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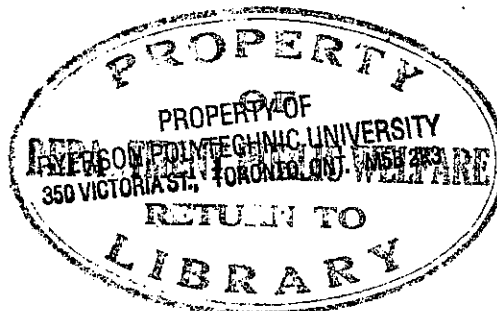
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DEPARTMENT OF PUBLIC WELFARE

Honourable Louis P. Cecile, Q.C., LL.D., Minister
James S. Band, Deputy Minister



Hamilton Demonstration Project

LONG-TERM ASSISTANCE FAMILIES

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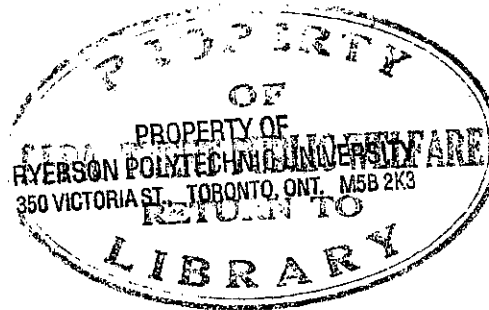


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DEPARTMENT OF PUBLIC WELFARE

HON. LOUIS P. CECILE, Q.C.
MINISTER

JAMES S. BAND
DEPUTY MINISTER

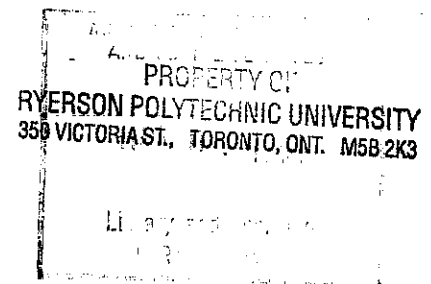


LONG - TERM ASSISTANCE FAMILIES

a rehabilitation project
by the Department of Public Welfare of the Province of Ontario
and the City of Hamilton

December 1963 - May 1964.

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ONTARIO

DEPARTMENT OF PUBLIC WELFARE

OFFICE OF
THE DEPUTY MINISTER

FOREWORD

This report describes a second demonstration project with long term assistance families undertaken by this Department together with the welfare administration of the City of Hamilton. The first, carried out in the City of Toronto, was described in a booklet issued in January, 1964.

Commissioner J. G. Attwood of Hamilton had requested that the study be instituted in his caseload, and by assigning a full time member of staff and making available the facilities of his department ensured that it was carried through to a conclusion. The wholehearted co-operation of the City Department of Welfare assured success in extending advantages to those persons under review.

The cases studied are a selection from those receiving aid under the General Welfare Assistance program. This form of welfare is administered by local municipalities and 80% of the direct expenditures are reimbursed by the senior governments. General Assistance, or "municipal relief" is essentially a short term and emergency type of help. If there are apparent reasons indicating that the person will continue to be dependent on public welfare for an indeterminate period, these are usually sufficient to qualify him for an allowance administered by the province. If, for instance, the head of a family is permanently unemployable, a Dependent Father's Allowance may be granted.

Families who remain on the municipal welfare rolls for long periods, such as a year or more, are a subject of concern. While there are often insurmountable difficulties preventing independence, yet a goodly number of cases can be helped and guided to a self supporting way of life. In most instances the family's circumstances can be notably improved.

Mr. J. G. Attwood, Hamilton Commissioner of Welfare and myself are convinced that this aim of re-establishing long term assistance families can best be attained by the efforts of a skilled staff, who, with comparatively small case loads, can concentrate on treating to the limit the difficulties which face these persons.

This is what was to be demonstrated in the project and the results are significant. Of the 100 cases given special attention for six months, 56 had left the municipal rolls at the end of the period; in the comparative or "control" group, the figure was 21 cases closed. It is particularly notable that 36 heads of families, in the active treatment or "study" group obtained employment, while only 14 of the 100 control cases found a place in the labour market. The measurement of "improvement" in the circumstances of those who remained on assistance is somewhat intangible. But the project workers concluded that 88% of the treated cases made a noteworthy advance towards better management of their affairs, while this could be said of less than 20% of the control group.

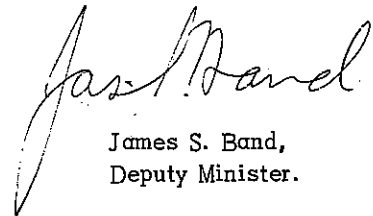
How these gains in employment and circumstances were brought about is, to some extent, illustrated in the descriptions of individual cases. Municipal welfare administrators will be interested in the techniques of re-establishment. But they will realize that welfare services means dealing with an endless variety of personalities and situations and cannot be reduced to rules and formulae. Such rules tend to become generalized into obvious and vague statements such as "respect for the worth and dignity of the individual" and "the person's obligations to society", or they descend into details which, like a set of stage directions, hamper the flexible activities of a welfare worker in real life situations.

The illustrations, nonetheless, do reveal steps in a general approach to the cases selected. The first is to ensure that any medical disabilities standing in the way are, if possible, treated and removed. Then the worker tries to share with the recipient an attitude of expectation that employment and independence will be eventually attained. Prolonged idleness frequently engenders chronic discouragement, a loss of optimism and self confidence and, finally, an apathetic acceptance of subsistence living and the socially dependent role. With a resourceful and sympathetic manner the worker can provide the stimulus to further endeavour. This is more than mere urging and persuasion; the laying out of a practical plan of work-seeking proves quite effective. Effort, in itself, seems to change attitudes and some of the cases show that the very process of searching for a job in a systematic way acts as a therapy. Success crowned these efforts in a high proportion of cases; according to Table D, only 12.5% of those remaining dependent were actually employable.

The report closes with a series of recommendations to any welfare administration wishing to introduce this effective approach. Since concentrated attention to selected cases is the essential factor, it is recommended that project workers be given limited caseloads, that they be trained in vocational counselling and have access to all the assessment facilities in the community in order to determine the abilities of each person, and that a study be made of the employment opportunities on the local scene. A point "which we would like to make a point of" is that in the same hour in which we consider an applicant's eligibility for aid, we should also be thinking of his prospects for rehabilitation and employment before the attitudes of long term dependency become obvious.

The aims, methods and conclusions of this study should recommend it to the attention of all who are interested in the personal and social implications of public welfare.

November, 1964



James S. Band,
Deputy Minister.

METHODOLOGY

Commissioner J. G. Attwood of the Department of Public Welfare for the City of Hamilton requested the Ontario Department of Public Welfare for assistance in identifying and treating the major sources of dependancy in the long-term assistance cases. A survey was conducted under his direction of all families in the City of Hamilton who had lived on public assistance for more than one year. This report was presented to the Hamilton Welfare Board in November of 1963. It was found that 160 employable families and 300 so-called unemployable families had remained on assistance for more than one year.

Concern over this large number of dependent families prompted the proposal of a co-operative demonstration project between the City and the Province to show the results of a greater effort being applied on behalf of these families.

The writer was assigned to conduct the project, which had as its main purpose, to provide more concentrated service to a selected group of families in receipt of assistance for more than one year in an effort to increase the number successfully restored to independence and to improve the health, economic and social circumstances of the families.

Two random samples of 100 employable and unemployable families were taken from the long-term assistance cases identified in Commissioner Attwood's survey. Each of these groups was then subdivided into equal groups of 50 thus providing for a balanced number of employable and unemployable cases to be placed in the study and control group.

The cases comprising the study group were then assigned to two welfare workers: Mrs. A. Stanton, Welfare Visitor for the City of Hamilton and Mr. M. Chew, Welfare Allowances Officer for the Province of Ontario. No preparatory training was given for the purpose of this project except to outline the aims and purpose of the study and the required procedure. Their experience and previous training was considered representative of workers normally engaged in the Hamilton Welfare Department. If no training was given, it was felt that the results obtained would be an indication of the potential of the other workers because no additional factor other than a reduced caseload was introduced.

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The one hundred control cases remained scattered throughout the general caseload and the workers responsible for them were not aware of their significance in the study. Caseloads for the regular workers were unchanged at something over 100. Thus there was a reduction by more than half in the caseload for the two workers responsible for the study group.

Mr. L. Priest was appointed as the supervisor of the two workers on the study group in addition to his regular duties as supervisor of the other department workers who carried the control cases in their workloads. As a result of Mr. Priest's dual role, the cases in the control group were not revealed to him. Thus it may be assumed that assessments made of control cases in supervision would not be influenced by knowledge of the project.

The project consultant, Edward V. Ralph, M.S.W., met regularly with the project staff as general supervisor offering guidance in the details of the project and reviewing of cases. It is generally accepted that such a relationship improves the quality of the work. Although it was not within the scope of the study to measure this influence, it was considered to be a factor.

Evaluation of the services provided to clients in the study and control groups was made by reviewing cases in discussions between Mr. Priest, Mr. Ralph and the case worker using a schedule to standardize the collection of data. Normally, only the eligibility requirements were recorded in the file and this written material was not sufficient to form the basis of a complete evaluation.

Two main criteria were used to measure changes: (1) whether or not welfare assistance ceased by the end of the project, and (2) whether there was obvious improvement in each case remaining on assistance according to the service given. Case material is included in the report to illustrate this method.

The demonstration project commenced on December 1, 1963 and was concluded on May 31, 1964, allowing a period of six months for the measurement of the results.

APPROACH

A variety of techniques were used to help recipients mobilize personal and community resources toward the goal of self-dependence. Basic to all of these was the helpful, understanding relationship which the welfare workers strove to maintain with each recipient. In most cases, welfare workers had to help recipients overcome anxiety about their separation from the security of the public assistance cheque before they were ready to take on the responsibilities of independence once again. This anxiety took a number of different forms as illustrated by the case examples in the following text.

A common form of resistance to employment was the exaggeration of health problems. In these cases the worker was often able, through clarification of the medical report and treatment, to show these problems in a more realistic light and break the pattern of rationalization. This technique was all the more successful because the worker maintained an attitude of respect towards the recipient and a sympathetic understanding of his worries.

Other recipients expressed their anxiety through failure to find suitable employment. In these cases the welfare workers set up a constructive program of job seeking where the recipient was required to present himself at the office and discuss the day's efforts with the worker. In this way the recipient was gradually able to build up his confidence and eventually take employment. The active effort of the worker was considered a supportive influence by itself.

Some recipients had a poor understanding of their own employment capacities. Willingness to work degenerated as a result of repeated failure to maintain employment which over-taxed their mental or physical abilities. A careful assessment by the welfare worker often resulted in suitable placement and the difficulty cleared up. Where periods of work were very brief, exemption of earnings to provide incentive and motivation toward full-time employment sometimes restored the recipient's confidence.

In some cases problems preventing employment were not clear or specific. Recipients had formed the habit of unemployment, firmly fixed over a period of years, and based on conditions which were valid at the beginning but now no longer applied. The deserted mother with young children was one example. When her children were old enough to attend school and look after themselves she was able to work toward full employment.

Poor mental health sometimes prevented successful employment in cases where there was a very low tolerance for stress. Where possible the worker helped the recipient by finding specialized work with a low stress requirement.

There are always recipients who have no apparent obstacle to employment, and after careful consideration and every attempt is made to motivate them, must in the end be declared ineligible for further public assistance. Here too thorough assessment and the development of good relationship with the welfare worker must be achieved before a correct decision can be made.

Throughout the study three significant factors governing successful rehabilitation clearly emerged: careful assessment of the individual problem, sufficient time for the welfare worker to develop a good relationship with the recipient and a clear rehabilitation plan determined by the welfare department. Implied

by these is the necessity of maintaining a sufficient number of welfare workers and a major effort at the point of intake where prompt action can avoid unnecessary complications in the future.

The immediate results of the project are best illustrated by the number of closures which are illustrated in Table A. The intensive and concentrated approach accomplished by a reduction in the work-load of the project staff is considered to be the main reason for the increased number of closures.

TABLE A

CASE CLOSURES AS OF MAY 31, 1964

Reason for Closure	Control Group	Study Group
Employment	14	36
Declared Ineligible	1	7
Man Supporting	1	1
Mother's Allowance	3	10
Excess Assets	1	
Vocational Training	1	2
Total Cases	21	56

(Note: The number of cases for each group in Table A may be expressed as a per cent because the total is 100.)

The total savings in public assistance costs to the end of the project for those cases going off assistance in the study group was \$14,449.16. The savings for the control group was \$4,690.65. The difference justifies the extra administrative staff to provide this service. The potential on-going monthly saving is \$9,418.41 for the study group and \$3,771.67 for the control group if these cases remain off assistance.

CASE ILLUSTRATIONS

M FAMILY

Mr. M. is thirty-seven years of age and has eight dependents. They live in a 4-roomed semi-detached house which only can be described as fair. Mrs. M. does a good job of homemaking with the limited equipment she has.

Their oldest son was committed to training school for theft. The other children are only fair students. There were reports of them being late and absent frequently at school. On one visit the worker made at 11:00 a.m., the children were still at home waiting for the parents to get out of bed to help them get to school.

When the worker began to talk of work with Mr. M. he claimed that his health was poor and so a long process of clarifying his medical condition began. The greatest difficulty was getting Mr. M. to keep his appointments with the doctor and respect the medical diagnosis made. A very firm stand was taken with Mr. M. and eventually a minor operation took place.

After his recovery, he was referred to a good factory job paying \$2.17 per hour and was hired but again the same resistance took place. He even misled the worker with the information about the employer not accepting him because he had not shown up for work when he should have. It was later learned that the employer was holding the job open for him because Mr. M. was an impressive individual who the employer felt genuinely desired a job.

On the final visit, Mr. M. told the worker that he was "finally on his way" and he "enjoyed his work as a maintenance man."

W FAMILY

Mr. W. is thirty-six and has only worked a few weeks during the past three years although his work record previous to this was excellent.

Mr. W. felt he had made every effort to find employment but the worker found him most resistant to change and without confidence in his ability to support his nine dependents.

A programme was set up by the worker in which Mr. W. was required to make applications for work each morning and review the results in the afternoon with the worker in the office. It was hoped that this would result in disturbing Mr. W's present pattern and accustom him gradually to long periods out of the home, interesting him in the work activities of the places where he made applications. It would also give the worker an opportunity to know him and his reactions to situations during the office interview.

Mr. W. did not like this change in his routine and directed his resentment to the "system". He reacted within a few weeks with an illness which the medical showed was of nervous origin and he was confined to home for two weeks. Visits to the home were made during this time and a close relationship was maintained with all the family. Severe emotional problems in two of the children necessitating the school to refer one of the children to the Mental Health Clinic were now of concern to the parents. They had a great deal of affection for their children and the intelligence to see that there was a relationship between the unhappiness of the children and the fact that their father was unlike the other men in the neighbourhood.

Mr. W. now made a real attempt to get going but still was full of resentment towards the world in general. About this time, he developed migraine headaches of great severity and received a medical certificate showing he was unemployable for a short period. The programme was resumed when he recovered but Mr. W. seemed to find it difficult to make regular work applications.

During an interview in the home when Mr. W. was not present, his wife reported that Mr. W. really wanted work badly. The worker made it plain that he was not trying. Following this interview, Mr. W. did not come in for a week and the family was left alone.

Mr. W. came in to tell the worker at the end of a week he had been determined not to call her until he obtained a job, which he now had. He was very thrilled even though it was not the kind of work he had hoped for. He made a special effort to thank the supervisors and the

worker for their interest and said he realized how much help and effort had been put into getting him going. He indicated his awareness of his resistance to change despite his real desire to obtain work.

He telephoned from time-to-time to tell the worker how he was progressing and within six weeks he had obtained another job as a security guard at a rate of pay sufficient to decently support the family. The children have made excellent progress and the whole family takes great pride in talking about "daddy's job".

A FAMILY

Mr. A. is twenty-three years of age. He has been married five years and has two children. He has only worked for very short periods since leaving school.

The impressions of the previous workers were that Mr. A. did not appear to be over anxious to work. On investigating his school record, however, it was found that Mr. A. had always attended opportunity classes and never passed out of Grade 1. He could only read very simple words and would be unable to fill out a work application. In addition to this, he was unable to express himself freely unless he had confidence in the person and was not hurried. Despite this report, there was evidence in the home of excellent and rather complicated maintenance work that he had performed for the landlord.

He showed the usual resistance to the worker's attempt at remotivating him for employment. It was interesting, however, when he reached the point of readiness for employment, he repeated to the worker enthusiastically "I got to get a job -- I got to get a job."

It was clearly a job placement rather than training. A sheltered workshop accepted him for a trial period and he proved to be an excellent worker on maintenance. Mr. A. was finally placed in a permanent job.

H FAMILY

Mr. H. is employable and 49 years of age. He has an outstanding war record but never made an adequate adjust-

ment to civilian life, indicated by the fact that he has a serious criminal record.

Mrs. H. is an intelligent woman with a sense of humor and a philosophical attitude about her husband's situation. Excellent care is given to the three children by both parents and their school record is good. Mrs. H. treats her husband's unemployment lightly and states that she cannot remember when her husband last held a steady job.

Mr. H. indicated to the worker his interest in gardening and he was encouraged to start his own business and place an ad in the paper. He was promised car fare and tools if he needed them. At the time of closing the case, he had seven gardening contracts.

Some time later Mr. H. came to the welfare office and asked the worker enthusiastically to inspect one of his jobs. This was done in order to give him further encouragement.

E FAMILY

Mr. E. is forty years of age and he has not worked for ten years because of a medical diagnosis which he has held on to when he was not accepted for the army. This diagnosis has been supported by welfare medicals over the years.

The worker observed that Mr. E. did not react adversely to running up and down stairs to open the door when she called, so a referral was made to the hospital clinic. It was learned that a few years prior, Mr. E. was informed that there was no serious evidence of a chest condition. This information had never been given to the welfare office. Mr. E. was told the same thing again. The psychological component of avoiding the threat of returning to work after many years of unemployment was a question but the worker encouraged employment with the knowledge that he may have been supplementing his welfare and he did accept employment.

The above illustrations and many others in this study indicate the great importance of highly developed employment resources and the special need for manual jobs. Good rehabilitation policies and a flexible

creative approach by welfare workers can be frustrated without these resources. A deeper involvement in this aspect of the work will also add to the individual welfare worker's skill as a vocational counsellor.

Employers in the city gave ready cooperation in the achievement of rehabilitation objectives and it would appear that the rehabilitation idea as applied to long-term public assistance recipients had considerable public acceptance. But unemployment of a year's duration or more is a well-known hazard to successful placement.

Employers sometimes insisted on safeguards such as short-term temporary work to test the recipients willingness and to gauge the likelihood of satisfactory future adjustment.

Such a test situation might increase the recipient's anxiety over failure. It would thus be advisable to continue assistance for a period of two weeks in special situations in order to give the recipient the necessary confidence to make a good effort.

In any case repeated contact with employers proved most useful and an effort to maintain and extend this work would undoubtedly have great value as part of the rehabilitation program.

The following case illustrates the successful use of the exemption of part-time earnings over a short period with very concentrated follow-up.

F FAMILY

Mr. F. is fifty-two years of age and has three dependents. In the first interview the worker noticed that Mr. F. could not see to read the newspaper, so he was provided with glasses. It was after this that Mr. F. was requested to start making applications for work and reporting the results of his activity to the worker. At first Mr. F. did not co-operate but it was not long before he started to report his earnings. The following recording from the file indicates the worker's concentrated effort to maintain Mr. F's motivation for employment through exemption of earnings and encouragement to accept full-time employment.

February 5, 1964--Mr. F. worked yesterday and earned \$6.00 painting.

February 10, 1964--Mr. F. reported he earned \$5.00 snow-shovelling.

February 19, 1964--Not at home when worker called. Mrs. F. was told to tell him to come in the office. This he did not do.

February 24, 1964--Mr. F. reported \$24.00 earnings doing odd jobs.

February 26, 1964--Mr. F. reported earnings of \$4.00.

February 29, 1964--Mr. F. reported earnings of \$4.00 painting. Mr. F. was interviewed for a long time and given a great deal of encouragement. Mr. F. has already put several applications in at Construction Firms and feels he has a good chance.

March 9, 1964--Mr. F. earned \$5.00 March 3rd, 4th and 6th.

March 12, 1964--Mr. F. reported he earned \$5.00 March 10th and \$4.00 March 11th.

March 18, 1964--Mr. F. reported earnings of \$4.00 March 13th, \$5.00 March 16th and \$5.00 March 17th.

March 26, 1964--Mr. F. reported earnings which totalled \$38.00 for the past two weeks doing odd jobs and painting.

April 7, 1964--Mr. F. reported \$16.00 earnings snow-shovelling.

April 9, 1964--Mr. F. reported \$4.00 earnings. Mr. F. was told by the worker that it was now time to concentrate his efforts only on a steady job.

April 16, 1964--Mr. F. phoned to say he had earned more money at casual work and believed he had clicked on a steady job.

April 30, 1964--Mr. F. said he had earned \$40.00 a few days construction work. He starts Monday on a regular janitor's job taking care of five stores at \$50.00 per week plus extra income for odd jobs.

An expressed desire on the part of the recipient to be employed or possession of physical capacity for work may not always indicate rehabilitation through employment. In such situations the worker requires the professional assistance of other disciplines to assist in the assessment of the person's potential. It is only when this knowledge is obtained that

the worker can accept long-term dependency. This is illustrated by the following case example.

D FAMILY

Mr. D. is twenty-seven years of age and has been on public assistance regularly for the past five years.

Encouragement to get work was exerted by the Welfare Department prior to the project and Mr. D. was referred to a labouring job with sufficient income to support his wife and three children. Two days later, Mr. D. called up and said he had quit the job because he did not know "how to labour".

Early in the project, the worker discussed the work situation with Mr. D. who appeared to be limiting himself in the type of jobs he would consider. He also appeared to be extremely disturbed by the pressure to obtain work which had built up at this time by his parents, wife and the Welfare Department.

A psychiatric examination was arranged and this revealed that Mr. D. had a very low I.Q. and incapable of coping with stress. The doctor advised: "Our diagnosis is of inadequate personality. He has never held a job long and it is very doubtful if he could do so except under the most extremely protected conditions. He becomes difficult at home chiefly when the pressure is on him to find a job. He might possibly cease to be a social problem if he were considered simply as unemployable."

The family was granted Mothers' Allowances.

There were seven recipients who did not respond to the placement efforts by the study workers and these were declared ineligible for continued assistance. This motion was taken only after a thorough knowledge and understanding was obtained. Current practice in the Hamilton Welfare Department is somewhat more stringent in that all single employable persons are declared ineligible when employment in agriculture becomes available in the Spring. A more appropriate technique of dealing with this problem might be to develop more effective evaluation procedures relating to employability.

T FAMILY

Mr. T. is thirty-seven years of age. He has a wife and four children. The family first applied for assistance in 1958 and they have been on assistance continuously with the exception of one very brief period. His employment record prior to receiving assistance was good.

The worker called on this man from one to three times a week over a 4-month period and work was discussed with him from all angles. It was the worker's impression that Mr. T. was supplementing his welfare in a variety of ways and never reported his income. There were numerous examples on file of Mr. T. not being co-operative with the welfare office. Mr. T. was referred to many jobs. He was finally taken personally by the worker to a company who hired him for \$1.99 per hour. It was light assembly work with all the fringe benefits and a chance to learn a good trade.

His employer was pleased with his work but after 2½ days he quit stating that he had found another job. Mrs. T. called the office shortly stating that there was not sufficient food in the house because Mr. T. had left his last job due to a previous orthopedic disability. It was necessary to have a medical taken and the doctor advised that the disability did not limit him in the type of work that he was doing. Mr. T. was given another job and advised that no further assistance would be paid.

CASES REMAINING ON ASSISTANCE

Tables B, C and D are based on the evaluation conducted at the end of the project and only include those cases remaining on assistance at the end of the project.

TABLE B

LEVEL OF IMPROVEMENT

Level of Improvement	Control Group		Study Group	
	Number	Percent	Number	Percent
High Improvement	3	3.8	9	20.5
Some Improvement	12	15.2	30	68.1
No Improvement	64	81.0	5	11.4
Total	79	100.0	44	100.0

Differences in the rate of improvement between the control group and the study group shown in Table B may be accounted for by the techniques employed by the regular workers and the workers specially instructed for the study group. Visits made by regular worker to cases in the control group were primarily concerned with eligibility review. The regular workers do not have sufficient time to consider solving the recipient's difficulty that first made an application for assistance necessary.

The 'no improvement' cases in the study group represent static situations with adequate family functioning where no improvement could be reasonably expected. The regular workers did not have the same degree of knowledge about their cases, and if they did have, they were unable to focus their attention upon the situation.

The classification in Table C is based on the assessment of the individual welfare worker and does not include the possibility of successful referral to Mothers' Allowances.

TABLE C POSSIBILITY OF INDEPENDENCE WITHIN SIX MONTHS AFTER THE PROJECT

Possibility for Independence	Control Group		Study Group	
	Number	Percent	Number	Percent
Very possible	4	5.1	3	6.8
Some possibility	12	15.2	2	4.6
No Possibility	63	79.7	39	88.6
Total	79	100.0	44	100.0

The smaller percentage of cases with potential for independence in the study group indicates the greater success the workers in this group had with the rehabilitation of recipients who are consequently already off the assistance rolls. Those cases in the control group with potential for independence may eventually achieve this but over a longer period thus costing a good deal more in public funds.

Table D shows the relatively heavy concentration of study group cases in the 'Age and Health' and 'Child Care' reasons for preventing independence. The other categories are more open to improvement, and in fact, the workers in the study group achieved very good results with them. By contrast the workers of the control group are still coping with a considerable number in these less difficult categories and have shown less successful results in the two most difficult categories as well. This may be due to wrong classification of the reason for dependence due to a lack of knowledge about the situation. If the control cases were given the same intensive treatment as the study group, it is believed comparable results could have been expected.

TABLE D
REASON PREVENTING INDEPENDENCE

Employment Availability	Control Group		Study Group	
	Number	Percent	Number	Percent
Employment	26	32.9	6	13.5
Age and Health	21	26.6	20	45.5
Child Care	20	25.3	15	34.1
Psychological and Psychiatric	12	15.2	3	6.9
Total	79	100.0	44	100.0

It has been stated previously that the regular workers concerned themselves with the eligibility review and the project workers directed their attention to correcting the situation that gave rise to the need for assistance as well as the eligibility review. The low return for effort expended in the eligibility review is illustrated by the fact that a large percent of cases remained unchanged in the amount of assistance paid in both groups. The study and control groups had 83.5% and 84.1% respectively of the cases remaining on assistance unchanged in the

amount of assistance paid during the six month period. There was no significant difference either in the number of cases that increased or decreased in both groups.

Expenditures paid by the municipality on behalf of recipients, though not shareable with the senior governments, can result in considerable savings of direct assistance costs when they are paid as a rehabilitation measure. It can be anticipated that these expenditures may increase as services are improved but, properly applied, they may be viewed as an economy measure. Expenditures of this type were paid to 10.1% of the control group cases and 23.3% of the study group cases which were still in receipt of assistance at the end of the project.

The evaluation review indicated clearly that the study group workers were more active in seeking alternative resources, information and assistance from community health, welfare and educational services. While valuable information was obtained this may have caused a reduction in the necessity of the agencies to provide service in these cases. At the end of the project there were only 11.4% of the cases remaining on assistance in the study group which were utilizing other community services, compared to 26.6% in the control group. In many cases changes were routine and would have taken place with or without emphasis on eligibility review.

CONCLUSION

This demonstration of public welfare service, though of modest proportion, clearly supports Commissioner J. G. Attwood's conviction that people desire independence and can benefit from the constructive measures offered by the Hamilton Welfare Department. The provision of this service was not new to his Department, but it was an extension of the services already being provided. Mention should be made also of the total staff co-operation and encouragement given to the project.

There is no doubt that the present procedures in the Hamilton Welfare Department are most adequate in preventing the abuses that are likely to occur in public assistance. More emphasis on services to restore and improve independent living for welfare recipients is indicated. The long-term assistance recipient's lack of motivation, of capacity and of opportunity are definitely factors to be considered in the provision of a public welfare service. The development of resources, techniques of service and effective assessment of procedures are imperative.

In the best interests of the individual and the community, we should not accept long-term assistance as a condition. If we fail to achieve rehabilitation today through lack of resources, knowledge or insufficient staff, we may succeed tomorrow. Dependence is too destructive and too costly to be accepted as a solution with anything but the greatest reluctance.

RECOMMENDATIONS

1. The demonstration project clearly indicated the benefits to be derived from a more intensive treatment of selected cases. This cannot be given without reduced caseloads. At the same time, there is a need to train the staff to identify those cases which can benefit from the services given in the specialized caseloads.

The Hamilton Welfare Department already assigns cases to staff on a categorical basis and in the establishment of eligibility it appears quite successful. Only one case in the study and control groups was suspended because of information not previously disclosed. This represents an ineligibility rate of .5% which is very low in comparison with other studies in Canada and the United States. Departmental emphasis on eligibility, however, would need to be modified to give more weight to rehabilitation. While it is the responsibility of welfare workers to correctly assess eligibility they are also obliged to help recipients recover their independence as soon as possible.

The potential of present staff to perform the rehabilitative side of the job was shown clearly in the results of the project. Mr. Priest has subsequently encouraged other staff members to improve their skills in this area and enthusiasm for rehabilitation objectives has carried over to the entire staff.

2. Complete integration of the eligibility and rehabilitation functions under the supervision of a Director of Welfare Services follows from recommendation 1. Services could then be coordinated and standardized which would permit the development of a uniform staff development program.

3. The new approach must be implemented with the first step, at the point of intake, and so current reception procedures and techniques would need revision.

The attitude toward dependency of the new applicant and the long-term public assistance recipient are generally conceded to be quite different. We have already spoken of the degenerative effect of receiving public assistance over a period of time which makes it more difficult to remotivate the client toward self-dependency. More attention to the applicant's specific problems at the beginning may well reduce the period of dependency and result in a more efficient service.

4. Greater emphasis on help with employment and retraining is indicated. Unemployment problems for the recipient with poor vocational resources are continually multiplied by the advance of industrial technology. The Welfare Committee might well study the provision of employment opportunities and vocational programmes for this group of applicants.

5. It follows from the previous recommendation that welfare workers require more training in vocational rehabilitation counselling.

Re-employment of recipients accounted for the largest number of case closures in the study group. Welfare workers made personal visits to employers and in some cases "sold" the recipient to them as a prospective employee. These contacts frequently proved useful in the placement of other recipients. The responsible attitude of employers toward giving these dependents a chance played an important part in the success of the project and if the employment resources are to be maintained in good repute with the Welfare Department, welfare workers must learn to make accurate referrals, based upon a complete assessment of the person.

6. The use and development of medical, psychological, psychiatric and vocational assessments for recipients are of prime importance to the rehabilitation program. These services may be readily purchased by the Department in the community.

The principles underlying good rehabilitation practice for the physically and mentally disabled person serve the socially disabled equally well. If these problems are to be accurately identified and efficiently solved help from specialists in the community may become essential. This will require additional expenditures above actual assistance payments and justification for this will ultimately be found in reduced periods of dependency. In any case the Provincial Rehabilitation Services will absorb some of the cost under existing Dominion-Provincial agreements.

7. Provision for more time to be spent in the field by welfare workers might be assisted by a reduction in clerical responsibility. For example, the twice monthly authorization of assistance cheques could be eliminated by using a mailing list for certain cases similar to the method already being used for single unemployable persons.

The extension of this recommendation into a study by senior staff members of more effective methods of caseload management in the Hamilton Welfare Department would be valuable. If the case were more accurately classified according to the service required, it is believed that many benefits would be gained.

8. The General Welfare Assistance regulation permits the municipality wide discretionary powers in the treatment of earned income. The exemption of part-time earnings as incentive and encouragement requires further experimentation. It is believed to be most applicable in cases where the independence of the recipient is relatively a long way off. This will allow time for more effective rehabilitation planning.

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