total income, including bonus, is less than \$780. per year for a single person, or \$1,320. in the case of a married couple. Income calculations, except in respect to personal property, are made on the basis of Old Age Assistance policies. An exemption of \$250. for a single person, and \$500. for a married couple is allowed before any calculations are made regarding personal property. Income from the excess cash assets is computed on the basis of the monthly rate payable under a government annuity, purchasable with the total excess cash assets to cover the lifetime of the recipient. In the case of a married recipient living with his spouse, the income is computed on the basis of the monthly rates payable to each with half the excess cash assets.

Municipal Policies. Municipalities are allowed to set their own limits as to the amount of personal property an applicant can retain, and in this respect there is considerable variation. While Burnaby adheres to Social Welfare Branch policy (see Table 5), Vancouver limits the cash assets of Social Allowance applicants equivalent to one month's assistance.¹ For example a single person is allowed \$45. while a group of two is allowed \$69.50. This compares very unfavorably with Social Welfare Branch which grants exemptions of \$250. and \$500. respectively.

Assessment of Property in the United States.

In reviewing the Old Age Assistance programs in the United States,² it has been found that fifteen states set dollar maxima on homestead property,³ defined either in terms of assessed value or market value, less encumbrances, which

1 At the time of application cash assets up to the amount of the group social allowance may be excepted by the Unit Director. Amounts in excess of this may be excepted at the discretion of the Administrator, up to the maximums set by City Council policy, namely \$150. for single persons, and \$300. for families. Cases in which additional exemptions over the group allowance are being requested are usually received by a staff committee of senior personnel in the City Social Service Department.

2 BOND, Floyd A. et al, op. cit. p. 143 - 147

3 Homestead property is not defined in public welfare text books used by the writer; the Eaton Handy English Dictionary defines it as "the enclosure immediately connected with a mansion." In the United States it refers to the property surrounding a ranch or farm-house.

range from \$1,500. to \$10,000. There are twenty-three states with no homestead maxima but a number of these require that the property not exceed the value of modest homes in the community. Eight states permit the continued ownership of additional real property providing it is used to produce reasonable income; otherwise it must be sold. Six other states specify the amount of additional property without distinguishing between real and personal, but the low limits, viz. \$150. to \$750., suggest that such holdings seldom include real estate of any appreciable value.

TRANSFER OF PROPERTY

It is the concern of the administrators of assistance programs that a person may transfer part or all of his property in order to qualify for assistance, or to evade lien or recovery requirements. "In twenty-seven of the American states transfers made within a specified number of years prior to application for Old Age Assistance, generally five years, are presumed to be made with the intention of qualifying for assistance, unless the applicant presents substantial evidence to the contrary."¹ In all the other states, except two which made no investigation of transfers involving property valued at \$500. or less, all transfers may be reviewed, regardless of when made, to determine their bearing on eligibility.

There is the same concern about this matter

1 BOND, Floyd A., et al op. cit. p. 152

in the public assistance programs in British Columbia. For example, Old Age Assistance regulations require a full investigation of any transfer of property made within the five years prior to application. It is the applicant's responsibility to prove that he did not transfer the property in order to qualify for assistance and unless he can do this he will be assessed as though there had been no transfer. War Veterans' Allowance likewise prohibits the transferring of property in order to qualify for aid.

Certain exceptions are made to this general practice. The regulations require that a person needing permanent care as a chronic invalid in the Provincial Infirmary or Provincial Home at Kamloops sign over his property both real and personal to the Crown.¹ However, in practice it is suggested to the applicant that he consider transferring his property to his relatives prior to seeking admission.

A similar approach is used in dealing with the War Veterans' Allowance recipient who owns a large home and cannot maintain it. Every attempt is made to help him conserve his assets and to maintain him at his highest level of adjustment. If the recipient is a married veteran or a widower, he may be advised to sell his home and buy a smaller one, keeping in mind the fact that no assessment is made on the first \$6,000. invested in real property. If after

1 Provincial Infirmeries Act, Application Form, Form of Transfer of Property

completing the transaction, the recipient has cash assets in excess of that allowed, he must reduce these before he can receive further assistance, (see Table 5). He is assured though that he can qualify for the allowance once this is done. If the veteran has children or relatives to whom he wishes to leave his estate, it is often suggested that he choose with them a house which they will occupy and assume payments for, and when he is deceased they will assume the mortgage. In the meantime the veteran fixes up a suite in the basement or elsewhere in the house where he can live independently. This is a fairly special case, but the philosophy which is in evidence is general within the program. The concept is that of one veteran helping another, within the widest possible interpretation of the regulations; and in such a way as to interfere with the recipient's defenses against dependency, loss of status, and loss of security, as little as possible.

The recipient of Social Allowance is allowed to sell his home, buy another one, and can remain on assistance so long as any cash assets derived from the transaction do not exceed the limit set. He is ineligible if his cash assets are excessive.

Calculation of income from real property for applicants of Blind Persons' Allowance is made on the same basis as for Old Age Assistance recipients (see Table 4). There is no exemption of personal property for the blind

person, the income from this source being computed on the monthly rate payable under a government annuity, purchasable with the total cash assets to cover the lifetime of the recipient.

INCOME AND ADDITIONAL EXEMPTIONS

In each of the assistance programs in this province there are allowances for "Additional Income" as shown in Table 5, column (4); there are other exemptions which are not calculated as income which are listed in column (3). The most significant of these is the item of "casual earnings" under War Veterans' Allowances. This includes earnings from odd jobs such as building a fence for which the recipient might be paid \$50. It also includes earnings from regular part time employment, up to the maximum of \$50. per month. The veteran may include as casual earnings \$25. per month for work done in providing room and board for a person. He is also exempted the earnings of regular employment of short duration up to a maximum of twelve weeks in any allowance year with no limit on the amount of remuneration obtained. It should be recalled that many of the older veterans are not able to work at all, but the value of these regulations lie in the fact that if a recipient feels he is able to work and wishes to take casual employment he is not penalized for his initiative by a reduction in his assistance. It encourages a

person to operate as independently as possible, and at the same time ensures the security of the basic allowance.

An attempt has been made to give the recipient of Blind Persons' Allowance greater opportunity for earning. Although his basic pension of \$40. per month is the same as that granted under Old Age Assistance he is allowed as a single person additional income of \$360. per year as compared to \$240. He is also eligible for the Cost-of-Living Bonus of \$15. per month if his income including assistance does not exceed \$660. The single Old Age Assistance recipient must limit his total annual income to \$600. if he wishes to qualify for the full bonus. The major drawback to the provisions in respect to the blind is that there is no partial bonus paid. This means that if a person earns \$10. over the maximum of \$660. he is liable to lose \$180. during the next year through being disallowed the bonus. It would be more in the interests of encouraging self-help among the recipients if the bonus was reduced in proportion to the excess income earned.

A significant move was made in this direction in the United States in July, 1951, with an Amendment to Section 1002 (a) (8) of the Social Security Act which would provide for the exemption of income of blind persons in receipt of assistance, up to \$50. monthly. It was felt that this would encourage the blind to prepare for, engage in, or continue to hold remunerative employment. A survey of public assistance legislation completed that year showed

that 28 states had enacted legislation in respect to the amendment.¹

Provincial Policies. Under Mothers' Allowance and Social Allowance regulations, a recipient is allowed additional earned income of \$20. per month. Forty per cent of any earned income in excess of this is deductible, and should the income equal or exceed the rate of assistance consideration must always be given to continuing eligibility.² There is value in this policy especially in cases where allowance is being granted as part of a total rehabilitation plan. As the recipient regains his strength, if his indigence has been caused by illness, or injury, he is able to increase his income. One wonders what hurdle the client faces when he reaches the point where he can earn an amount equal to, or in excess of his public assistance. If he does earn this much he is liable to be cut off his assistance thereby being penalized for his initiative. Unless a person had considerable feelings against remaining on assistance, he might be strongly tempted to keep his earnings below the maximum until he was strong enough to take full-time employment; or to make false statements about his income which to many seems justified on the basis of the inadequacy of assistance rates. Would it not aid in the recipient's move toward self-sufficiency to decrease

1 BUMAN & BLAETUS, "Survey of Public Assistance Legislation", Public Welfare, IX, 1951, p. 228

2 For recent changes, see Appendix C

the assistance in proportion to the amount he earns in excess of the maximum? For example, a man is receiving the Social Allowance rate of \$83.50 for himself, his wife, and one child. If he earns \$82.50 in addition to his allowance; he can retain the \$10. basic exemption plus 60 per cent¹ of the remainder, i.e. \$43.50. His total income at this point is \$137.00. However should his earnings equal his allowance of \$83.50, he will no longer be eligible for assistance. This reduces his income to his earnings, and he is thus penalized for his endeavors. The recipient would be wiser to keep his earnings below his allowance which is \$83.50 in this case, until he is sure he can earn \$137.70, at which time he can terminate assistance.

In the suggested plan above, the figure of \$137.00 might be set for this group as the total income allowable, and as the recipient's earnings increase towards this figure, the allowance grant could be lowered proportionately. In effect, this is what is done in War Veterans' Allowance, and Old Age Assistance. The recipient can thus be encouraged to move towards self-sufficiency, and during the process be assured of continued security. It has been stated² that it is common practice for recipients of Social Allowance to restrict their earnings to the maximum allowed to avoid becoming ineligible for assistance. However, under the other proposal they would be apt to earn more because their overall income would remain constant instead of being

1 See Table 5 for deductions on earned income.

2 WIEBE, John, formerly Administrator, Social Welfare Department, Municipality of Surrey.

seriously curtailed through loss of assistance. This would, in effect, reduce assistance costs, encourage recipients to a higher degree of independence, and allow them a more adequate level of living.¹

Municipal Policies. As in other areas municipalities are able to set their own policies in regard to additional income. The Vancouver City Social Service Department staff instructions are as follows: "Ten dollars per month for 2 adults or one adult and one dependent - plus \$2.50 per month for each additional dependent, up to a maximum exemption of \$20. per month. The exemption of \$5.00 per month for single persons will still remain in effect." At the present time, with no funds available for extra rentals, exemption of additional income to meet excessive rent is reviewed on an individual basis in the staff committee meetings.²

The municipalities of Burnaby and Surrey adhere to Social Welfare Branch policy in this matter, exempting \$10. unearned income and \$10. earned income. If the client has no unearned income he is allowed to earn \$20. per month. Forty per cent of any excess earned income is deductible with a maximum set as the amount equal to the maximum allow-

1 In Washington State public assistance programs there is no income exempted. However, as assistance is granted according to levels established to meet the needs of the recipient adequately, reducing the grant because of income does not affect the net income of the recipient. So long as there is any deficiency between income and need assistance is given to maintain the balance.

2 See footnote p. 54

ance payable at which point assistance is terminated. Excess unearned income is totally deductible. Such a policy as the former which enforces hardships on the recipient, through forcing him to exist on a sub-marginal level, without granting him the opportunity to improve his situation, requires attention in respect to Section 3 of the Social Assistance Act. It reads as follows:

It shall be a condition precedent to the granting of such aid (by the province) that the municipality shall provide and maintain social assistance and relative social administrative services on a basis consistent with the standards established by the rules and regulations made pursuant to this Act.

NURSING AND BOARDING HOME CARE

Assessment of resources in planning for nursing or boarding home care is considered very important, especially in a large city such as Vancouver where the cost of publicly provided care is in the order of \$100,000. per month. Due to the great demand and shortage of accommodation for such care in the large urban areas the rates are proportionately higher as shown in Table 6.

With regard to real property there are no restrictions made in the provision of temporary care. However, if a person who is single or widowed applies for permanent care and is the owner of real property, care is granted on a temporary basis by the Vancouver Social Service Department with the proviso that the home be sold. Social Welfare Branch encourages the person to rent his

TABLE 6 - ASSESSMENT OF RESOURCES FOR NURSING AND BOARDING HOME CARE IN VANCOUVER CITY SOCIAL SERVICE, MUNICIPALITY OF BURNABY, AND SOCIAL WELFARE BRANCH.

REAL PROPERTY			PERSONAL PROPERTY	
<u>CITY SOCIAL SERVICE DEPT.</u>	TEMPORARY B.H. OR N.H. NO RESTRICTIONS	PERMANENT B.H. OR N.H.- GRANTED TEMP- ORARILY ON PROVISO THAT HOME IS SOLD IF CLIENT SINGLE OR WIDOWED.	TEMPORARY B.H. OR N.H. EXEMPT UP TO A MAXIMUM OF \$150. DEPEND- ING ON INDIVID- UAL CIRCUM- STANCES.	PERMANENT B.H.- 1 MONTH'S CARE - \$65.00 CASH. N.H. - 1 MONTH'S CARE - \$105.00 OR \$210.00 IF CLIENT MARRIED WAR VETERANS' ALLOWANCE, OLD AGE ASSISTANCE OR SECURITY USED BY CITY TO DE- FRAY COSTS OF CARE.
B.H.-\$65.-100/MO N.H.-\$150-225/MO HELD TO MINIMUM WHERE POSSIBLE COMFORTS ALLOW- ANCE - \$7.00 SHAREABLE 80-20				
<u>SOCIAL WELFARE BRANCH</u>	B.H. OR N.H. NO RESTRICTIONS	PERSON ENCOUR- AGED TO RENT HOME. NO EFF- ORT TO HAVE HIM SELL HIS HOME. WORKER SEES THAT HOME IS CARED FOR.	B.H. OR N.H. SINGLE \$250. MARRIED \$500.	B.H. OR N.H. SINGLE \$250. MARRIED \$500. WAR VETERANS' ALLOWANCE, OLD AGE ASSISTANCE OR SECURITY USED BY RECIP- IENT TO DEFRAY COSTS OF CARE.
B.H.MAX \$65.00/MO N.H.MAX \$135.00/MO COMFORTS ALLOWANCE \$ 7.00 SHAREABLE 80-20 WITH RESPONSIBLE MUNICIPALITY.				
<u>MUNICIPALITY OF BURNABY</u>	B.H. OR N.H. NO RESTRICTIONS	HOME RENTED WITH CLIENTS PER- MISSION, IF SINGLE, TO DE- FRAY COST OF CARE.	B.H. OR N.H. SINGLE \$250. MARRIED \$500. COMFORTS ALLOWANCE UP TO \$7.00, EX- CEPT TO THOSE HAVING NO SUCH NEED	B.H. OR N.H. SINGLE \$250. MARRIED \$500.
B.H.\$65.00 PLUS N.H.\$150.00 SHAREABLE ON INDIVIDUAL APPLICATION				

B.H. - BOARDING HOME CARE
N.H. - NURSING HOME CARE

SOURCES; INTERVIEWS WITH PUBLIC WELFARE AUTHORITIES

property to defray costs, thus maintaining himself as independently as possible. Burnaby Social Welfare Department rents the property, with the client's permission, to defray the costs.

In regard to personal property, the City of Vancouver allows the person cash assets to the value of one month's care. This policy was laid down by City Council several years ago, and the prevailing rates of \$65. and \$105. are still used as maxima for single and married persons respectively. In addition, the applicant must sign over any pension he is receiving to defray costs of care. This means undue hardship for elderly couples in particular. They must reduce their assets to \$210., if the person is to get care, and this sum is supposed to cover burial expenses, and such other costs as those in relation to maintenance of their home. In addition, the spouse remaining at home has to manage expenses on a reduced income. The social worker who has to 'interpret' this policy to applicants meets feelings which must be 'akin' to those of people who in times past were offered 'the poor house' as the only form of relief. Not only does the person face the separation and eventual loss of his spouse, but also the extreme likelihood of spending his last days with nothing that represents independence.

The Social Welfare Branch and Municipality of Burnaby allow \$250. for a single person and \$500. for a married couple. If nothing else it allows the person suffic-

ient assets to cover a decent burial, and the feeling that with careful planning there is a possibility of "making it". It is expected that the applicant himself will use his pension to pay for his care while the agency makes up the difference. This again leaves the feeling with the client that its 'his show' and that the agency is cooperating. There is the possibility of a client being difficult with the landlord or operator but this policy seems to have more meaning constructively than the policy whereby the client directs the pension authority to send his cheque to the "City".

There is no provision for nursing or boarding home care under War Veterans' Allowance except as it relates to part of a medical treatment plan, in which case veterans' facilities are available. The veteran who feels he cannot take care of himself can apply for admission to "veterans' care". This, in effect, is full boarding and sick room care with a minimum of restrictions, and comforts provided. Veterans with means are eligible for this providing they sign over their total assets. Care is valued at \$120. per month and should the veteran wish to leave his remaining assets are returned to him.

Transfer of property to the Crown is required for admission of chronic cases to the Provincial Infirmary at Marpole, and of the aged to the Provincial Home at Kamloops. As has been previously stated however, it is suggested in practice that the applicant consider transfer

of his property to relatives before seeking admission.

ASSESSMENT OF RESOURCES IN WASHINGTON STATE

The procedure of assessing resources in public assistance in Washington State is a relatively simple process. Assistance is granted on the basis of need which is established when property holdings, real and personal, are limited to certain values; and when income is less than one month's requirements. As shown in Appendix B the limits on property, real and personal, are the same for all programs except assistance to the employable which is an emergency program, generally restricted to food, and other temporary grants to families with children. As previously stated, unlike the programs in British Columbia, there is no income exempted in assessing the resources of an applicant, except in the Aid to the Blind program where the first \$50. is allowed. This makes for greater simplicity of assessment, and avoids the possibility of a person being considered ineligible because he is receiving Unemployment Insurance, a veterans' pension, or other such income. The receipt of either of the above forms of income results in ineligibility for many applicants in this province.¹ The Department of Public Assistance in Washington has placed dollar values on such items as food, clothing, personal items, shelter, fuel for heating, and fuel for cooking. When these are supplied

1 Social assistance cannot be granted to subsidize Unemployment Insurance benefits which are for some classifications of employees below social assistance rates. For example the family of three drawing \$10. per week Unemploy-
(footnote continued next page)

they are considered as sources of income.

SUMMARY

This chapter deals with those areas generally included in the assessment of an applicant's resources in reference to establishing and meeting his need for public assistance. The factors of real and personal property are discussed generally, and in particular as they are dealt with in the assistance programs in British Columbia. The issue of transferring property is considered as it affects eligibility for assistance. Assessment of income within the various programs in this province is considered and some suggestions made for a more positive approach to this subject which might increase initiative among assistance recipients. Assessment of real and personal property, as it relates to the provision of nursing and boarding home care by different municipalities, and the Social Welfare Branch, is discussed and differences shown. The chapter closes with a statement regarding assessment practices in public assistance in Washington State.

ment Insurance cannot be assisted to bring their total income up to the Social Allowance rate, in this case \$83.50 per month. In the Washington State programs, as in our Social Assistance Act¹ (but not practice), this responsibility is accepted. The Vancouver City Social Service Department does accept responsibility for granting assistance to a veteran receiving a small pension for war services considering it as income. There seems to be a lack of consistency in these policies, and need to work out these difficulties with the agencies concerned.

1 "Social assistance may be granted...to individuals who are unable to provide in whole or in part by their own efforts, through other security measures,...necessities essential to maintain or assist in maintaining a reasonably normal and healthy existence." Sec. 4

CHAPTER IV

LEVELS OF ASSISTANCE

A study of the levels of public assistance grants in the various programs in British Columbia is of little value unless it is related to a level of living compatible with decency and health. For example, a comparison of General Assistance rates made in the United States in 1947 showed that the highest state payment was nearly seven times that of the lowest.¹ This, by itself, certainly gives ground for suspicion that some of the rates must be too low but the rates must be measured directly against the cost of a defined "content of living" (a term further referred to below) in the states under study. Sarah Riley has tried to define a physically healthy standard for public assistance recipients as one including "adequate nutrition, shelter from the elements, warm and protective clothing, sufficient heat, water, and light, sufficient household supplies and equipment for eating and sleeping and maintaining reasonable sanitation, and necessary medical and dental care".² However, physical

1 BURNS, Eveline M., The American Social Security System, (Boston, Houghton Mifflin Co., 1949), p. 351

2 RILEY, Sarah, "How Adequate Should Assistance Be", Public Welfare, VI 1948, p. 143

standards alone may not be sufficient. Public assistance recipients should live on a mentally healthy level also which implies reasonable education for the children, community activities for the children and the adults; an opportunity to improve the ability and capacity for work and to carry out the duties of citizenship; clothing which, in addition to essential covering, meets customary standards; and recreation. If they do not get these, they will become - or raise - second class citizens, or other problems will arise (eg., delinquency) which will show that the parsimony of the community in setting low relief standards was unwise.

In an attempt to establish the concept of "content of living" as a standard of assistance Jane Hoey has made a study of the use of various basic consumption items as standards amongst public agencies. In a study of Old Age Assistance programs, in 1947, thirty-one of the forty-nine jurisdictions for which information was available specified that food must be included in all cases where assistance is granted; but only one-half of the forty-nine had set mandatory state cost figures for even this item. A smaller proportion had assured themselves that these cost figures were actually used throughout the state. Of the twenty-six states requiring inclusion of clothing in the computation of assistance payments, only nineteen had mandatory cost figures. Fewer than one-third had figures for fuel, light, water and shelter, and few indeed had stated government responsibility for refrig-

eration, replacement of household equipment and furnishings, insurance, medicine chest supplies, transportation, or "miscellaneous" which means "leeway" to the client.¹

If adequacy of assistance is the goal of the public welfare worker or the granting of assistance on the basis of need, a standard "content of living" must be established by which adequacy or need can be measured. For this purpose information is required on the content of living amongst families living on low incomes, and the cost of the various items of which it consists.

The Welfare Council of Greater Toronto has undertaken several studies of minimum essential budgets, and has brought them up to date from time to time. Its main computation, entitled "A Guide to Family Spending", was developed to show the actual spending habits of lower income families in Toronto. This information was evaluated against best available judgment on nutrition and other needs for stable family living.

The standard used by the committee was defined as that "which will maintain a minimum level of health and self-respect".² The items included are food, clothing, clothing upkeep, personal care, transportation for recreation, religious observance and personal allowance. Items related to the operation of the home were also listed and

1 HOEY, Jane M., "Content of Living as a Standard of Assistance", Journal of Social Casework, XXVIII, 1947, p.4

2 Welfare Council of Greater Toronto, A Guide to Family Spending in Toronto, 1949, p. 1

included house furnishings, laundry, electrical and gas requirements, heating, water, cleaning supplies, health supplies, newspaper and radio, and family entertainment. Using the different sex and age groupings, family budgets can be computed.¹ Because of the lack of research on rentals paid in Toronto the Technical Committee recommended that no table of shelter costs be included but rather that 25 per cent might be used in calculating the proportion of income required for rent. For families owning their dwellings the cost of shelter has been computed as including principal and interest on indebtedness, taxes, insurance, repairs, water, heating and utilities such as gas and electricity.²

A MINIMUM BUDGET

In undertaking a study of social assistance grants in British Columbia, Edmund Ralph made use of the Toronto calculations and developed a "standard budget" for use in evaluating the needs of Social Allowance and Mothers' Allowance recipients in Vancouver. Ralph described the standard budget as a "quantitative and qualitative statement of the goods and services necessary for the maintenance of a healthy and socially accepted standard of living,

1 The variation in the prices of these items made necessary the revision of the tables, and "Summary Tables of "A Guide to Family Spending" in Toronto" were published in April, 1952, p. 2 - 5

2 Welfare Council of Greater Toronto, op. cit. 1949 p.38

according to the best judgment of those who set the standard".¹ For the purposes of his minimum budget he reduced the number of consumption items to four, viz. food, clothing, household carrying charges, and personal items.² For the content of his food schedule he relied on the "Low Cost Weekly Food Allowance for Various Age Groups", issued as a nutritional guide by the Metropolitan Health Committee of Greater Vancouver. He simplified the clothing schedule established by the Toronto study because he considered the latter too complicated and excessive for assistance budgets.³ He used his own judgment regarding the rates of replacement and obtained the costs of the clothing from Eaton's and Simpson's catalogues for 1951-52. He included in the item "household carrying charges" all expenses connected with the household such as rent, taxes, mortgages, depreciation, household repairs, water, insurance, light, gas, fuel and operating equipment. In estimating appropriate costs of housing he recommended the use of the policy of allowing the item of household carrying charges to be accepted "as paid" or "as paid to a maximum". He qualified this by stipulating that maxima be established within the various communities throughout the province that would be representative of the prevailing costs in the different areas.⁴ Ralph included

1 RALPH, Edmund V., The Use of the Standard Budget to Evaluate Need in Public Assistance, (Master of Social Work Thesis, University of British Columbia, Vancouver, 1952) p.11

2 Ibid p. 13 - 14

3 Ibid p. 36

4 Ibid p. 41

among personal sundries such items as a comb, toothbrush, dentrifice, haircuts, razor blades, lipstick, shoe repairs, busfare and recreation. Also included was an allowance which had been defined in the Toronto study as including the following: chewing gum, soft drinks, tobacco, postage, stationery, greeting cards, gifts, jewelry, etc.¹ It has long been recognized that people on social assistance require such items; if no other way is possible they will reduce their food allowance in order to have them. In drawing up a schedule on personal sundries Ralph used his own judgment of minimum requirements of this kind, compiling costs according to prevailing prices for the various age groups amongst the two sexes.

Using the Low Cost Food Allowance (for March, 1952) and his own schedules for clothing and personal sundries, Ralph developed a Budget Item Cost Schedule² from which he could compute the standard budget for these items for a family of any size or composition in respect to age and sex. As was recommended by the Metropolitan Health Committee, he added 35 per cent to the cost of food for persons living alone, 20 per cent for two people living together, and 10 per cent for families of three or more.

For the purposes of this study, Ralph's Budget Item Cost Schedule³ has been adopted; adjustment being made only by using the food costs given in a more recent low

1 Welfare Council of Greater Toronto, op. cit. 1949, p. 37

2 RALPH, Edmund A. op. cit. p. 45

3 Ibid p. 45

cost allowance report from the Metropolitan Health Committee, i.e. for November 1954. The cost of clothing has been adjusted on the basis of the drop in the Consumer Price Index for clothing in Vancouver between March 1952 and November 1954, i.e. from 116.6 to 112.7.¹ The personal sundries item has been adjusted to compensate for the rise in busfare and shoe repairs during the same period.² The adjusted schedule is found in Table 7.

ASSISTANCE RATES

The rates of assistance in the various programs in British Columbia are given in Table 8. The War Veterans' Allowance and Old Age Assistance rates are based on the "flat-grant-minus" method of calculating payments. The recipient is allowed a certain maximum annual income which consists of his basic allowance plus a defined amount of earned or calculated income.³ However should his income exceed the defined amount his allowance is decreased proportionately. Social Allowance and Mothers' Allowance payments are also based on the "flat-grant-minus" method⁴ with fixed reductions for the items provided from other sources. For example, if a single person is able to secure shelter at no cost, (eg. through relatives or friends) the grant

1 Consumer Price Indices for Regional Cities, Dominion Bureau of Statistic 1952, 1954.

2 March 1952 - shoe repair \$1.00; bus fare, adults 10¢, children 5¢; November 1954, shoe repair, men's \$2.00, women's and children \$1.20; bus fare, adults 15¢, children 7¢.

3 See Tables 4 and 5

4 BOND, Floyd, A., et al op. cit. p. 262

TABLE 7 - MONTHLY BUDGET ITEM COST SCHEDULE - VANCOUVER, NOVEMBER, 1954

		COST ACCORDING TO NUMBER IN THE FAMILY		
		1	2	3
ADULT MALE	FOOD	26.70	23.73	21.76
	CLOTHING	4.50	4.50	4.50
	SUNDRIES	4.37	4.37	4.37
ADULT FEMALE	FOOD	22.25	20.69	18.96
	CLOTHING	5.18	5.18	5.18
	SUNDRIES	3.71	3.71	3.71
BOY 16 - 18	FOOD	30.83	27.40	25.11
	CLOTHING	6.41	6.40	6.41
	SUNDRIES	4.19	4.19	4.19
BOY 13 - 15	FOOD	26.38	23.47	21.51
	CLOTHING	6.41	6.41	6.41
	SUNDRIES	4.19	4.19	4.19
GIRL 16- 18	FOOD	24.18	22.08	20.24
	CLOTHING	6.36	6.36	6.36
	SUNDRIES	3.60	3.60	3.60
GIRL 13- 15	FOOD	21.82	19.39	17.78
	CLOTHING	6.36	6.36	6.36
	SUNDRIES	3.60	3.60	3.60
CHILDREN 10 - 12	FOOD	20.83	18.52	16.97
	CLOTHING	4.61	4.61	4.61
	SUNDRIES	2.12	2.12	2.12
7 - 9	FOOD	17.75	15.78	14.47
	CLOTHING	4.61	4.61	4.61
	SUNDRIES	2.12	2.12	2.12
4 - 6	FOOD	14.58	13.04	11.96
	CLOTHING	3.65	3.65	3.65
	SUNDRIES	.80	.80	.80
1 - 3	FOOD	12.01	10.68	9.79
	CLOTHING	2.73	2.73	2.73
	SUNDRIES	.80	.80	.80

is reduced by \$12.50.¹ If his food is also provided his payment is reduced by another \$22.50. If he has income from some other source (eg. a pension) his assistance payment is reduced according to policy.² The chief difference between the federal programs and the provincial-municipal is that the former operate on the basis of an allowance year whereas the latter are on a monthly basis.

The variation in rates is not so extreme for single persons, ranging from \$40. per month for the Old Age Assistance recipient without bonus, to \$55. for the aged person receiving the "cost-of-living bonus". The variation appears more extreme when rates for two persons are compared. The Mothers' Allowance or Social Allowance grant for a couple is \$69.50, the War Veterans' Allowance \$90.³ and the Old Age Assistance with full bonus \$110. If the provincial government believes that a \$15. bonus is justified for elderly people raising the pension for a couple from \$80. to 110., it may well be asked on what basis is the social assistance grant for two people limited to \$69.50? Further, if the recipient of social assistance requires \$45. per month to live on, is the government justified in limiting the aged person to \$40. because he

1 The breakdown of allowances varies between municipalities. City of Vancouver used Support and miscellaneous, and Shelter only in the amounts of \$30. and \$15. for Unit 1. Burnaby uses Food, Fuel and Shelter, and Sundries in the amounts of \$25., \$15., and \$5. respectively.

2 See Tables 4 and 5

3 In March 1955, the federal government authorized the increase of War Veterans' Allowance to \$60. for the single person, and \$108. for the married couple or widow(er) with dependents. The rates of \$50. and \$90. are used in the tables because these were in effect in November 1954 when the budget schedule in Table 7 was constructed.

TABLE 8

PUBLIC ASSISTANCE RATES IN BRITISH COLUMBIA

	<u>MAXIMUM BASIC ALLOWANCE</u>		<u>FOOD AND CLOTHING</u>		
	SINGLE	MARRIED COUPLE WIDOW OR WIDOWER WITH DEPENDENTS	MALE	FEMALE	MARRIED COUPLE
WAR VETERANS' ALLOWANCE	\$ 600. PER YEAR \$ 50. PER MONTH PLUS \$120. PER YEAR FROM AN ASSISTANCE FUND IF REQUIRED.	\$ 1,080. PER YEAR \$ 90. PER MONTH PLUS \$ 120. PER YEAR IF REQUIRED	34.34	30.16	57.34
<hr/>					
	SINGLE	MARRIED COUPLE			
OLD AGE ASSISTANCE	\$ 480. PER YEAR \$ 40. PER MONTH	\$ 960. PER YEAR \$ 80. PER MONTH	NO BREAKDOWN		
OLD AGE ASSISTANCE WITH COST-OF- LIVING BONUS	\$ 660. PER YEAR \$ 55.0 PER MONTH	\$ 1,320. PER YEAR \$ 110. PER MONTH	NO BREAKDOWN		

SOCIAL WELFARE BRANCH - SOCIAL ALLOWANCE GUIDE

UNIT	MAXIMUM ALLOWANCE	FOOD	SHELTER	CLOTHING	OPERATING	SUNDRIES
1	45.00	22.50	12.50	2.00	3.00	5.00
2	69.50	40.00	17.00	3.50	3.50	5.50
3	83.50	46.50	22.00	4.00	5.00	6.00
4	97.50	55.50	24.50	4.50	6.50	6.50
5	111.50	64.50	27.00	5.00	8.00	7.00
6	125.50	73.50	29.50	5.50	9.50	7.50
7	139.50	82.50	32.00	6.00	11.00	8.00
8	153.50	91.50	34.50	6.50	12.50	8.50

SOURCES: SOCIAL WELFARE BRANCH POLICY MANUAL
WAR VETERANS' ALLOWANCE REGULATIONS

has not lived in the province three years before applying? To qualify for \$45. per month under the Social Allowance program a person needs only one year's residence in the province.¹

The discrepancies between programs are glaring when a comparison is made between assistance rates and the costs of the various items included in the Budget Schedule. This comparison for family units consisting of one, two, and three persons is given in Table 9. It can be seen that if the Old Age Assistance recipient receiving the basic \$40. clothes and feeds himself according to minimum requirements, he will have \$2.47 a month left for shelter. If he is willing to, he can get a room down in the Powell Street area in Vancouver for \$15. to \$17. per month but in order to balance his budget he must reduce his expenditures for food, clothing, and personal sundries by almost 40 per cent which is a major drop below the minimal level. The Social Allowance recipient is in a somewhat similar situation if he attempts to meet his minimal needs for food and clothing as he has only \$7.47 left for shelter. Should he pay his month's rent first which will be at least \$15. to \$17. he will have to reduce his allowance for food, clothing, and personal sundries by 23%.

It should be pointed out that the War Veterans' Allowance program does not include responsibility for the needs of a recipient's spouse or dependent children beyond

1 See table 2 p. 29

TABLE 9 - COMPARISON OF RATES OF ASSISTANCE WITH COSTS OF THE "CONTENT
OF LIVING"^A IN VANCOUVER, NOVEMBER 1954

	MAXIMUM BASIC ALLOWANCE ^B	FOOD, CLOTHING, PERSONAL SUNDRIES MALE	FEMALE	BALANCE FOR HOUSE- HOLD CARRYING CHARGES MALE	FEMALE
WAR VETERANS' ALLOWANCE	\$ 50.00	\$ 35.57	\$ 31.14	\$ 14.43	\$ 18.86
OLD AGE ASSISTANCE & BLIND ALLOWANCE	40.00	35.57	31.14	4.43	8.86
WITH COST-OF- LIVING BONUS	55.00	35.57	31.14	19.43	23.86
SOCIAL ALLOWANCE	45.00	35.57	31.14	9.43	13.86

TWO PERSONS

		MAN & WIFE (A)	MOTHER & CHILD 1- 3 YRS. (B)	MOTHER & BOY 16 - 18 YRS. (C)	(A ¹)	(B ¹)	(C ¹)
WAR VETERANS' ALLOWANCE	90.00	32.60 29.48 <u>62.08</u>	29.48 14.21 <u>43.69</u>	29.48 38.00 <u>67.48</u>	27.92	46.30	22.52
OLD AGE ASSIS- TANCE & BLIND ALLOWANCE	80.00	62.08			17.92		
WITH COST-OF- LIVING BONUS	110.00	62.08			47.92		
SOCIAL ALLOWANCE MOTHERS' ALLOWANCE	69.50	62.08	43.69	67.48	7.42	25.81	2.02

THREE PERSONS

		MAN, WIFE & CHILD 1 - 3 YRS (C)	MOTHER, TWO CHILDREN 1-3 YRS. (D)	MOTHER, TWO BOYS 13-15 YRS. (E)	(C ¹)	(D ¹)	(E ¹)
WAR VETERANS' ALLOWANCE	90.00	30.63 27.85 13.32 <u>71.80</u>	27.85 13.32 13.32 <u>54.49</u>	27.85 32.11 32.11 <u>92.07</u>	18.20	35.51	-2.07
SOCIAL ALLOWANCE MOTHERS' ALLOW- ANCE	83.50	71.80	54.49	92.07	11.70	29.01	-8.57

the granting of an additional \$480. per year.¹ It is argued that the other members of the family are the responsibility of the province or municipality, and in cases where the maximum grant of \$90. is less than the amount allowable under the social allowance guide, the difference is made up by the provincial or municipal welfare department. It would seem more reasonable that the federal government should accept the responsibility for the maintenance of the family where the indigency is a result of war service or of a nature for which the veteran is eligible for War Veterans' Allowance.

A CASE FOR GRADUATED SCALES

At present the food allowance for a newborn child and an adult male is the same, i.e. the amount allowed for food for a man and wife, or mother and child is \$40. However the cost of food for a man and wife has been calculated as \$23.73 plus \$20.69², or \$44.42, while the cost for a mother, and child one to three years of age, is only \$20.69 plus \$10.68 or \$31.37. Lack of concern for the needs of different individuals appears even more clearly if a comparison is made of the costs of food, clothing and personal items (see Table 9) for Social Allowance or Mothers' Allowance. Of a total grant of \$69.50, a man and wife require \$62.08 for these items, leaving \$7.42 for shelter. A mother and child of one to three years, require only \$43.69 for the same items leaving

1 With the recent increases this amount is raised to \$576.

2 See Table 7

\$25.81¹ for shelter. A mother with a boy sixteen to eighteen years of age receives \$69.50 also but for minimum standards of decency and health requires \$67.48 to cover costs of food, clothing and personal items. When it is realized that this mother has to pay the fixed charges for rent and, or household carrying charges such as heat, electricity, insurance, mortgage payments, first, it is readily seen that she will have far less than the minimum required for food, clothing and personal items. The mother with the young child might manage to locate shelter at a cost of \$25. per month and have the full amount left for the other items. A policy which lends itself to such discrimination does not seem to be in the least related to the Social Assistance Act which stresses so clearly the principles of freedom from prejudice.² If the granting of the Cost-of-Living Bonus to the aged and blind is considered to be Social Assistance as defined in the Act³, what basis is there for the discrimination shown in the Mothers' Allowance and Social Allowance programs against those who are unable to provide the "necessities essential to maintain a reasonably normal and healthy existence"⁴ The aged couple in need can receive up to \$110. assistance whereas the younger couple or mother and child

¹ See Table 9, Balance for Household Carrying Charges, B1.

² "In the administration of social assistance there shall be no discrimination based on race, colour, creed, or political affiliations." Social Assistance Act, 1945 c.62, Sec. 4.

³ Ibid Sec. 2 - 3

⁴ Ibid Sec. 3

are limited by provincial policy to \$69.50. It may be argued that the aged people will need assistance over a considerable period whereas for the mother and child it is just a temporary measure. However for the 151 Mothers' Allowance cases closed in 1952-53 the average length of time on assistance was 5.25 years,¹ which is a considerable length of time to be on such a marginal basis of existence.

The only possibility of a defensible policy of fairness is a much more generous scale all round, or else a detailed scale which would standardize rates according to the needs of the various age and sex groupings. Such a suggested scale is worked out in Table 10 which is graduated according to the costs of food, clothing, and personal items for the different groupings. For ease in computation of rates the number of categories has been reduced from those in Table 7 and the rates have been rounded to the nearest twenty-five cents.

Shelter costs have been based on the present policy of the Municipality of Burnaby in paying "rental overages" at 100 per cent local responsibility to a maximum of \$25. for a single person and \$40. for a family.² Such

1 Annual Report, Social Welfare Branch, 1953, p. U 36

2 These rates are not out of line with the findings of a recent study of rents paid by social assistance families in Vancouver. For single family dwellings rents ranged from \$20. to \$70. with a median of about \$42. This did not generally include utilities such as heat, light, fuel for cooking, etc. The median rent for apartments was \$37. and in only 35% of the cases did the rent include the utilities. Of the 70 families studied almost one-half were paying over \$37. rent. It was found that the median excess over the amount allowed in the grant for those adequately

(footnote continued on next page)

TABLE 10 A SUGGESTED SCALE OF SOCIAL ALLOWANCE RATES BASED ON
COST OF FOOD, CLOTHING AND PERSONAL ITEMS^A, ACCORDING TO AGE AND
SEX, AND SHELTER AS OF NOVEMBER, 1954.

UNIT	CATEGORY	MAXIMUM ALLOWANCE	FOOD, CLOTHING, & PERSONAL ITEMS	SHELTER AS PAID TO		
ONE PERSON						
1 A	MAN	\$ 70.50	\$ 35.50	BASIC	OVERAGE	TOTAL
1 B	WOMAN	66.25	31.25	\$ 15.00 ^C	\$ 25.00	\$ 40.00
TWO PERSONS						
2 A	MAN & WIFE	122.00	62.00	20.00 ^C	40.00	60.00
2 B	MOTHER & CHILD 16-18 ^B	127.50	67.50		SAME	
2 /C	MOTHER & CHILD 1-9 ^B	108.00	48.00		SAME	
2 D	MOTHER & CHILD 10-15 ^B	119.00	59.00		SAME	
THREE OR MORE PERSONS						
				NO. IN UNIT		
3 A	MAN & WIFE		57.50	3	25.00 ^C	40.00 65.00
3 B	MOTHER & CHILD 16-18 ^B		61.25	4	27.50	40.00 67.50
				5	30.00	40.00 70.00
3 C	MOTHER & CHILD 1-9 ^B		44.50	6	32.50	40.00 72.50
				7	35.00	40.00 75.00
3 D	MOTHER & CHILD 10-15 ^B		55.75			
3 E	CHILD 1-9 ^B		16.50			
3 F	CHILD 10-15 ^B		27.75			
3 G	CHILD 16-18 ^B		32.00			

^B AVERAGES TAKEN OF COSTS, TABLE 7

^B SEE TABLE 7

^C FUEL & SHELTER ITEM IN BURNABY ALLOWANCE SCALE SEE FOOTNOTE

payments are made on the basis of an individual assessment where rents, or mortgage payments, and other household carrying charges are high. A charge-back arrangements has been made with Vancouver whereby the latter will pay rental overage to Burnaby cases, and Burnaby will do likewise with recipients who are Vancouver responsibilities.

This scale constitutes a "budget deficit"¹ system of granting assistance whereby the costs of the content of living are estimated and the grant based on the difference between income or resources supplied to the recipient from other sources and these costs.

It has been stated by a public assistance authority who has studied the budget deficit system as used in the United States that it is more complicated and less understood by workers and recipients than the "Flat-grant-minus" method.² However in a simplified form as in Table 10 it

(footnote continued from page 99)
housed was \$11. Eighty percent of apartments were excessive in rent, the median being \$10. Whereas only 12 percent of those paying up to \$5. excess had adequate shelter, all those paying \$25. excess over the grant for shelter had a possibility of adequate shelter. It was also established that the cost to homeowners of maintenance, mortgage, taxes and other charges was roughly equivalent to rents paid by tenant recipients.* - - Warren Wilson, Housing Conditions of Social Assistance Families, (Master of Social Work Thesis, University of British Columbia, Vancouver, 1955. p. 54 - 69, *p. 27.

1 MILES, Arthur P. op. cit. p. 396. "The theory of this method is that there are essential needs for any family and that a cash value can be placed upon these needs. In addition a cash value must be placed upon the income and resources of the individual. This amount is deducted from the individual's needs and the deficit is the amount of his grant."

2 Ibid p. 398 - 399

does not appear to require an excessive amount of calculation in order to compute the rates.¹ When it is recalled that the make-up of the family by age and sex is required for social history purposes in the Social Allowance and Mothers' Allowance programs, it should not be difficult for this to be readily available for use in determining the size of the grant.

For example, if a family consisting of a man, wife and three children aged 3, 7 and 14 years applies for assistance, their needs can be quickly assessed from Table 10. The man and wife under Unit 3A require \$57.50 for support i.e., for food, clothing, and personal items. The two children 3 and 7 under 3E require \$16.50 each and the older child under 3F \$27.75. The shelter allowance, to a maximum of \$70. for five persons, and the total cost of support is the sum of these, i.e. up to \$188.25, depending on the actual cost of shelter for this family. The mother with four children under ten years of age qualifies under 3C for \$44.50, under 3E for an additional \$49.50, and under shelter allowance up to \$70. her total needs for support reaching a maximum of \$164. depending on shelter costs. If we compare these totals with the present allowance for a family of five as given in Table 8 under Social Allowance,

1 In comparison to Table 10, the Washington State "Summary of Monthly Standards for Basic Requirements" is six pages in length.

viz. \$111.50,¹ we see how much more closely they are related to the needs of the individuals. Under the present system the mother can feed and clothe herself and her children and have \$17.00 left over for shelter. If the man and wife attempt the same they will require \$6.75 more than the total grant, and have nothing left for shelter.

An alternative to the suggested scale in Table 10 would be to set the rates on the basis of the needs of the single man, the man and wife, and the child sixteen to eighteen years of age. Although this would assure adequacy of assistance to all, and a minimum of administration it would be much more costly in respect to total assistance given. The proposed schedule in Table 10 assures adequacy of assistance to all with a minimum of expenditure and administration. Because it is related to the needs of the individual and the related costs, it is the easiest to interpret both to the community and to the recipient.

Periodic Review. A very important qualification in the use of the suggested scale is that these rates are based on the cost of the "content of living" in Vancouver as of November 1954. In order that the scale continue to provide for a minimum level of adequacy it would need to be adjusted with the changes in the costs of items on some reasonable periodical basis. Such a need was recognized by a committee of the Vancouver Community Chest and Council which

1 This figure includes the allowance for shelter.

studied adequacy of assistance recently. In a brief submitted to the Provincial Government in December 1952 one of the recommendations was that "paragraph 7 of the Regulations to the Social Assistance Act which refers to the cost-of-living (consumer's) index, be amended, substituting the words "from time to time" to "at least once in each fiscal year".¹

Meeting Need in Washington State. The Washington State Department of Public Assistance operates the assistance programs within the counties of the state; and apart from the assistance program to employable people, which is of an emergency nature, the levels of assistance are the same in the various categorical programs.²

As has been previously stated a budget deficit system is used, whereby the needs of the person are compared with his sources of income, if any, and assistance is granted where an imbalance exists. The needs of the applicant have been standardized for the different sex and age groupings under the items of food, clothing, and personal items; rent (to a maximum)³, and home ownership upkeep; fuel for cooking, light and refrigeration, water and household

1 Community Chest and Council of Greater Vancouver, Report of the Committee studying the Adequacy of Social Allowance, November, 1952

2 A \$5. transportation grant is available to the aged and the blind.

3 Rental maxima vary between counties from \$25. to \$40. It was considered by welfare authorities in Whatcom County, where the maximum is \$35., that this item was seriously out of line with prevailing rents.

supplies, fuel for space and water heating. In respect to allowances for children under the Aid to Dependent Children program maximas are placed on grants of \$38. for a child under 13 years and \$45. for an older child. The various items are coded, as are the different sources of income, and the actual size of grant is calculated on a machine which is located at the head office of the Department of Public Assistance where all cheques, (emergency cash grants excepted) are issued.

Some idea of the adequacy of assistance in this program can be gained from the following figures.¹ The shelter and household allowance for a mother and child under the Aid to Dependent Children program was calculated at \$55.20. The food, clothing, and personal maintenance allowance totalled \$82.50. Because of the fact that state budgets are prepared bi-annually, and that expenditures had been heavier than expected, the full grant of \$137.10 could not be given. A "ratable" reduction of 20 per cent was applied, reducing the total grant to \$110.16. This grant far exceeds the present standards in British Columbia where a mother and child on Mothers' Allowance or Social Allowance are given \$69.50. It compares favorably with the figures given in Table 10.

It should be stated that difficulty has been

1 This information was obtained from an actual record during an interview with Mrs. Nora Downey, Acting Administrator, Whatcom County Office, Bellingham, In March, 1955.

expressed in respect to the correlation between standards and cost of living. Although legislation in Washington requires periodic review of rates, there would appear to be discrepancies due to a lag in the adjustment of rates.

SUPPLEMENTARY ALLOWANCES

The provision of boarding and nursing home care, the granting of dietary allowances and special grants for repairs to the home or replacement of such items as the stoves, are handled in both provincial and municipal offices on an individual basis according to the needs of the person in question and prevailing costs. As can be seen from Table 5 rates for boarding and nursing home care vary between districts according to the prevailing costs. Because of the shortage of such homes the agencies have to be prepared to pay the prevailing rates in order to secure such services. In respect to the comforts allowance of \$7.00, it is considerably in excess of the amount stipulated in Table 9 under personal sundries, i.e., \$4.37 and \$3.71 per male and female respectively. The provision of extra clothing is a responsibility of the local area and not shareable on the 80-20 basis as are the other allowances. Because of this clothing is not provided except in rare cases where there are a large number of children in the family. As can be readily seen that, apart from clothing, the provision of these supplementary allowances is on the basis of need and of adequacy.

SUMMARY

Following a review of research carried out by the Welfare Council of Greater Toronto in respect to the spending habits of low income families, the work of Edmund Ralph in establishing a standard budget for social assistance families in Vancouver is considered. His Budget Item Cost Schedule is brought up to date, and, following a study of present rates in the public assistance programs in B.C. a comparison is made as to their relative inadequacy. A suggested scale of Social Allowance rates follows which is designed to assure adequacy of assistance with a minimum of administrative effort. The Washington State public assistance program is reviewed as it relates to the calculation of grants, and to the provision of adequacy in assistance. In closing, brief reference is made to supplementary allowances granted within the social assistance program in British Columbia.

CHAPTER V

SERVICE PROGRAMS

SOCIAL SERVICES

As early as 1869, in which year the first Charity Organization Society was founded in London, there was a conviction that the giving of material aid was in most instances futile. It was recognized that there was no attempt to help the needy become self-supporting but, rather that dependency was encouraged. Enlightened people sought a means whereby the poor could be helped to help themselves through education, job referral, assistance from relatives, and of course, good advice and moral support. There was an attempt to register cases to avoid duplication of relief, and a stress on thorough investigation of requests for help in order to insure aid only to the 'worthy' poor.

Although their philosophy was restrictive and moralistic the Charity Organization movement gave impetus to the growth of organized social assistance and to the concept of social investigation from which has sprung the

profession of social work. Mary Richmond carried forward and refined the latter concept to the place where it became a systematic technique whereby the social situation of the client could be diagnosed. With the development of dynamic psychiatry the need for recognition of the psychological factors involved was accepted by the social work profession and included as an integral part of social diagnosis. However, due both to the lack of professionally trained staff in public assistance, and to its primary focus on the granting of financial aid, this area of social work has, in the main, limited its evaluation to the more tangible aspects of the applicant's situation with the major emphasis on eligibility and assessment of resources.

DIAGNOSIS IN SOCIAL ASSISTANCE

In those programs where the need for public assistance has been brought about by the loss of the applicant's ability to support himself and his family through the death or desertion of the "breadwinner", the need is more than financial. The family structure has been disrupted and the results are felt in all areas, the physical, the economic, and the emotional. New and unpleasant adjustments must be faced, and these on reduced rations of emotional support because the disruption has caused a regression towards dependency and each member of the family has turned more towards 'self preservation'. The single

person is in a similar position when robbed of his ability to support himself through illness, disability, or even incarceration. The resulting regression brings to consciousness dependency needs which cannot be met "by bread alone". The basic need is for psychological support given through an acceptance of the person, a reassurance of his worth and an expression of confidence that the problems at hand can be worked through.¹

It is at this point that skill in diagnosis is needed. In writing on the place of services in public assistance Marjorie J. Smith has stated the following:

One of the most difficult and skillful jobs in casework diagnosis is to determine the extent of emotional dependency. Two clients which give every evidence of being dependent may be utterly different problems to the caseworker.²

The one may be fundamentally dependent with a poor prognosis in regard to attaining self-support. The second may be a person who has achieved a considerable degree of independence and who, through enforced idleness, has regressed backward to become as dependent-looking as the first. With encouragement, understanding, and interpretation of his behavior, he can be helped to assume partial responsibility, and finally to reach a more adult state with a maximum degree of self-sufficiency.³

Without skillful diagnosis of the dependency needs of clients, much costly time can be spent where move-

1 HOLLIS, Florence, "The Techniques of Casework", Principles and Techniques in Casework, Family Service Association of America, 1950 p. 415

2 SMITH, Marjorie J., "The Place of Services in Public Assistance", Public Welfare, IX 1951, p. 163

3 Ibid

ment is not possible, and clients with good prospects of rehabilitation can be passed by as dependent "hangers-on". The Texas Department of Public Welfare, over a period of seven years, developed through teaching and research a program of diagnosis and selection whereby each case is assessed at intake regarding the need for casework services beyond this point. The purpose of the program was to enable the provision of casework to those in need, and the abolishment or modification of procedures which for caseworkers was time-consuming and profitless in respect to the provision of skilled services.¹

At present, in welfare offices in British Columbia, "intake" responsibilities are handled on a rotation basis, each worker taking his turn as a "duty worker". The standard of diagnostic skill used in 'intake' varies with the particular worker on duty. During the preliminary eligibility study made upon application, and during the visit to the home which generally precedes issuance of the initial cheque, the worker attempts to assess the total situation of the applicant and to offer help with any problems he may have. The Burnaby Welfare Department stresses that the intake situation is not an emergency situation but rather that the application is the final step in a series of events which have produced among other things financial need on the part of the applicant. This approach helps the worker to look beyond the financial problem to see the needs of the total

1 CURRIN, Maurine, "Operation Diagnosis", Public Welfare XII, 1954 p. 133

person. This does not mean that cheques cannot be issued on an emergency basis if required; Vancouver Social Service Department and Burnaby Welfare assistance both issue emergency grants within hours of application.¹

CASEWORK SERVICES

In the programs where the applicant is able to claim a right to assistance; for example in War Veterans' Allowance or Old Age Assistance, or Blind Persons' Allowance, in which areas there has been an acceptance of responsibility, there does not seem to be the same need for the provision of psychological support during intake by the professional worker. In these programs an increased degree of dependency is to be expected as a normal characteristic of the groups concerned, and further there is the status of the aged, the blind or the veteran which lends him support as an applicant.

The requirements for a person interviewing applicants in these programs might include a high degree of sensitivity to the feelings of people; interviewing skills related to the gathering of information, and the description of policy and procedure; and an ability to sense the presence of situations needing attention by professionally trained staff. Such a job shouldn't require five or six years of university training.

1 The writer in observing the administrative and clerical processes in these two agencies was extremely impressed by their efficiency, sense of teamwork, and focus on the provision of service to clients.

Personnel Standards. It has been the concern of the social work profession that any area of social service that requires face-to-face contact with applicants or clients should be the responsibility of the social worker. However it must be recognized that schools of social work cannot keep pace with the expansion of the field of social welfare and that a compromise must be made. Kermit Wiltse has called for such a compromise through a "realistic appraisal of the nature of service in public assistance",¹ to assess which areas can be handled by non-professional staff receiving special training, and which require the services of the professional social worker.

The standard of social work personnel in public assistance today varies very considerably. Leyendecker² refers to programs in the United States where neither workers nor supervisors have professional training.³ In British Columbia, under our provincially administered public assistance program, a much higher standard has been reached. It varies from municipality to municipality, and in the different

1 WILTSE, Kermit, Social Casework in Public Assistance, Department of Social Welfare, State of California, 1952, p. 29-30

2 LEYENDECKER, Hilary M., Problems and Policy in Public Assistance, Harper & Bros., New York, 1955, p. 286

3 In a recent conference on Public Welfare held in the United States, it was estimated that eighty per cent of social workers in American public assistance programs are untrained. This information was obtained during an interview with Miss Moscrop, Supervisor of Staff Training, Social Welfare Branch, Vancouver.

provincial offices but runs from less than fifty per cent of "casework" staff with one or more years of professional training to as high as sixty-five per cent¹ amongst the staff of Social Welfare Branch. It is general practice also, in public welfare in British Columbia, to require two years of professional training for supervisory staff. Because of the shortage of professionally trained workers vacancies have to be filled on occasion with untrained people. However, this difficulty is overcome to some degree by an in-service training course directed by the Training Supervisor of the Social Welfare Branch which is available to personnel from both municipal and provincial welfare offices. In comparison with other public welfare programs, British Columbia seems second to none in respect to its standards of social work personnel.

Specialization of Staff. There is a move at the present time in public welfare in British Columbia towards specialization of staff. In previous years the local area was divided into districts and the worker in the district was responsible for a "general caseload" composed of all categories of aid and kinds of service. This might have included several hundred Old Age Assistance cases which by policy require a yearly visit for the purpose of reporting any change in social or economic circumstances. There was also the responsibility for handling new applications for

¹ Public Welfare in British Columbia, 1954, Annual Report of Social Welfare Branch, Victoria, 1954, p. 17

Old Age Assistance, boarding and nursing home care, along with Social Allowance, Mothers' Allowance, and in most areas child welfare.

It was felt in certain municipalities that in the interests of efficiency workers should be delegated to handle particular areas of work such as Old Age Assistance applications and annual field reports, boarding and nursing home care, and so on. The Vancouver Social Service Department developed an Old Age Assistance Section, and used its Medical Section to handle boarding and nursing home placements. The Burnaby Social Welfare Department designated in-service workers to handle assistance to the aged, and boarding and nursing home placements. Recently the City has moved further on the premise that professional workers are not required to process Old Age Assistance applications¹ and are planning to pass this responsibility back to the local Old Age Assistance Board office. They are hoping to employ highly trained social workers to handle specific casework problems of the aged on a referral basis.

The Burnaby Welfare Department has divided the work even further. Due to the limited number of trained workers it was considered best to subdivide the social allowance cases into "family service" and straight financial assistance, the former to include all families with

¹ See page 115 for results of a survey on casework needs in public assistance in Texas.

children receiving aid. It was assumed that this group would have a high prevalence of social problems and would need the best trained and most highly skilled workers. This reasoning is substantiated in a survey made by the Texas Department of Public Welfare. In reviewing the various categories of assistance it was found that only eight per cent of Old Age Assistance cases required casework services whereas seventy-five per cent of families receiving Aid to Dependent Children grants¹ required casework help.²

Such a scheme of providing the best casework services for those most in need of it amongst the public assistance population makes for a more effective program in that the professional skills are being used in a concentrated manner instead of being lost by scattering them throughout the various areas. Apart from anything else, this is the only way in which social casework as a profession can be proven to be of value in public assistance; and the only way in which highly skilled workers will be attracted to the field.

Dr. Wiltse, in his experiment on the value of casework method and skills in public assistance, found that the "complex kind of social casework problems represented by some of the case situations with which every public assist-

1 A program of assistance to children deprived of parental support through "death, continued absence from the home, or the physical or mental incapacity of the parent". Eveline Burns, op. cit. p. 320

2 CURRIN, Maurine, op. cit. p. 136

ance agency must deal are such as to demand the greatest professional competence and skill that can be acquired".¹

He envisages the ideal as a unit within the agency composed of several well trained and experienced workers and a supervisor who are responsible for selected caseloads.²

The extent to which a public assistance worker in British Columbia can provide casework services to clients depends upon size of caseload, the nature of scope of territory to be covered, and the number of services for which he may be responsible. In rural districts the worker must handle all types of public assistance and in addition child welfare services. However, in the municipalities where specialization is taking place the worker is able to focus on a particular area of the assistance program in keeping with his training and experience.

In War Veterans' Allowance, as in Old Age Assistance, the applicant is given a major responsibility in completing the required forms and in obtaining the required evidence of eligibility. A Veterans' Welfare Officer interviews the applicant in order to verify his eligibility and the forms are passed to the District Board for assessment. The Welfare Officer is not necessarily a trained social worker but must meet merit standards through a competition held for the position. A social service department works in conjunction with the welfare officers on a consultative

1 WILTSE, Kermit, op. cit. p. 31

2 Ibid

basis. Casework problems are referred through the social service staff, who are professionally trained, to the various social agencies within the community.

Casework Services in Washington State. In regard to public assistance little use is made of professionally trained social workers, by the State Department of Public Assistance, the latter being used mainly for supervisory positions and in child welfare. Until recently, the only assistance families receiving casework services were those which were receiving child welfare services also. It is understood that the situation is improving; eg. Whatcom County Office was recently advised that an establishment has been made recently for three trained workers to join the "visitor" staff of the Whatcom County Public Assistance Office.

REHABILITATION SERVICES

Although there may be more than one definition for the term "rehabilitation", that proposed by the National Council on Rehabilitation, New York, seems adequate for the purposes of this discussion. It is as follows:

Rehabilitation is the restoration of the handicapped to the fullest physical, mental, social vocational, and economic usefulness of which they are capable.¹

The primary purpose of modern public assistance

¹ HOOSON, William, The Rehabilitation of Public Assistance Recipients, (Master of Social Work Thesis, University of British Columbia, Vancouver, 1953)

programs is to do just that; to help the needy person towards the best possible adjustment between himself and his environment.

In Canada, as in the United States, the concept of rehabilitation originated within the Workmen's Compensation programs. The return of the veterans of World War II, and the training programs developed to aid in their re-establishment gave great impetus to this movement. An amendment to the Vocational Training Coordination Act of 1942, dated May 1, 1951 and known as Schedule M made possible the issuance of re-training grants to handicapped persons in Canada who had worked before, and were eligible for Unemployment Insurance Benefits. In August 1952 this was extended to persons who had never worked before. Persons on social assistance could be referred to a local committee on rehabilitation composed of staff from the National Employment Service, (Special Placements Section), and other agencies concerned with rehabilitation. If the person was found suitable for retraining on the basis of medical opinion, social history information, and vocational counselling assessment, federal funds could be obtained for this purpose.

More recently an arrangement has been made whereby the cost of re-training social assistance recipients in British Columbia is being shared between the province and the responsible municipality on the basis of the 80 - 20 formula. The writer had the occasion recently to refer a young woman from the Out Patient Department, Vancouver

General Hospital to the Vancouver City Social Service Department for social assistance during a course of training in hairdressing.

This person had lost her husband recently, and her diabetic condition would not allow her to return to her previous mode of employment to support her young daughter, eighteen months old. Information was submitted as to her medical condition, her social adjustment, her suitability for training in beauty culture, as assessed by the Vocational Counselling Service, and the costs involved in the training course to be given at the Vancouver Vocational Institute. Social assistance was assured her during the period of training and a special grant made by the City Social Service Department on an 80-20 basis to cover training expenses. The cooperation between agencies was excellent and the total administrative procedure was a very real credit to the City Social Service Department. This is not an isolated case but rather an example of the splendid services available to people on public assistance in British Columbia. Rehabilitation services are also available to young veterans who apply for War Veterans' Allowance and who are not considered permanently disabled.

Another very useful service which is available to recipients of public aid in this province is that of the 'homemaker' who goes into the home where the mother is temporarily incapacitated or away in hospital. This again is a service provided on an individual basis following a

thorough assessment by the social worker and financed jointly between the province and the municipality.

In any of these special services such as re-training or homemaking the need for casework help is great because of the demands made on the recipient to mobilize himself to enter new experiences, to form new relationships, and finally to leave behind the security of public assistance and return to maximum self-sufficiency.

The need for skillful screening and selection for rehabilitation training was pointed up in a pilot program inaugurated in California in 1952 amongst families receiving Aid to Needy Children grants. From a group of 4,000 families 842 were referred for assessment; of these 649 were rejected as unsuitable, and 193, or 4.8%, were given training. By spring of the following year, the saving to one county alone in reduced assistance expenditures was \$2,691. monthly.¹ This project which was to last for eighteen months was financed through a grant of \$33,000. from the Federal Security Agency. If it is assumed that the one county mentioned had no relapses during the period of one year, the savings in reduced expenditure, viz. \$32,292, would almost match the total grant invested, to say nothing of the income taxes paid by the persons rehabilitated. Lefson quotes figures from a study done in 1949 of 413 families receiving \$619,500. yearly in public assistance who were rehabilitated

1 LEFSON, Leon, "Rehabilitation Public Assistance Recipients", Public Welfare, XI, 1953, p. 49 - 50

at a cost of \$114,926. By the following year these families were earning slightly less than \$1,000,000. annually and were receiving no assistance.¹ Little more need be said for the value to the client and to the community of rehabilitation services in public assistance.

MEDICAL CARE IN PUBLIC ASSISTANCE

The United States Social Security Act of 1935 did not provide for the federal support of state or county medical care programs geared to categorical assistance recipients. All federal funds were to be used in providing unrestricted money payments to the recipient to allow him the fullest possible independence. This requirement was followed by most states in order to qualify for a maximum degree of federal participation in financing their programs of categorical aid. Some states met medical need through county and local funds especially those where maximum payments were low. This requirement tended to hinder the development of comprehensive medical programs.

In 1950 the Act was amended to allow either money payments to, or on behalf of recipients of medical care. This allowed for greater flexibility but not an extension of services available to meet the need. An administrative device was approved following this amendment.

The states were allowed to assess medical

¹ Lefson, Leon, Ibid p. 47

expenditures on the basis of an average cost per capita and to charge this average against each recipient's account. This meant a federal grant up to a maximum of \$55. per month for each recipient of categorical aid, part of which could be placed in a pool fund and made available to cover a fairly comprehensive list of medical services. Some states have thus overcome problems resulting from the maximum limitation on individual payments.¹ Pearl Bierman has found that only a very small number of states have adopted this plan but considerable interest is expressed in it by public assistance administrators.²

Some states have made provisions for the medically indigent, i.e., those people who are otherwise self-supporting but cannot meet medical needs - such provision is generally limited to the "catastrophic illness" in which costs are high.³ Increasing aged population has meant increasing need of medical care for the chronically ill. Hospitals at one time gave special consideration to public assistance cases but they can no longer afford to give this care at a rate considerably below operating costs which have multiplied in recent years.

Pearl Bierman, in 1953, found that, in sixteen states there were no public assistance funds available for general medical care. Two states had comprehensive public

1 BIERMAN, Pearl, "Medical Assistance Programs" Social Service Review, XXVIII, June 1954, p. 187 - 195

2 Ibid p. 188

3 Ibid

health programs: fourteen states had medical programs financed by local funds but only six of these were considered adequate. According to the American Public Welfare Association only thirteen states have organized medical units with professional health personnel, the director being either a medical doctor or a medical social worker.¹

In a study of medical care in old age assistance made in 1952, Ruth White found considerable variation in policy between states, and that payment for services was generally well below that normally charged. For example, the average payment for hospital care was between four and five dollars per day. In most states the amounts paid failed to cover costs.² In states and localities with policies covering a wide variety of services, relatively few recipients received this care.³

Public Medical Care in Canada. In reviewing the development of public assistance medical care, it can be seen that the Poor Law tradition of municipal responsibility for the sick poor, with its concomitant requirements of ascertainment of residence and application of a means test at the time that care is sought has been the practice in Canada. It should be noted, however, that all public hospitals - and practically all hospitals, voluntary and government, are

1 Ibid p. 194

2 WHITE, Ruth, "Medical Services in Old Age Assistance", Social Security Bulletin, XV, 1952, p. 9

3 Ibid p. 11

"public" hospitals - provide care for indigents... The provinces have adopted the practice of giving grants to public hospitals, calculated on a patient-day basis, to supplement municipal payments in meeting costs of providing care to those in need".¹

Of the five provincial programs in effect today, Dr. Taylor states that two provide limited benefits and three provide a broad range of services.

The two limited programs are those of Ontario established in 1933, and of Nova Scotia, established in 1950. Contrary to the usual definition of limited benefits, these programs are restricted to the services of physicians in office or home. In Ontario this now includes home deliveries, certain laboratory procedures, and emergency drugs. Medical and surgical care in hospital continues to be provided as before, with the hospital administering a means test at the time service is obtained.²

Beneficiaries of public assistance medical care are in general the recipients of categorical assistance, and assistance to unemployables.

In British Columbia, Alberta, Saskatchewan and Ontario medical programs have been developed for recipients of Old Age Security on the basis of a means test, Old Age Assistance, Blind Persons' Allowance and Mothers' Allowances. Details of these programs have been gathered in a study done by the Canadian Welfare Council and published in 1952 under the title of "Public Provision for Medical Care in Canada". The other provinces at the time of the study had not de-

1. TAYLOR, Malcolm G., "Social Assistance Medical Care Programs in Canada", American Journal of Public Health, XXXIV, 1954, p. 751

2 Ibid p. 751

veloped any special arrangements for these groups.

Next to British Columbia, Saskatchewan provides the most comprehensive public medical care program. All recipients under the categorical assistance programs of Old Age Security (with bonus), Blind Persons', and Mothers' Allowances receive full health services which are provided by the Saskatchewan Public Health Department. In addition to this, Old Age Assistance recipients are entitled to have their hospitalization tax paid which entitles them to the benefits which all residents receive through the Saskatchewan Hospital Services Plan. This is an insurance scheme which covers all hospital costs apart from doctors' bills.

It is the responsibility of the local municipality to provide health care for residents who cannot afford it. Any person living in Saskatchewan but not having municipal residence, who requires medical care and cannot afford it, can be nominated by the Department of Social Welfare and Rehabilitation for health service coverage provided by the Department of Public Health. This includes "physicians' services, including surgery, at home, office, or hospital; special nursing; chiropody; physiotherapy; optical services; surgical appliances; dental care; and the payment of hospital insurance premiums. A maximum payment of \$50. is made towards dentures. Certain drugs, such as insulin, are provided free while the patient is expected to pay twenty per cent of the cost of others".¹

¹ Canadian Welfare Council, Public Provision for Medical Care in Canada, Ottawa, 1952 p. 9

Financing Public Medical Care. In regard to financing medical care for indigents, Ontario set the precedent for other provincial programs, excepting Saskatchewan, by entering into a contract with the provincial medical association for the provision of medical care to qualified beneficiaries for a stipulated sum of money, to be administered by the association or its agent.¹

In Saskatchewan the medical care program was accepted by the government as a part of the total health program, "but the government recognizes the essential role of the profession in its successful administration and therefore relies for policy guidance and for the assessment of accounts on a three-member Central Medical Assessment Board which the association nominates and which the government appoints and pays".²

MEDICAL CARE IN BRITISH COLUMBIA

Under an agreement with the Canadian Medical Association (B.C. Division) and the Union of British Columbia Municipalities every recipient of Old Age Security (with bonus), Old Age Assistance, Blind Persons', Mothers' and Social Allowance, having one years' residence in the province, is entitled³ to full medical, surgical, and obstetrical care in home, office and hospital in accordance with recognized

1 TAYLOR, Malcolm G. op. cit. p. 752

2 Ibid p. 753

3 (On presentation of Hospital Insurance and Medical Identification Card which is issued to the recipient.)

medical practice.

An arrangement has been made whereby a per capita payment of twenty dollars per year is paid to the Canadian Medical Association (B.C. Division) for every person in receipt of assistance and eligible for health services. These payments which are made monthly according to caseload figures are shared between provinces and municipality according to the 80 - 20 formula. The recipient is allowed to go to the doctor of his own choice, the latter submitting his bills to the Medical Association for payment quarterly in proportion to the funds available. The medical profession which has been receiving in the order of sixty-five per cent of the prescribed rates is asking that the capitation payment be raised to twenty-five dollars.

With regard to hospitalization, the recipient is covered under the present hospitalization scheme for which all residents are eligible. The co-insurance charge of one dollar per day is paid under health services provisions which means that hospitals in British Columbia are recompensed in full for the hospitalization of recipients of assistance.

The commonly prescribed drugs are available through medical prescription; the druggist supplying these at a ten per cent reduction and being reimbursed from provincial-municipal funds. The dental services which are provided include extractions, and dentures and prophylaxis on an individually assessed basis, the latter being geared to

the needs of children in assistance families. Medical and surgical appliances, and glasses are also available to the recipient of assistance when required, the cost of which is shareable according to the 80 - 20 formula.

The health services are administered by the Director of Medical Services who is responsible to the Deputy Minister of Welfare. Under his direction this program has grown in recent years to be the most comprehensive in Canada. The greatest strength of this program is seen to be the maintenance of the family doctor-patient relationship. The recipient is free to go to his own doctor who treats him according to recognized medical practice. If he requires treatment by a specialist, the doctor arranges this himself. If a patient who lives in an outlying district or municipality requires treatment which is available only in Vancouver, on the authorization of the Director he can be brought in by train, plane, or bus.¹ If temporary lodgings are to be required, these are handled by the Medical Social Work Consultant of the Social Welfare Branch who acts as a liaison between the social worker in the field and the Director of Medical Services on all medical matters. The focus is always upon meeting the needs of the patient according to the best standards of medical care.

It has been said that to be ideal a medical

¹ MOSCOVICH, J.C. M.D., "Stock-Taking", British Columbia's Welfare, X, May - June 1953. p. 9 - 11

program should make possible the payment of medical costs by the recipient himself, but such a scheme would be terribly unwieldy due to the need for the issuance of medical care grants. The present program is much more acceptable to the medical profession because of its administration by a medical authority who is concerned with meeting the medical needs of indigent people according to the medical standards, and with a view to efficiency. It is acceptable to the recipient because he retains his freedom of choice as to practitioner and he is relieved of the burden of applying for special grants for medical care. This program is acceptable to the people of the province because it uses the insurance principle similar to any pre-paid medical scheme whereby the risk of requiring medical care is spread over a large number of people. (It has been estimated that one in twenty recipients requires care.¹)

Medical Indigency. Medical Indigency in British Columbia is not considered as a responsibility of public welfare. Those people in the lower mainland area who require medical attention and cannot pay for it can receive the best of care through the Out Patient Department of the Vancouver General Hospital. There are no residence restrictions, the only limiting factor being that of maximum income which is limited to \$125. for the single person

1 This figure quoted during an interview with J.C. Moscovich, M.D., Director of Medical Services, Social Welfare Branch.

and \$155. for the married man. For the first child \$20. is exempted and for each additional child \$25. Five hundred dollars in cash assets are allowed but these figures serve only as a basis for consideration. In cases of doubt an assessment is made by a social worker in terms of the cost of similar treatment in the community, length of treatment, and other factors. The services of the Out Patient Department are available to the recipient of public assistance and great use is made of the various clinics in providing medical care for recipients from all parts of the province.

Shaughnessy hospital provides Out Patient treatment to the recipient of War Veterans' Allowance and to the medically indigent veteran whose annual income, less \$480. exemption for his wife, and \$150. for each child, is less than \$720. This care is not extended to his family. This represents one of the great weaknesses in the War Veterans' Allowance program and requires attention in respect to meeting these needs.

SUMMARY

Following a brief reference to the growth of professional social work in public assistance, the needs of the adventitiously indigent, as they relate to casework services, are discussed. Considerable stress is placed on the value of diagnostic skills in evaluating emotional dependency among the needy especially in programs where the concept of right to assistance has not been recognized to any

extent. In the programs where the applicant has status the writer feels that the threat of dependency is not so strong and that the intake process can be handled with less need for professional casework. This viewpoint is taken because of the shortage of trained workers and the continual expansion of welfare services which threatens to perpetuate the shortage. The present personnel policies in British Columbia's program with regard to standards of training are discussed and reference made to the movement towards specialization of staff which is being made with a view to maximum use of staff skills. A description of present intake procedures and the provision of casework services is followed by a review of the development of rehabilitation in public assistance in this province and its present high standards.

The closing section deals with medical care in public assistance and includes a brief reference to its present status in the United States and Canada. The program in British Columbia is discussed in detail and is seen to be of outstanding calibre. The problem of medical indigency is also referred to and some mention made of resources available within this province.

CHAPTER VI

CONCLUSIONS

Before considering the findings and implications of this study some reference should be made to the principles of public welfare in a democracy. It has been stated that the "underlying principles of the public welfare program must be consistent with the basic principles of democracy"¹ which stress that every individual is to be granted the opportunity to become a participating member, in the nation's welfare, the community's welfare, and his own personal welfare. Democracy is founded upon respect for the integrity of the individual, and a concern for men and faith in them. The growth of governmental services has been an expression of this respect and concern and has resulted in the declaration of certain underlying principles which follow. All individuals have common human needs - physical, intellectual, emotional, and spiritual - and the person in receipt of assistance should be able to meet these needs in the manner customary to his community. The well-being of the individual contributes to the well-being of the community through his participation in community affairs and his acceptance of responsibilities as

¹ Washington State Department of Public Welfare, Public Welfare in the State of Washington, Olympia, 1949, p. 7

a citizen.

The administration of public welfare should insure that all individuals concerned receive equal treatment in respect to social legislation and policy. The needy person is a free person and as a private citizen retains his rights regarding his personal, social and economic affairs. Every individual who considers himself in need has a right to apply for assistance, and to have his eligibility determined. He has a right to a thorough explanation of eligibility procedures, and the steps he should take in making application for assistance. He is then in a better position to decide whether or not he wishes to proceed with the application. It is considered that for most indigent people, the money payment is the best way to meet the needs. The individual must be assured that he can depend on assistance at regular intervals until such time as his needs change, or until he is found to be no longer eligible. The private affairs of the recipient of assistance are to be considered confidential to the agency, and any sharing of information with other agencies is to be done only upon the recipient's approval.

With the rights of a citizen there are also the responsibilities on the applicant's part to recognize the legal and financial limitations of the agency; to supply the agency with pertinent information related to his application for aid; and to keep the agency informed of any changes in his circumstances which might affect his grant. If an individual feels that he has been treated unfairly, he has the right

to a fair hearing by another jurisdiction.¹

The incorporation of these principles into public assistance in B.C. has been effected to a major extent. The rights of all individuals to apply for aid and to receive equal treatment are respected as are the rights of recipients to money payments, to an assurance of continued regular assistance, to a fair hearing, and to a maintenance of confidentiality regarding personal affairs. The extent to which the programs in this province have been concerned with meeting the needs of indigent people adequately, and assuring the well-being of recipients, has been a major focus of this study. In this concluding chapter an assessment is made of the degree to which these latter principles have been incorporated.

PUBLIC ASSISTANCE IN B.C. - PRESENT AND FUTURE

The Province of British Columbia has much to be proud of in developing Canada's most progressive public assistance program. The great strength to this program lies in the liberalism and sincerity with which the whole area of public welfare has been considered in this province. This has been a constant factor in the growth and development of public assistance and such attitudes pervade the social legislation enacted in B.C.

Commencing with the Residence and Responsibility

1 Ibid p. 7 - 9

Act of 1936 which brought consistency to matters of residence, this philosophy was epitomized with the passage of the Social Assistance Act of 1945 which, along with pursuant regulations made possible the fulfilment of many of the above mentioned principles through the following:

1 The granting of assistance "to individuals, whether adult or minor, or to families, who through mental or physical illness or other exigency are unable to provide in whole or in part by their own efforts, through other security measures, or from income and other resources, necessities essential to maintain or assist in maintaining a reasonably normal and healthy existence":

2 The granting of assistance to needy persons without respect to "race, color, creed, or political affiliations:

3 The standardization of assistance practices throughout the province to the extent that "the municipality shall provide and maintain social assistance and relative social administrative services on a basis consistent with the standards established by the rules and regulations made pursuant to this Act":

4 The sharing of assistance costs between the province and the municipalities on the condition that "if local authorities fail to comply with any provisions of this Act or any regulations made pursuant" provincial funds can be withheld:

5 The supervision by provincial authority of "local government and municipal units ... that dispense funds auth-

orized under this Act":

6 The Social Assistance Regulations establish the right of the individual to an appeal against a decision and the constitution of the Board of Review is laid down with a view to ensuring a fair hearing without prejudice in favor of either party.

With such legislation the foundation was laid for a comprehensive program of public assistance designed to give aid on the basis of need. It remains to consider further developments and modifications to this fundamentally sound structure.

Residence. In respect to the matter of residence it would appear that the present requirement of one year within the province on a self-supporting basis is reasonable in the light of the great number of transient persons who come to this province seeking employment.¹ The abolition of residence must await the inauguration of a country-wide program of unemployment assistance. It is strongly recommended on the basis of existing practices in regard to local residence, viz. that of denying assistance to residents of the province because they do not hold residence in the local area, and of granting assistance and charging back costs to the responsible area, which is administratively expensive,

1 This was established in a study during the winter of 1954-55, when it was found that 14.7 per cent of destitute persons applying to nine different social agencies in Vancouver for assistance had less than one year's residence in the province. Community Chest and Council of Greater Vancouver, Report on Registration of Unemployed, Vancouver, February, 1955, p. 17

that consideration be given to the abolishment of local residence and responsibility, and that an alternative to the 80 - 20 formula be found for financing social assistance.¹ This could be done through a mill rate levy as is done in Washington State, or on a per capita basis according to the population with the local area. The fact that during the fiscal year 1953 - 54 the province paid \$1,615,348.10 for provincial cases, i.e. those persons having provincial but not local residence; and in addition 80 per cent of the \$1,959,600.06 paid to municipal cases, indicates the great responsibility (approximately 90 per cent) that the province already has in financing social assistance.² It would be much simpler to abolish all procedures in regard to establishing local responsibility, in accounting local assistance costs, in charging back costs to other local areas; and to establish local or municipal participation on the basis of 10 per cent of the total costs of social assistance. It would be a much more comprehensive program and would guarantee assistance to any resident of the province in need regardless of what part of the province he was in when he applied.

1 In the above mentioned study it was found that although 84.5 per cent of the persons studied had at least one year's residence in B.C., 25.3 per cent were not residents of Vancouver. This would mean charging-back, if unemployment assistance were granted.

2 Public Welfare in British Columbia, 1954, Social Welfare Branch of the Department of Health and Welfare, 1954, p. 36

Another matter regarding residence which should be rectified is that of the aged person who applies for assistance after being in the province less than three years, or who enters the province after qualifying for Old Age Assistance in another province. He is ineligible for the Cost-of-Living Bonus and medical services until he reaches seventy and is restricted to the \$40. grant. The younger person who has been in this province for only one year, if in need, can qualify for \$45. per month and medical services under the Social Allowance program. This, in effect discriminates against the person over 65 years of age. If Social Allowance is the residual program for this province then, according to the Social Assistance Act,¹ it is the responsibility of the provincial authority to subsidize the categorical assistance to the extent that the recipient's total allowance will equal the Social Allowance grant.

Reciprocal Agreements. The matter of reciprocal agreements has been discussed and it is encouraging to note the extent to which B.C. has moved in this direction. Country-wide application of this policy is most desirable and it is hoped that further movement to facilitate this is being considered. The fact that B.C. and Saskatchewan have "experimentally" dispensed with the practice of reimbursement of funds by the responsible province points to considerable simplification in reciprocal agreement procedures.

¹ Section 3 of the Act authorizes the subsidy of "other security measures".

In respect to those provinces which have no reciprocal agreement with B.C., this province should consider the continuation of aid until recipients who leave the province to better themselves have gained residence elsewhere. Some thought should also be given to the broader use of public assistance agencies in other provinces in administering assistance to residents of B.C. who become indigent elsewhere prior to establishing residence. Some of the other provinces occasionally do accept reimbursement from B.C. for assistance granted to a resident of this province for which they have billed the Social Welfare Branch¹ but this practice could be expanded if the advantages were properly interpreted to other provinces. The practice of repatriation is in no way related to present trends towards increased migration and should be discarded as a relic of Poor Law legislation. The economy of this country demands mobility of the employable population and public assistance, if it is to be curative, must be related to the nature of the economy.

ASSESSMENT OF RESOURCES

It has been indicated that assessment of resources is handled quite differently in the federal programs of War Veterans' Allowance, Old Age Assistance, Blind Persons' Allowance, and Disabled Persons' Allowance, in comparison to the provincial programs of assistance. The calculated income

1 Miss Marie Riddell, op. cit. p. 2

based on the value of real property, the earned income from rentals and other sources are all subtracted from the maximum annual allowance under the program in question.

The fact that these policies are laid down in federal statutes and regulations means that they cannot be modified by the provinces.

A major lesson can be learned from the federal programs in that there is an attempt made to maintain the recipient at a maximum level of independence. This is reflected in the personal property exemptions which are considerably larger than those in Mothers' Allowance and Social Allowance. This tendency is most noticeable in War Veterans' Allowance where every effort is made towards liberal interpretation of policy. The positive identification brought about by one veteran helping another has resulted in the liberal attitude towards policy which are so evident. The voice of the veteran through the Canadian Legion and the aged through old age pension groups have been heard and acknowledged by the government, whereas to date the Social Allowance and Mothers' Allowance have had little representation.

The practice in the United States of using citizen boards in the administration of public assistance does much to keep the public informed of practices for which they are financially responsible. In this country the provisions of the various programs are unknown except to those who administer them and those who receive them. The Social Allow-

ance or Mothers' Allowance recipient has not the opportunity to express his or her right to adequacy of assistance and the democratic administration thereof. It is the responsibility of the community to participate in the formation of policy in the interest of both the recipient and the taxpayer.

Personal Property. It is considered that the personal property within the categorical programs are in keeping with the permanent nature of the disability. The fact that the limits in Social Allowance and Mothers' Allowance are lower is acceptable where the period of financial dependency will be short. The provincial government has seen the value in preserving the resources of the recipient of Social Allowance who is suffering from Tuberculosis. The policy of assessing income from excess assets on the basis of a deduction of three per cent as annual income is valid where assistance will be needed for a considerable period and where vocational readjustment may be necessary. It should be considered in other situations where illnesses such as poliomyelitis, heart disease, arthritis, and mental illness are involved.

The practice of the Vancouver City Social Service Department in restricting personal assets to that equal to one month's assistance brings additional difficulties to the problem of social adjustment. The City should be approached regarding these discrepancies which

severely effect the person applying for assistance in Vancouver. Failing a correction of these practices there is power under the Social Assistance Act to bring pressure to bear.

Income. With reference to the federal programs the policies of War Veterans' Allowance are the most liberal and the most likely to encourage a maximum effort towards self-support. The same incentive is not in evidence in the other federal categories.

Major changes have been made recently regarding policies relating to exemptions and income in Social Allowance and Mothers' Allowance.¹ The major purpose in making these changes has been to effect greater standardization of policy in provincial social welfare offices and hopefully in municipal offices also. These changes are being considered by the Vancouver City Social Service Department and there is some justification for thinking that they will be put into effect.

In the main the result has been a reduction of allowable income. (eg. Whereas under the previous policy, the unit of two could earn an amount equal to their grant of \$69.50, they are now restricted to a total income including allowance of \$100.) Concern was expressed by the committee responsible for the new policy regarding "the danger of attempting to set up a schedule designed to compensate for law or inadequate social assistance rates".² The new pol-

1 See Appendix C for Social Welfare Branch serial letter dated March 29, 1955.

2 Ibid

icy increases the gap between War Veterans' Allowance policies regarding income and those of Social Allowance and Mothers' Allowance in that the veteran with one dependent can have a total income of \$158.

The policy of the United States Federal Security Agency in exempting the first \$50. earned by the blind must certainly encourage self-support and consideration should be given to such a move in this country for the indigent blind and permanently disabled.

There would appear to be the need for a more thorough interpretation to recipients of policies regarding income. From the writer's experience with people on assistance there would seem to be considerable ignorance as to their rights and a corresponding reticence to earn more than the basic \$20. exemption for fear of being "cut off" assistance.

LEVELS OF ASSISTANCE

The major weakness in public assistance in British Columbia lies in the inadequacy of assistance rates. This is not so much the case where the recipients have had representation to government and status in the community as have the veteran, the aged, the blind, and now the disabled. The Social Allowance and Mothers' Allowance have had no real status with the result that these rates are the lowest. For example the single veteran gets \$60. per month whereas the unemployable gets \$45.¹

¹ Although the latter grant might be sufficient in rural areas where cheap shelter and other resources may be available, it is not so in the cities.

In keeping with the philosophy of public welfare in British Columbia it would seem appropriate that adequate standards of assistance be established for use in public assistance in this province. These have been formulated in this study as a Suggested Scale for Social Allowance.¹ Social Allowance rates were initially established on the basis of Workmen's Compensation policy but have long since fallen "by the way side", the latter being \$100. for a mother and child in comparison to \$69.50 in the assistance program. There is no tradition to overcome in bringing about a move towards adequacy but rather an ignorance concerning the "fruits" of inadequacy - delinquency, impoverished family and social relationships, malnourishment, lowered resistance to physical and mental illness, to name but a few. The Director of Medical Services has indicated that much of the treatment given to assistance recipients might be unnecessary if rates were adequate.²

Periodic Review. The periodic review of assistance rates as they relate to costs of the content of living is necessary both to guard the right of the indigent to adequate minimum standards, and to protect the taxpayer. The steady decline in the Consumer Price Index in Vancouver in

1 See Table 10, p. 100

2 This statement made in an interview with Dr. J.C. Moscovich, Director of Medical Services, Social Welfare Branch.

the past thirty months¹, housing excepted, indicates that savings might be made by reviews at least once a year.

Discrepancies Between Programs. The policy of the province in providing bonuses for the aged to ensure a minimum level of adequacy is to be commended. However it must be recognized that the younger people in need will make a greater contribution - positively or negatively - to the community and on this basis alone the same level of adequacy is warranted for those on Social Allowance and Mothers' Allowance. In keeping with the principle of equal treatment for all it is suggested that the provincial government adopt one scale of rates by which the needs of all indigent people will be met, whether in categorical or residual assistance programs. If this were established many of the problems facing recipients, those of inadequate housing, poor clothing, lack of self-esteem, and the resulting lack of participation in church and other community activities would be solved or more easily handled. Much of the time which social workers spend in dealing with these problems could be used to work with the underlying problems related to financial dependency.

The granting of adequate assistance does not in itself promote emotional growth and independence. This was

¹ The change from March 1952 to November 1954 was as follows: clothing, 116.6 to 112.7; food, 120.9 to 112.3; household operation 123.0 to 125.4, Consumer Price Indices for Regional Cities, Dominion Bureau of Statistics, 1952, 1954.

proven in an "experiment of adequacy" carried out by the Vancouver City Social Service Department in 1949-50. Assistance was granted on the basis of need as established between worker and client among a caseload of thirty recipients. Major improvements were noted in respect to family relationships, children's health and participation in school activities, and improved feelings in being able to "dress like normal human beings" and to enjoy community recreation. With the primary focus on adequacy of assistance instead of restoration of the family to self-support, little real movement was seen. However the effects of adequacy of assistance were evident, and as a basis for casework services focussed on the restoration of the recipients to a maximum level of independence. The value of intensive casework in helping public assistance families towards independence has been pointed out by Dr. Wiltse in his report on an experiment carried out with Aid to Dependent Children families in California.¹

Government Housing. It has long been the concern of the Vancouver City Social Service Department that families on assistance are inadequately housed, and that they are paying exorbitant prices for this shelter. This was pointed out by a recent thesis when it was found that only 33 per cent of the families on social assistance in Vancouver which were studied had good housing;² and of the four member families paying \$42. per month, which was 71 per cent in excess of

1 WILTSE, Kermit, op. cit. p. 1 - 26

2 Wilson, Warren, op. cit. p. 44.

the allowance, only 55% were adequately housed.¹

In reference to government subsidized housing the City stressed in their 1949 Annual Report the need for housing and pointed out that building houses to rent at \$30. or \$35. had no meaning for those on such low rental allowances. The City stated the following:

If such rentals are necessary the department should be authorized to increase rental allowances in cases where there is real suffering and distress.....

If this short range policy of providing inadequate allowances is continued it is inevitable that not only will there be great loss in human values, but that there will be considerable increase in public expenditure for medical, hospital, or other institutional care in the future.²

SOCIAL SERVICES

It is established that B.C. has the highest standards of professional social work personnel in public assistance in North America, perhaps the highest in the world. This might have been said about the British troops who defended courageously, but unsuccessfully, the outposts of the Empire during the last war. The critical factor was one of equipment and supplies, and a statement made famous by this experience was that of "too little and too late". The great cry was "Give us the tools and we will finish the

1 Ibid Fig. 5 and 6 p. 51

2 City Social Service Department, Annual Report, 1949, Quoted in the Housing Bulletin, #10, Vancouver Housing Association, 1952

job", and there is the same recognition in public assistance in British Columbia today.

To carry the military parallel further the real need is for an "appreciation of the situation" before planning any action. The focus in public assistance in this province has been on the individual to the neglect of the needs of the mass of the indigent population. Just as an army "marches on its stomach", the indigent require the basic necessities of life before consideration can be given to the problems underlying the financial dependency. The tendency has been to substitute "casework for calories".

With a program of adequacy of assistance in operation, this province is in a position to do a tremendous service in its public assistance programs because of the high standards of personnel. This requires the use of the diagnostic approach not only within caseloads to select those recipients who need and can benefit from professional casework services, but also within the program itself in the assessment and placement of staff in areas where they can make their maximum contribution. Research is needed to ascertain those areas in public assistance where casework services are not so urgently needed and in this way conserve the professional resources.

The greatest need in the social service program is that of diagnostic facilities in the intake section of the public assistance programs. It is here that the funds of the community are requested, and it is here that an in-

vestment is to be made. As stewards of public funds intake workers have a responsibility to assess the possible returns on the investment of financial assistance, casework, and medical services. It is accepted that all people have a right to adequacy of assistance and medical care; but beyond this there must be careful selection if results are to be obtained, and the value of casework proved. Casework planning must be based on the dignity and worth of the individual, his recognized ability to grow and change, and on the resources which exist, and which can be mobilized in the community. It must be recognized that these people do not belong to the agency but to the community; and this focus must be maintained in respect to mobilizing the community to meet the needs of their fellow citizens. One wonders if the recipient population could not be mobilized and strengthened through the formation of Recipients' Rehabilitation Clubs in the various communities. Surely these people have much to contribute, both to one another in discussing ways and means of living on public assistance, and to the development of a better public assistance program based on their own experiences, which in so many instances are admirable examples of how to deal with harsh realities.

It should be stated that the services might be more readily available to families receiving Mothers' Allowances if this program were discontinued, and the recipients absorbed within the Social Allowance program. The rates of assistance are identical, and the latter program is more

flexible because of its higher degree of decentralization. The fact that the recipients are the responsibility of the local or district office makes for greater care in planning, and a greater degree of local financial participation.

Rehabilitation Services. The development of re-training programs in public assistance has been rapid in this province, and the standard of service in this area commendable. It is strongly recommended that a program of research be instituted, preferably by the School of Social Work (where students are available) to assess the degree of success in re-training recipients, and to prove the value of casework services in rehabilitation. The additional strain on recipients during re-training is recognized, and some study should be given to it as a possible factor in failure to complete a course of training, or successful placement. If it is considered that social work has a role in rehabilitation, it must be proved to those responsible for the development of these programs.

Medical Care. The medical care program in social assistance in B.C. is second to none in giving comprehensive services to all recipients qualifying under provincial residence. The Director of Medical Services suggests that the major requirement lies in a further decentralization of authority to regional administrators and district supervisors.¹

1 Public Welfare in British Columbia, 1954, op. cit. p. J 75.

It is interesting to note that the British conception of health insurance, that of a non-contributory system has been followed in Canada in other areas, viz., Family Allowances, Old Age Security, and the British Columbia Hospital Insurance Scheme, all of which are financed through taxation. The federal government has expressed responsibility for health insurance and it is assumed that when instituted this program will be financed in a similar manner. It is suggested that initially, the federal government might be asked to assume responsibility in providing medical care for recipients of federal categorical programs, viz, the aged, the blind, and the disabled. In 1952 - 53, 45,875¹ or 67.7 per cent of those eligible for public medical care were aged or blind recipients. Last year this service cost \$5,591,410.13² and if the federal government would assume 50 per cent of the costs to categorical recipients the saving to this province would be significant, i.e. in the neighborhood of \$1.93 millions. This would provide a ready source to finance increased Social Allowance grants which last year totalled \$3.57 millions.³

GENERAL RECOMMENDATIONS

There is a very real need in British Columbia for a definite program of Unemployment Assistance which to

1 Public Welfare in British Columbia, 1953, p. U 75

2 Public Welfare in British Columbia, 1954, p. J 38

3 Ibid

date has been a make-shift arrangement between the province and municipalities during the winter months. This subject has received considerable attention at Ottawa recently, and it is hoped that some definite policy regarding federal participation will be formulated at the forthcoming conference between federal and provincial representatives.

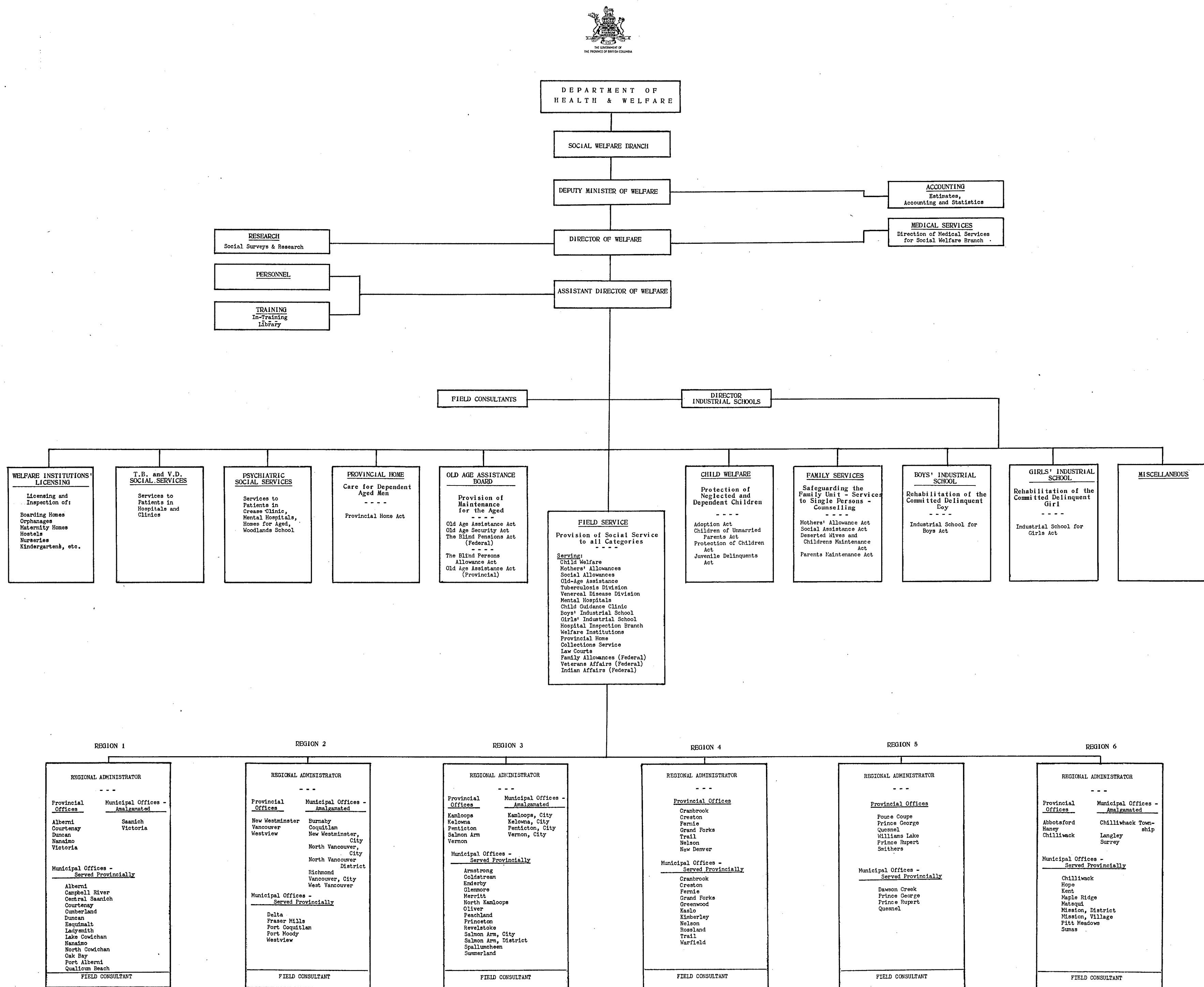
Research. Without doubt the public assistance program in British Columbia is one to be justifiably proud of; however its further development requires the institution of a comprehensive research program in all phases, if the needs of the indigent are to be adequately met at a minimum cost to the community, and with a maximum use of existing and potential resources.

Public Participation. The objective in public assistance is to meet, through financial grants, the needs of people who are unable to provide themselves with the essentials of life. Further, its objective is to meet these needs in such a way as to minimize the dependency of the recipient, and to provide an opportunity for him to re-establish himself whenever possible as a self-respecting, self-supporting citizen. This objective can be realized to a greater degree through citizen participation in the development of policy in public assistance. It can be further realized through increased participation of recipients in groups where they can develop feelings of self-worth and some sense of responsibility, both to those aided and to those who administer

the program. It has been said that "without a vision the people perish". It is only as the citizens - both those that give and those that receive - realize the dignity and worth of the individual and what his restoration means to society in the reduction of delinquency, mental illness, and social impoverishment, that they will move to institute a comprehensive system of social security, including adequate public assistance measures.

APPENDIX A

ADMINISTRATIVE STRUCTURE OF
PUBLIC WELFARE IN BRITISH COLUMBIA



APPENDIX B

ELIGIBILITY FACTORS IN PUBLIC
ASSISTANCE IN WASHINGTON STATE

BASIC ELIGIBILITY FACTORS FOR PUBLIC ASSISTANCE (AND FEDERAL MATCHING)

Appendix 1 (Rev. 9-54)

F A C T O R	C A T E G O R Y					
	OAA (1)	ADC (2)	AB (3)	DA (4)	UNEMPLOYABLE (5)	GA EMPLOYABLE (6)
AGE	MUST BE 65 YEARS OR OLDER	MUST BE: 1. UNDER 16, OR 2. 16 OR 17 AND IN SCHOOL (INCLUDES UNBORN CHILDREN)	MUST BE: 1. 21 OR OVER, OR 2. 16 TO 21 AND THRU 12TH GRADE OR NOT ELIGIBLE FOR TRAINING SCHOOL	MUST BE 18 YEARS OR OLDER	NO REQUIREMENTS	NO REQUIREMENTS
RESIDENCE IN STATE	MAINTAINED RESIDENCE IN STATE 5 OUT OF LAST 9 YEARS AND 1 YEAR IMMEDIATELY PRECEDING APPLICATION	MAINTAINED RESIDENCE IN STATE 1 YEAR PRECEDING APPLICATION (RELATIVE OR CHILD)	MAINTAINED RESIDENCE IN STATE 5 OUT OF LAST 10 YEARS BUT IF BLINDNESS IS CAUSED AFTER COMING TO STATE, NO REQUIREMENTS	MAINTAINED RESIDENCE IN STATE FOR 1 YEAR PRECEDING APPLICATION	MAINTAINED RESIDENCE IN STATE FOR 1 YEAR PRECEDING APPLICATION BUT NO WAITING PERIOD FOR EMERGENCY	SAME AS UNEMPLOYABLE GA
RESIDENCE IN INST. 1. INSTITUTION A. MUST NOT BE----- B. MUST BE ----- 2. PERSON -----	(1. A STATE OR FEDERAL INSTITUTION 2. A PUBLIC MENTAL INSTITUTION 3. A PRIVATE OR PUBLIC HOSPITAL 4. SUBJECT TO STATE LICENSING 5. MUST BE A PATIENT IN A MEDICAL INSTITUTION IF IN PUBLIC INSTITUTION 6. MUST NOT BE PSYCHOTIC	SAME AS OAA IF STILL CONSIDERED AS "LIVING IN HOME"	SAME AS OAA	SAME AS OAA	SAME AS OAA EXCEPT CAN PAY GRANTS TO PERSON IN PUBLIC AND PRIVATE HOSPITALS	DOES NOT APPLY
TRANSFER OF PROPERTY	HAS NOT TRANSFERRED PROPERTY TO QUALIFY FOR ASSISTANCE	SAME AS OAA	SAME AS OAA	SAME AS OAA	SAME AS OAA	SAME AS OAA
NOT CONCURRENTLY RECEIVING OTHER AID	CANNOT BE CONCURRENTLY RECEIVING OTHER TYPE OF FEDERAL AID	SAME AS OAA	SAME AS OAA	SAME AS OAA	IS NOT ELIGIBLE FOR FEDERAL AID OR CANNOT BE INCLUDED IN FEDERAL AID GRANT	SAME AS UNEMPLOYABLE GA
OTHER PROVISIONS		1. DEPRIVED OF PARENTAL SUPPORT OR CARE THRU DEATH, ABSENCE OR SEPARATION 2. LIVING IN A HOME WITH A RELATIVE	1. NOT SOLICITING ALMS IN WASHINGTON 2. NO OTHER PRIMARY INFIRMITY 3. TECHNICALLY BLIND	MUST BE TOTALLY AND PERMANENTLY DISABLED	NOT ABLE TO WORK IN A REGULAR OR PREDICTABLE MANNER	1. ABLE TO WORK REGULARLY, BUT 2. NOT WORKING FULL-TIME 3. IS ATTEMPTING TO GET WORK
NEED	<p>DEFINITION OF NEED IS SAME FOR ALL CATEGORIES EXCEPT EMPLOYABLE GA AND FOLLOWS BELOW</p> <p>APPLICANT MUST BE IN NEED, IS IN NEED IF:</p> <p>A. PROPERTY HOLDINGS ARE LIMITED TO THE FOLLOWING VALUES:</p> <ol style="list-style-type: none"> 1. A HOME 2. CASH AND MARKETABLE SECURITIES OF <ol style="list-style-type: none"> A. \$200 - SINGLE PERSON B. \$400 - FAMILY 3. CASH SURRENDER VALUE OF INSURANCE OF <ol style="list-style-type: none"> A. \$500 - SINGLE PERSON B. \$1000 - FAMILY 4. TOTAL OF CASH AND INSURANCE OF \$500 FOR A SINGLE AND \$1000 FOR A FAMILY 5. A CAR 6. BUT TOTAL VALUE OF CASH, SECURITIES, INSURANCE (CASH VALUE) AND CAR EQUITY MUST NOT EXCEED \$1050 IN VALUE FOR FAMILY BUT \$550 FOR A SINGLE 7. USED AND USEFUL HOUSEHOLD FURNISHINGS AND CLOTHING 8. ARTICLES OF SENTIMENTAL VALUE 9. OTHER USED AND USEFUL PERSONAL PROPERTY SUCH AS TOOLS, BUSINESS EQUIPMENT, FARM MACHINERY, LIVESTOCK, ETC. WHICH WILL REDUCE NEED OR AID FOR REHABILITATION. 10. PROPERTY OWNED AND USED BY A CHILD AS A MEMBER OF A GROUP ENGAGED IN LEARNING AND EARNING FUNDS FOR FUTURE EDUCATIONAL NEEDS 					<p>IS IN NEED IF:</p> <p>A. PROPERTY HOLDINGS DO NOT EXCEED</p> <ol style="list-style-type: none"> 1. A HOME 2. USED AND USEFUL <ol style="list-style-type: none"> A. HOUSEHOLD FURNISHINGS B. CLOTHING-PERSONAL EFFECTS C. TOOLS & EQUIPMENT USED IN TRADE OR OCCUPATION D. LIVESTOCK WHOSE PRODUCTS ARE CONSUMED B. INCOME DOES NOT EXCEED COST OF REQUIREMENTS C. HAS NO WAY TO MEET COST OF REQUIREMENTS THRU CREDIT OR LOCAL PUBLIC OR PRIVATE COMMUNITY RESOURCES OF ANY TYPE F. ANY EQUITY IN ANY OTHER TYPE OF PROPERTY (EXCEPT A-1 & 2 ABOVE IS A RE-SOURCE)

B. ALL INCOME IS LESS THAN ONE MONTH'S REQUIREMENTS * (BUDGET)

* EXCEPT IN AB PROGRAMS

FEDERAL MATCHING

1. OAA, AB, DA
GRANTS OF ALL RECIPIENTS ARE MATCHED EXCEPT WHEN A RECIPIENT (1) IS IN AN INSTITUTION AND HAS TUBERCULOSIS OR (2) IS INCOMPETENT AND HAD NO GUARDIAN, OR (3) IS IN A PUBLIC INSTITUTION BUT IS NOT A PATIENT
2. ADC - ALL GRANTS ARE MATCHED
3. NO MATCHING FOR ANY GA GRANTS

APPENDIX C

SCHEDULE OF EXEMPTIONS AND OTHER INCOME



DEPARTMENT OF HEALTH AND WELFARE

SOCIAL WELFARE BRANCH
VICTORIAOFFICE OF THE
DIRECTOR OF WELFARE

March 29, 1955

SERIAL NO. 302P/234M

TO ALL MUNICIPALITIES AND OFFICIALS
OF THE SOCIAL WELFARE BRANCH

Re: Social Allowance and Mothers' Allowances-
Schedule of Exemptions and Deductions on
Other Income

A committee comprising municipal and provincial representatives has for some time been engaged in the study of the above-named subject with a view to establishing a uniform policy at municipal and provincial level. The attached is the final report of the committee and the schedule outlined therein has been approved.

The schedule will become effective April 1, 1955 in all provincial social welfare offices, and it is recommended that it be put into effect at the same time in all municipal welfare offices.

Regulation 10 of the Regulations made pursuant to the Mothers' Allowances Act will be deleted April 1, 1955. Instructions in the Policy Manual will be amended shortly.

A review of the effectiveness of this schedule will be made at the end of a six months' period.

J. A. SADLER
Director of Welfare

Serial Letter Book
"SOCIAL ALLOWANCE"

JAS:eh

REPORT OF COMMITTEE STUDYING SCHEDULE OF EXEMPTIONS
AND DEDUCTIONS ON OTHER INCOME PERTAINING TO RECIPIENTS
OF SOCIAL ALLOWANCE AND MOTHERS' ALLOWANCE.

General Remarks

As was pointed out previously, although a schedule had been established in the administration of Mothers' Allowances, there has been no uniformity in dealing with earnings and income in Social Allowance cases, at either Municipal or Provincial level. The Committee confirmed their opinion previously expressed, that any schedule established should be uniform for both forms of assistance at both levels of administration.

The Committee again emphasized their belief that the basic consideration of any such schedule should be the encouragement of individual and family independence wherever possible, and that recognition should be given to individual efforts toward self-support.

The Committee re-affirmed their awareness of the danger of attempting to set up a schedule designed to compensate for low or inadequate social assistance rates, and feel that the present suggested schedule could and should be applicable even though social assistance rates are revised.

1. The following classification of income is suggested:

(A) Earned Income

Income from:

- (1) Casual and permanent earnings--
 - (a) Single persons
 - (b) Heads of families
- (2) Boarders
- (3) Roomers or Suites
- (4) Sale of Produce

(B) Unearned Income

Income from:

- (1) Union or Lodge Benefits
- (2) Insurance Benefits
- (3) Annuities
- (4) Superannuation
- (5) Co-operative Societies
- (6) Disability or Military Pension
- (7) Widows' Allowance
- (8) War Veterans' Allowance
- * (9) Unemployment Insurance
- (10) Workmen's Compensation
- (11) Alimony or separation order
- (12) Separation agreement or voluntary payments
- (13) Deserted Wives' and Children's Maintenance
- (14) Unmarried Parents payments
- (15) Self-contained suites
- (16) Net rental from property apart from the home

- (17) Sale of property apart from the home
- (18) Sale of Assets
- (19) Any other income not classified as earned income as in Section (

* 'Unearned Income' 9 refers to Unemployment Insurance to the working mother who is head of the family, or the over-age husband whose opportunities for further employment are remote, not to the employable male head of the family.

2. The following schedule of exemptions is recommended:

(A) Earned Income

The exemptions for any income are not cumulative and must be calculated on a monthly income basis.

(1) Casual and Permanent Earnings:

- (a) Single Persons--a basic exemption of \$10.00, plus further exemption of 25% of the balance of the earnings.
- (b) Heads of Families--a basic exemption of \$20.00, plus further exemption of 25% of the balance of the earnings for Unit 2 or more.

NOTE--Earned income and social assistance together shall in no case exceed the following maximums:

Group 1	-	\$ 65.00
" 2	-	100.00
" 3	-	115.00
" 4	-	130.00
" 5	-	145.00
" 6	-	160.00
" 7	-	175.00

NOTE--"Casual" Earnings: It was felt that if a man and woman both had "Casual" earnings, the basic and percentage exemption should apply on the combined earnings.

- (2) Income from Boarders: (not members of immediate family) \$50.00 be exempted for the first boarder and \$35.00 for each additional boarder subject to local municipal by-laws as to boarding houses. This would include the basic exemption if there is other earned income. If the home is a licensed boarding home, or contains more than two boarders, then it should not be subsidized by Social Assistance.
- (3) Income from Roomers or Suites: Rented within the family home wherein services are provided by the landlord, should be considered as straight earned income with the same exemption as earnings of heads of families.

- (4) Income from Sale of Products: The administering office must determine the amount of net income which will then be considered as earned income.

(B) Unearned Income

- (1) All unearned income as outlined and any other income of a similar nature is wholly deductible. An exception to this may be made in a case of excessive rental. For the purpose of this schedule, Old Age Security, Old Age Assistance, Blind Assistance, Disabled Persons Allowance and Family Allowance are not taken into consideration.
- (2) Income from self-contained suites wherein no services are provided by the landlord is to be considered as in the same way as net rental from property apart from the house.

NOTE- Net Rental from property apart from the home was defined as the gross income from property less light, heat, insurance, water rates, taxes and necessary repairs where applicable.

3. Earnings of Children

It was felt the question of the exemption of earnings of a working child in the family presented an entirely different picture from that of the earnings of the head of the family. In the former, the degree of responsibility to the family was less and, therefore, the exemptions should be greater.

- (1) Earnings of children up to the age of 18 and still attending school and included in the Social Assistance, may be exempted up to \$30.00 per month. Earnings above that should be totally deductible.

(2) Earnings of working children in the home

Where there are one or two working children in the home, an exemption of 75% of the gross individual earnings or \$80.00 each, whichever is the greater, may be made. In the case of three or more working children in the home, it is felt that the total income may be sufficient to support the family group and any application for social allowance should be given consideration only on the individual case basis.

NOTE- Such a child is not eligible for Social Allowance or Mothers' Allowance and is not to be included in the basic family unit when computing amount of the allowance. Calculations are to be made on gross earnings.

(3) Earnings of children out of the home

Such children should be approached and encouraged to contribute to the family. Subject to individual circumstances, a maximum of 50% of the

contribution could be deducted from the allowance payable to the family. This would apply also to Assigned Pay.

4. General Recommendations

- (1) Earnings should be calculated on a monthly basis ($4\frac{1}{3}$ times the weekly rate) and adjustments should be made in the nearer lower dollar of earnings
- (2) As it is recognized that a person owning a home has incidental expenses for upkeep in addition to taxes, etc., it is felt that no differentiation should be made in allowance paid to a person paying rent and a person owning his home. This will require a change in policy for Social Allowance and an amendment to the regulations of the Mothers' Allowance Act.
- (3) In the event of the application of these regulations creating a hardship, special consideration could be given in the local area on an individual case basis, subject to the approval of the administering authority.
- (4) It is not the intention to apply these regulations to active cases where a reduction in the allowance would result. However, these regulations are to be applied in the case of new application, reinstatement or change in circumstances.
- (5) The Committee recommends that the suggestions made in this report be put into effect as of April 1st, 1955. Any comments or suggestions regarding the implementation of these regulations should be submitted to the Director of Welfare. If a review is necessary the Committee will reconvene.

JAS/rp

Appendix D

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