



GOVERNMENT OF THE YUKON TERRITORY

DEPARTMENT OF SOCIAL WELFARE

Annual Report

1966-1967

YUKON TERRITORY

1966-67

Annual Report

of the

Department of Social Welfare

General Responsibilities

The Department of Social Welfare is responsible for the administration of a total public welfare program in the Yukon Territory. With the exception of services under the General Assistance program, the Department provides a full range of social welfare services to both Indians and Non-Indians. General Assistance to Indians in the Yukon is provided by the Yukon Indian Agency of the Federal Indian Affairs Branch.

Social welfare programs presently administered by the Department are as follows:

1. General Assistance
2. Categorical Assistance
3. Family and Child Welfare Services
4. Probation Services (effective January 1967)
5. Alcoholism Services

The Department of Social Welfare is also responsible for the operation and administration of:

1. St. Mary's Nursing Home - Dawson City
2. Senior Citizens' Home - Dawson City
3. Senior Citizens' Home - Whitehorse
4. District Welfare Office - Dawson City
5. District Welfare Office - Watson Lake
6. Branch Office - Whitehorse
7. Residences for social work staff

Legislative Responsibilities

The Department is responsible for the administration of the following territorial legislation:

1. Protection of Children Ordinance
2. Children of Unmarried Parents Ordinance
3. Old Age Assistance and Blind Persons Allowance Ordinance
4. Disabled Persons Allowance Ordinance

In addition, the Superintendent of Child Welfare is involved in, and has certain defined responsibilities under the Adoption Ordinance and Regulations.

Administration

The headquarters operation of the Department is located in Whitehorse. District welfare offices are situated in Dawson City and Watson Lake with a resident social worker in charge. A branch office in Whitehorse accommodates the Social Assistance Division and the Alcoholism Services Division. Total staff complement is 45 consisting of:

Professional Staff

Administration:	Director, Administrative Assistant
Family & Child Welfare Services:	Supervisor, 4 social workers
Social Assistance Division:	Supervisor, 1 social worker
Probation Service:	2 Probation Officers
Field Offices:	2 Area Social Workers (1 - Dawson, 1 - Watson Lake)
Alcoholism Services Division:	1 Alcoholism Consultant

Clerical and Operating Staff

Office Staff:	10
Staff - Nursing Home and Senior Citizens' Homes:	21

The Casework Supervisor, in addition to supervising the 4 social workers in the Family and Child Welfare Division, also supervises the probation officers in Whitehorse and the family and child welfare and probation caseloads of the area social workers. The Supervisor in the Social Assistance Division is responsible for the supervision of the Social Assistance and Categorical Assistance programs and, in addition to supervising the social assistance worker in Whitehorse, supervision is also exercised over that portion of the area social workers' generalized caseloads which pertain to these two programs. The area social workers carry generalized caseloads which include the provision of probation services in their respective districts.

A fairly extensive coverage of the Yukon is provided by the Department with a full range of social services being extended to all areas. Because of population concentration Whitehorse has the heaviest caseload and the largest proportion of our resources, such as foster homes, hostels, child-caring facilities, boarding homes for the aged, etc. are located in Whitehorse. The social workers stationed in Whitehorse provide services in the Whitehorse-Carcross areas and also make regularly scheduled trips north along the Alaska Highway to the Alaska border, south along the Highway as far as Teslin, and along the Whitehorse-Mayo Highway to the Community of Carmacks. The area social worker located in Dawson City provides services in the Dawson, Mayo-Elsa areas, and south along the Mayo-Whitehorse Highway to Pelly Crossing; the Dawson social worker also makes scheduled trips via aircraft to the village of Old Crow. The area social worker in Watson Lake is responsible for the Watson Lake-Upper Liard area, and the communities, or villages, along the Alaska Highway to south of Teslin; this worker also covers the settlement of Ross River and because of the increasing mineral activity in this area and the proposed development of the Anvil property near Ross River, more frequent visits are being made in order to provide services in keeping with the growth of this particular area. By agreement with the British Columbia Department of Social Welfare, emergency welfare services are provided by the Watson Lake worker in the village of Lower Post, B.C., which is located on the Alaska Highway 20 miles south of our Watson Lake office and 550 miles north of the closest B.C. Social Welfare Office at Fort St. John, B.C.

General Assistance and Categorical Assistance Programs

The services provided under these programs are the following:

General Assistance:

Note: Residents of white status only are eligible for General Assistance.

1. Social Assistance (social allowances and material aid)
2. Supplementary Allowances to Non-Indian recipients of
 - (a) Federal Old Age Security
 - (b) Territorial Old Age Assistance, Blind and Disabled Persons Allowances
3. Services for the care of the aged:
 - (a) Nursing Home Care
 - (b) Residential Accommodation (Senior Citizens' Homes)
 - (c) Boarding Home Care

The purpose of the General Assistance program is to provide those persons in need with the assistance or care that they require and to encourage the development and attainment of self-dependency of each

individual, where this is possible. During the year, assistance was granted to persons and families (Non-Indians) who were unable to provide for themselves and their families the basic necessities or meet unusual needs. A more intensive casework service has been provided this past year to welfare recipients; especially in the family group, and these services have greatly contributed to the recipients' rehabilitation and early return to self-dependence.

This is reflected in the caseload movement for the year which indicates that 358 new cases were opened and 323 cases were closed during the twelve month period. There would indeed be cause for concern if there was not such a turnover in the caseload because it would indicate a static situation where financial assistance was being extended by the Department without any concentrated effort on the part of the Department's social work staff to bring about an amelioration - in the conditions which created the dependency upon the agency for assistance.

Every effort is made to administer social assistance in such a way that individual initiative is stimulated and the normal desire to accept personal responsibility for the support of oneself and one's family is encouraged. It must be recognized, however, that because of age, infirmity, physical or mental handicap, or misfortune of some kind, it is not possible to fully rehabilitate many individuals, and it is therefore necessary to provide for these people the care and social aid they may require to make their lives as meaningful and constructive as possible either in the community or in an institutional setting.

In the year under review allowances were also granted on the basis of need to Non-Indian recipients of Federal Old Age Security and Territorial Categorical Assistance in order to supplement their pensions and enable them to meet their total needs and maintain an adequate standard of living. Services for the care of the aged were also provided under the General Assistance program including boarding home care, nursing home care and provision of accommodation in our senior citizens' homes for elderly residents who are capable of self-care. These services to the aged are included in the General Assistance caseload figures thus the 1966-67 caseload for this program does not only represent the number of cases of financial assistance to the unemployed, deserted wives, transients, etc., but also includes cases of aged persons who were provided with supplementary allowances, nursing care and domiciliary care. It should also be mentioned that medical and other health services are provided as required by recipients of social assistance and their families as well as to our aged people. Health services are also provided to those who are not welfare recipients but who cannot afford the needed medical treatment or drugs due to their limited financial resources or near indigent state; in these cases the assistance is provided only after a needs test has been carried out to determine eligibility for medicare.

Caseload figures and other statistical data pertaining to the General Assistance program may be found in the appended schedules.

Categorical Assistance;

Note: All residents (Indian and White) are eligible for categorical assistance.

1. Old Age Assistance
2. Blind Persons Allowance
3. Disabled Persons Allowance

Categorical Assistance is provided for under territorial legislation and the three programs are governed by Federal Government legislation and regulations. The Department extends its categorical assistance programs to all residents of the Yukon with the costs of assistance being shared by the Federal Government.

Yukon Residents 65 to 68 years of age are eligible for Old Age Assistance up to a maximum of \$75.00 per month on the basis of a means test. The reduction in yearly stages of the age requirement for Federal Old Age Security to 65 years in 1970 will eliminate the Territorial Old Age Assistance program in the 1969-70 fiscal year.

Blind Persons Allowance is available to residents 18 years of age and over who are handicapped by loss of sight and Disabled Persons Allowance is available to residents, 18 years of age and over, who are totally and permanently disabled as prescribed by the regulations. Both allowances are in the amount of \$75.00 per month and can only be granted on the basis of a means test.

Caseload data and expenditure figures relating to these categorical programs will be found in the appended schedule.

Family and Child Welfare Services

Family Service is a social service designed to provide professional guidance and counselling with a variety of family problems where financial assistance or specialized child welfare services are not required. During the year the Department provided casework service to families with problems resulting from marital conflict, alcoholism, child behavior problems and other causes of family stress. With the absence of a family counselling agency in the community and the increasing population due to the recent expansion in mineral development and mineral activities in the Territory, there is a greater demand now being placed upon the Department for this type of counselling service. In view of the priority that must be given to our statutory responsibilities in the public assistance and child welfare fields, the department staff is not able to provide the intensive service that is really needed in this area.

Family counselling is a vital service, particularly in a northern community such as Whitehorse, for the development of a sound and healthy social climate. There is a great need for a private family counselling agency in Whitehorse, and with the anticipated arrival of a clinical psychologist to the staff of Northern Health Services in Whitehorse to provide specialized supportive services in the area of emotional and behavioral problems, much could be accomplished in ameliorating and resolving problems and serious conflicts in the family group, keeping in mind the prevention of family breakdowns and their consequent higher social and economic costs. It is recommended that the Territorial Government provide encouragement and financial support for the establishment of this much needed social agency in the near future. If it should not be practicable, or possible, for the agency to be operated privately, then consideration should be given to its formation as an adjunct of the Social Welfare Department under the direction of the Department but operated as a separate activity and as much as possible in the same manner as a private community agency would function.

The caseload statistics for 1966-67 do not show the number of family service cases handled by the Department as these have been included in the Protection Caseload figure for administrative purposes. In view of the increase in the demand for this type of service, a separate statistical category has been established as of April 1, 1967.

Child Welfare Services

Under this program a variety of services are provided for children and their families as follows:

1. Protection of Children
2. Child Care (foster home, group home and institutional care)
3. Foster Home and Adoption Home Finding
4. Adoption Placements and Supervision
5. Services to Unmarried Parents

The Department is fully responsible for the provision of child welfare services in the Territory, and extends the full range of services to Indians throughout the Yukon by virtue of a special agreement with the Federal Government's Indian Affairs Branch. There are no private child welfare agencies operating in the Yukon Territory. Family Allowances for all children in the care of the Superintendent of Child Welfare are administered by the Department.

Child welfare services offered by the Department are designed to reinforce, supplement or substitute for parental functions which parents cannot, or will not, perform fully, and to improve conditions for children and their families. Each of the above listed services involves a complex of activities, specialized resources and provision for the care and protection of the child and for the treatment of specific problems of the child and his parents which have resulted in, or from, the lack of suitable care and which interfere with the meeting of the child's needs.

The Protection of Children program is not only a protective service for neglected children but the program is broadened to include the prevention or amelioration of the conditions which create physical and emotional neglect in homes where the children still remain with their parents. During the year a fairly extensive protection service has been provided by the Child Welfare Division of the Department with emphasis on the provision of preventive and remedial services.

Although intensive casework services are being provided by qualified and competent social workers, and many serious family situations have been stabilized this past year resulting in greater improvement in parental functioning and better child care, still there has been a significant increase in Child Protection work during 1966-67. The Department was required to provide services in 170 Protection cases involving 827 individuals as compared with 116 cases and 605 individuals as in the previous fiscal year. (Note: The 1966-67 Statistical Table includes in the Protection Caseload 53 Family Service cases involving 160 persons - these figures have been deducted to arrive at the actual Protection caseload as shown above).

It would be easy to state that the recent upsurge in the economy of the Territory is largely to blame for this increase in social problems, however, we know that there are many more causative factors involved. The increased activity in mineral exploration and the present and future development of proven mineral properties have created an economic boom in the Yukon, and there is no doubt that in the wake of the influx of transient workers and the many undesirables who are usually attracted to the north country at a time like this, our social problems are bound to increase, still the causation of these problems is related to many complex factors, and the amelioration, or resolution of these social ills is not going to be accomplished solely by the work of the Department of Social Welfare, but this requires a total involvement of Government (welfare, health, housing, education etc), social institutions, and the Community. In our overall efforts to develop the Yukon we must not overlook the development of our

human resources and priorities in expenditures must always take this into account this grave responsibility the Government has for the welfare of its people.

The greatest percentage of the Department's child protection work is with the Indian and Metis families. These services are usually necessitated by excessive drinking which, it is felt, is a result of the interaction of many factors. The Indian people are still experiencing a great deal of stress and strain as their own culture has been affected so greatly by the impact of the white man's culture; A good deal of subtle prejudice exists and is directed toward the Indian and part Indian and there is a consequent demoralization, depression, lack of self-esteem and self-confidence. The relationship of low self-esteem and heavy drinking among these people is very obvious, and excessive drinking seems to be their chief defence against their feelings of inadequacy, insecurity, and an unproductive way of life.

As a result, the plight of the child of heavy drinking Indian and Metis parents is indeed a sad one. Deprivation of food, clothing, and adequate shelter, the lack of good physical care and emotional neglect is usually the common lot of these children. Wherever there has been physical deprivation there is usually emotional deprivation as well, and as a result many of the children who have had to be removed from parental care bear deep and long lasting emotional scars.

The Child Care program was an extremely active one in 1966-67 and although the number of children in care during the twelve month period exceeded the previous year's total by only seven children, the total number of days of care provided during the year increased by 6,150. The number of placements increased from 346 in 1965-66 to 464 for the year under review - these placements include children admitted to care and placed in foster homes and other child-caring facilities - children transferred from child-caring facilities to foster homes, from foster homes to relatives, moved from one foster home to another, etc., and children discharged from care and placed back in the parental home. The number of placements gives an indication of the activity in the child-care program during 1966-67.

The proportion of emotionally disturbed children of all ages who came into care as neglected children is high. In most cases, the primary reasons for taking these children into care usually are continual abandonment by the parents, inadequate child care and physical neglect. The majority of these children have been emotionally neglected to some degree, and most of the parental neglect and continual disregard of parental responsibilities can be directly related to excessive drinking in the home which, it is recognized, is usually symptomatic of other social and cultural problems.

Of the 307 children in care during the year, 76% were cases of parental neglect, cruelty or desertion, occasioned by excessive-drinking parents. Ninety percent of the children in care are Indian or part-Indian and involved the marginal income and poverty-stricken groups.

A total of 307 children were provided both ward and non-ward care in 1966-67; 134 were discharged and 173 children still remained in the care of the Superintendent of Child Welfare at March 31st, 1967 as compared with 154 children still in care at the end of the previous fiscal year, an increase of nineteen. The composition of the year and active caseload is 125 wards, 45 non-wards and 3 wards of other provinces.

The Department's responsibilities for meeting the needs of the children in our care touches upon all aspects of a child's life including, as it must, his health and his social, intellectual and

emotional development. In addition to making provision for meeting the normal developmental needs of children under our care, and for treatment of their special problems, the Department also provides casework services to the parents of children-in-care, with the problems associated with their impaired parental functioning. Planning for each child in care is considered to be of the utmost importance, and continuing studies are made of the children-in-care to ensure that no child is remaining in care when plans could be made for his return to his parents or by making permanent plans for his adoption. Where return of the child to his own family is the anticipated outcome, the Department provides continuing help to the parents in maintaining their relationship with the child and appropriate casework services are made available to help the parents deal more effectively with the environmental or personal problems in the home situation which necessitated the child's removal from the home.

The Department has experienced considerable difficulty during the year in finding sufficient foster homes for our children, particularly for the adolescent child, and for family groups of children. The Department makes every effort to keep children of the same family together when making placements in order not to increase the already existing traumatic effects of separation from the parents as well as to maintain and strengthen sibling relationships. There is a great need for a number of family homes which can be used for a group of children of the one family, as well as for group homes for the adolescent child with special needs who cannot accept close relationships but who can relate to a family as part of a group.

Final drawings on the Department's first Children's Group Home have now been completed and construction will commence in May, 1967 with completion date set for November, 1967. As mentioned earlier in this report the proportion of emotionally disturbed and "problem" children coming into our care is increasing and suitable facilities must be provided to ensure that these children receive proper care and treatment. It is recognized that an important and accurate measurement of the quality and effectiveness of our child welfare program is the adequacy and variety of the resources that are available in the Yukon Territory for the care and treatment of children with a diversity of needs and problems. The Department's Group Home will provide accommodation and care for 10 to 12 adolescent children with special needs and for whom foster home or institutional care is contra-indicated, or where such care is unavailable. A program of intensive casework services will be extended by existing social work staff to help these children with their emotional problems and hopefully bring about a change in attitudes and behavioural patterns.

The Adoption Program showed a slight decrease in the number of placements although activity in this area remained at a high level. Although our position in the Yukon Territory is not as serious as in the provinces, still we are faced with an increase in the number of children being relinquished for adoption and a levelling off of adoption applications. The illegitimacy rate in the Yukon, and in Canada, is increasing each year as is evidenced from the following comparative statistics:

	1965			1964		
	Total Live Births	No. Illeg. Births	% of Live Births	Total Live Births	No. Illeg. Births	% of Live Births
Yukon	428	100	23.4%	514	90	17.5%
N.W.T.	1,191	182	15.3%	1,266	161	12.7%
British Columbia	33,669	3,731	11.1%	35,897	3,393	9.5%
Alberta	32,664	3,197	9.8%	36,169	2,991	8.3%

The high rate of illegitimacy in the Yukon can be related to our unique situation of a high proportion of common-law unions, as well as the large number of "Indian custom" marriages amongst the Indian population which, although we acknowledge them, are not legal marriages when applying our legislation to the situation; thus, the children born to these Indian couples are registered as illegitimate although the parents are considered to be married to each other in the eyes of their own people in accordance with their cultural heritage. Another contributing factor in the rise in illegitimate births is believed to be the lowering of moral standards and a slow deterioration in moral values in today's society.

The legal completion of both agency and private adoptions is now being carried out by the Department with the assistance of the Yukon Government's Senior Advisory Counsel. The only charge to the adopting parents is for the court registration fee and the fee for a new birth certificate, a total of \$7.00. Previously the legal completion of all adoptions had to be handled by local solicitors whose fee was \$75.00 for agency placements, and varied from \$75.00 to \$200.00 for private adoptions, depending upon the circumstances of the particular case. This present arrangement was established with the concurrence of the legal profession in the community. Since the implementation of the new procedure we have been able to legally finalize a number of private adoptions for Indian status people who could not previously afford to proceed with the adoption of a child of a relative or a child "given" to them by an unmarried young girl in the Indian village. This new arrangement has also led to an increase in the number of step-parent adoptions by couples in the low-income group. All private adoptions are fully investigated by the Child Welfare Division and no Order of Adoption is granted by the Yukon Territorial Court without the report and recommendation of the Superintendent of Child Welfare. The Superintendent assumes the responsibility for the preparation of all court documentation, and the Senior Advisory Counsel presents the application to the Judge in his Chambers.

Adoption Data - April 1/66 - March 31/67
(Agency placements only)

Adoption Homes under supervision at April 1/66	17
Children placed on adoption probation	<u>10</u>
Total Adoption Homes under Supervision	27
Agency adoptions completed (Adoption Orders Granted)	<u>16</u>
Adoption Homes still under supervision at March 31/67	<u><u>11</u></u>

In addition to the above, there were 7 Private Adoption cases (step-parent adoptions and private placements) handled by the Department making a total of 34 adoption cases carried during the fiscal year. Adoption Orders were granted by the Yukon Territorial Court in all 7 private adoption cases thus a total of 23 Orders of Adoption were granted during the year. Of the 10 agency adoption placements in 1966-67, seven were made by the Yukon Department, two by British Columbia and one by Alberta in approved adoption homes in the Yukon. The adoption placements made by the two western provinces were made in accordance with the formal agreement existing between the Yukon Superintendent of Child Welfare and his counterparts in British Columbia and Alberta. In these placements the Yukon assumes responsibility for supervision of the placement during the probationary period, and arranges legal completion of the adoption except in the case of the Alberta placements. These are legally completed by the Alberta Child Welfare Department in the Alberta Courts.

The program of Services to Unmarried Parents was quite active during the year under review with services having been provided in 41 cases as compared with 29 cases in the previous fiscal year. These services consisted of:

- (a) counselling the unmarried mother and providing skilled help to enable her to make a sound plan for her expected child,
- (b) arranging for maternity home care and maintenance if necessary,
- (c) interviewing the putative father to obtain acknowledgment of paternity and agreement to support,
- (d) assisting the unmarried mother in proceeding with legal action against putative father in accordance with provisions of the Illegitimate Children's Maintenance Ordinance,
- (e) negotiation of three-party maintenance agreements,
- (f) arranging for relinquishment of the child for adoption where this is the mother's decision, preparing comprehensive social history and arranging for the execution of the legal documentation involving the mother's consent to adoption and supporting documents,
- (g) the finding of a suitable adoption home for her child.

The Probation Services program established by the Department of Social Welfare in 1964 was transferred on April 1, 1966 to the newly formed Department of Corrections. This service was subsequently transferred back to the Department of Social Welfare on January 16, 1967. A number of immediate changes in the administration of the program were implemented in order to avoid obvious duplication of services and consequent higher administrative costs. One of these changes was to transfer the court work and supervision of probationers in the outlying communities to the area social workers resident in these areas who provide a full range of social services in the northern and southern areas of the Yukon. Previously, the Probation Officers, located in Whitehorse, were able to visit these areas only once every five or six weeks whenever the Magistrate's Court travelled to these districts on its regularly scheduled circuit. The standard of probation services in the northern and southern areas has been greatly improved as a result of the probation work being assumed by the area social workers and it is now possible to provide better supervision and more intensive counselling to juvenile and adult probationers and their families who are resident in these areas. The majority of juvenile probationers in these outlying communities come from multi-problem families to whom the social worker is already providing child protection or family services of one kind or another, and therefore the worker is familiar with the total family problem.

Present staff consists of one male and one female probation officer who provide services in Whitehorse and the surrounding areas. Present caseloads permit each probation officer to provide an effective casework service embracing supervision, prevention and court services. Although the Probation Service retains its particular identity it is now functioning as an integral part of the Department of Social Welfare and as such, it has the supportive services and resources of an experienced Department which has a well developed program of social welfare services, and it is felt that the present arrangement will lead to a much improved and more comprehensive probation service, particularly in the juvenile offenders field, where the services provided are so closely related to the services provided

under the existing family and child welfare program. It is now possible for the Probation Service and the Child Welfare Service to achieve a much better coordination of services to children and their families.

During the year under review 36 juveniles and 41 adults were placed on probation, and 134 pre-sentence reports were prepared at the request of the courts. Five juvenile offenders were committed to a Correctional institution in one of the western provinces. Administration costs of the Probation Service amounted to \$44,307.00, and maintenance costs of juveniles in institutional care was \$13,668.00.

Probation Services during 1966-67 consisted of:

- | <u>1. Juvenile Offenders Program</u> | <u>2. Adult Offenders Program</u> |
|--------------------------------------|-----------------------------------|
| (a) Preventive Services | (a) Court Services |
| (b) Court Services | (b) Probation Services |
| (c) Probation Services | (c) Parole Services |
| (d) Institutional Care | (d) After-Care Services |
| (e) After-Care Services | |

Alcoholism Program

Since the establishment of this service in February 1966 exceptionally good progress has been made in the development of a comprehensive and effective program of preventive, treatmental and educational services designed to reduce the incidence of individual and community problems arising from excessive or undisciplined use of alcohol.

There is no doubt that marital disruption, family disintegration, illegitimacy, neglect of children, and the high incidence of venereal disease and other public health problems would be greatly lessened if excessive drinking was reduced. It is also estimated that as high as 90% of the criminal offences and infractions occurring in the Yukon are alcohol-related. The adverse effects of excessive drinking upon public welfare and public safety are very evident. The costs borne by the government for health and welfare services extended to persons or families in need of such services, directly or indirectly, due to indiscriminate drinking or alcoholism, are very significant amounts. It seems possible, by the application of reasonable preventive measures, to reduce the incidence of alcohol problems and all the enormous social and personal problems and costs these create.

Utilizing the North American statistical average for alcoholism adjusted upward for the Yukon's high per capita consumption of alcohol, it is estimated there are upwards of 1,350 alcoholics in the Yukon Territory. Since Canada-wide evidence indicates that three or four other persons are directly affected by the alcoholic and utilizing the lower of the two figures to allow for the high incidence of single men in the Territory, 4,050 collaterals in addition to the alcoholic total represent the group to which services can be offered by the Yukon Alcoholism Services.

For the first time in Canada, a comprehensive test instrument was developed and administered to every student in the Yukon school system, Grades 8 through 13. Although the data from this study was not refined during the fiscal year under discussion, the below listed information was developed through the raw data:

- (a) 93% of the study group had some experience with alcohol.
- (b) Over 21% occasionally drink alone
- (c) Almost 40% have been ill from drinking at least once or twice

- (d) Almost 35% have been high or tight during the month preceding the study.

The Yukon Alcoholism Services has had direct contact with over two hundred alcoholics since its inception.

As Alcoholics Anonymous is the only continuing treatment resource available in the Territory, continuing contact with this organization is maintained at all costs. Over 200 contacts have been had, including liaison attendance at Alcoholics Anonymous meetings, case consultations and administrative conferences.

There have been fourteen major projects brought to completion and continuing contact is kept with the media, culminating quite recently in a regular once-weekly radio spot during prime time.

It is our view that serious consideration should be given to the study and establishment of principles which could be the basis for new legislation designed to bring about a comprehensive health approach to alcoholism and related disorders. In the view of long-established and experienced alcoholism and drug addiction research foundations such legislation would have two main goals:

1. to provide that chronic drunkenness offenders (persons now punished repeatedly under the law against public drunkenness) should be dealt with as sick people and be directed by the courts into treatment rather than to confinement in a correctional institution,
2. to provide some method whereby persons not normally arrested, who are nonetheless by reason of their alcoholism, doing serious harm to themselves and their families, may be subject to some form of civil commitment for treatment, not necessarily involving involuntary commitment.

If we are ever to bring the problem of alcoholism in the Territory within manageable proportions and effect economies in public expenditures for the government services (e.g. courts, police, jails, health, welfare, etc.) which are necessary to cope with alcoholism and all the health and social problems attributable to alcoholism, then we should be thinking in terms of accepting alcoholism as a treatable disease and initiate planning to develop appropriate treatment facilities which would permit a multi-disciplinary team (e.g. physician, resident psychologist, visiting psychiatrist, alcoholism counsellor and social worker) to provide the necessary treatment services. With a treatment facility and the necessary progressive legislation, as outlined above, tremendous advances could be achieved in the efforts of all government agencies to bring about an amelioration in the many and complex health and social problems we are continually faced with here in this far northern area.

The medical profession, judiciary, police, clergy, Department of Social Welfare, Northern Health, and other agencies and individuals all have made and continue to make excellent use of the services provided by the agency and have come to look upon the "Yukon Alcoholism Services" as a supportive facility and a much needed resource in the Territory.

Conclusion

We are very much aware of the fact that preventive services are a necessary and vital part of a social services program and that the caseloads of the professional staff must be kept within workable limits

so as not to preclude the provision of such services. It is not so much the population growth of the Territory that should be used as the basis for improving and expanding a public welfare program, but the extent and complexity of the conditions and social problems which are existent in our Territory and the need to prevent conditions from worsening, to alleviate suffering and hardships, and generally, to improve the social climate of the Territory, should be the main guidelines.

Generally, a good deal of progress has been made during the year in all areas of the Department's work. Development of existing welfare programs is continuing in the light of changing conditions and existing needs in the Yukon. It should be noted however, that the Yukon Territory lacks the many supportive facilities that are needed to properly deal with many of its social problems. The effectiveness of a public welfare program is dependent on the availability of supportive resources which assist in the prevention of social problems and provide treatment and rehabilitation in other areas.

Specific Needs and Recommendations:

1. There is an urgent need for a Juvenile Training Home for the detention and rehabilitation of juvenile offenders committed by Juvenile Court. It is no longer possible to obtain accommodation in juvenile correctional institutions in the western provinces because of their own needs.
2. An expansion of residential facilities for senior citizens, particularly for aged married couples. Present facilities are filled to capacity.
3. An expansion of nursing-care facilities to meet the ever increasing need for this type of specialized care. Present facilities are filled to capacity.
4. An expansion of group home facilities to meet the growing need in the Yukon Territory for this special type of child-caring facility, particularly for the growing number of emotionally-disturbed children coming into protective care of the Department - the employment of specialized staff in order to develop and implement an intensive treatment program for these children.
5. It is hoped that a soundly based housing program can be developed to alleviate the hardship and suffering in the poverty-stricken group. Such a program would be designed to bring about improvement in existing conditions and help to increase the effectiveness of the preventative and rehabilitative services being provided to this group by the health and welfare agencies in the Territory.

Expenditure breakdowns, per capita costs and other statistical data will be found in the attached Schedules.

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SCHEDULE "A"

COMPARATIVE FINANCIAL DATA ON SOCIAL WELFARE VOTE

FOR FISCAL YEAR ENDING MARCH 31, 1967

<u>VOTE 15 - SOCIAL WELFARE</u>	<u>1966/67</u>	<u>1965/66</u>	<u>Increase or Decrease</u>	<u>+</u> <u>-</u>
<u>Establishments</u>				
1500 Administration	\$142,512.64	\$113,634.84	\$28,877.80	+
1501 Child Welfare Services	133,582.38	105,743.21	27,839.17	+
1502 Social Assistance	1,422.40	6,547.08	5,064.68	-
1503 Unemployment Assistance	94,180.40	88,662.01	5,518.39	+
1504 Old Age Assistance	18,765.99	28,871.09	10,105.10	-
1505 Blind Persons Allowance	5,625.00	5,775.00	150.00	-
1506 Disabled Persons Allowance	2,700.00	2,325.00	375.00	+
1507 Alcoholism Services	10,273.19	2,498.05	7,775.14	+
1510 Correctional Program	- -	14,990.75	14,990.75	-
1511 Welfare Training Grants	- -	1,934.00	1,934.00	-
1512 St. Mary's Nursing Home - Dawson	105,924.17	92,461.84	13,462.33	+
1515 Senior Citizens' Home - Whitehorse	13,061.03	11,407.61	1,653.42	+
1516 Senior Citizens' Home - Dawson	4,218.87	4,170.73	48.14	+
1520 Whitehorse Welfare Staff Residences	714.00	1,717.14	1,003.14	-
1521 Dawson Welfare office and Residence	1,741.79	1,816.78	74.99	-
1522 Dawson Nursing Home Staff Residence	2,169.14	1,863.42	305.72	+
1523 Watson Lake Welfare Office & Residence	<u>3,764.18</u>	<u>1,963.65</u>	<u>1,800.53</u>	+
TOTAL EXPENDITURE - VOTE 15	<u>540,715.18</u>	<u>486,382.20</u>	<u>54,332.98</u>	+

Summary of Total Vote Expenditure

(a) Administration	142,512.64	113,634.84	28,877.80	+
(b) Miscellaneous Services *	- -	16,924.75	16,924.75	-
(c) General Assistance & Categorical Assist.	122,753.79	132,180.18	9,426.39	-
(d) Child Welfare Services	133,582.38	105,743.21	27,839.17	+
(e) Alcoholism Services	10,273.19	2,498.05	7,775.14	+
(f) Operation of Nursing Home & Sr.Cit.Home	123,204.07	108,040.18	15,163.89	+
(g) Operation of Staff Residences and District Welfare Offices	8,389.11	7,360.99	1,028.12	+
	<u>\$540,715.18</u>	<u>486,382.20</u>	<u>54,332.98</u>	+

Note: Miscellaneous Services shown above for 1965/66 include minor expenditures for Training Grants and Correctional Program (Probation Service only); these expenditures together with the minor expenditure in 1965/66 for Alcoholism Services were included under Administration costs in the Summary of Total Vote Expenditure in the 1965/66 Annual Report.

SCHEDULE "B"

EXPENDITURE RECOVERIES - NET EXPENDITURES

FOR FISCAL YEAR 1966/67

<u>Establishment</u>	<u>Amount of Expenditure</u>	<u>Expenditure Recoveries</u>	<u>Net Expenditure</u>
1500 Administration	\$ 142,512.64	\$ 10,000.00	\$ 132,512.64
1501 Child Welfare Services	133,582.38	60,627.09	72,955.29
1502 Social Assistance	1,482.40	- - -	1,482.40
1503 Unemployment Assistance	94,180.40	87,338.55	6,841.85
1504 Old Age Assistance	18,765.99	8,941.35	9,824.64
1505 Blind Persons Allowance	5,625.00	3,952.55	1,672.45
1506 Disabled Persons Allowance	2,700.00	1,350.00	1,350.00
1507 Alcoholism Services	10,273.19	- - -	10,273.19
1510 Correctional Program	- - -	- - -	- - -
1511 Welfare Training Grants	- - -	- - -	- - -
1512 St. Mary's Nursing Home, Dawson	105,924.17	30,694.33	75,229.84
1515 Senior Citizens' Home, Whitehorse	13,061.03	3,608.00	9,453.03
1516 Senior Citizens' Home, Dawson	4,218.87	537.50	3,681.37
1520 Whitehorse Welfare Staff Residences	714.00	- - -	714.00
1521 Dawson Welfare Office and Residence	1,741.79	- - -	1,741.79
1522 Dawson Nursing Home Staff Residence	2,169.14	- - -	2,169.14
1523 Watson Lake Welfare Office & Residence	3,764.18	- - -	3,764.18
	<u>540,715.18</u>	<u>207,049.37</u>	<u>333,665.81</u>
		+ 18,876.10	- 18,876.10
TOTALS	<u>540,715.18</u>	<u>225,925.47</u>	<u>314,789.71</u>
Comparative figures for 1965/66	486,382.20	210,646.76	275,735.44

Reasons for Increases over \$5,000.00 in Gross Expenditures

- (a) Administration: General pay increase of 15% accounts for 75% of the expenditure increase and salary of one additional social worker accounts for balance. No substantial increases occurred in other areas of administration expenses.
- (b) Child Welfare Services: Increase is due to: (1) the number of children in care at March 31, 1967 increased by 21 resulting in an increase of 6,150 days of care provided during the year; (2) increased costs of clothing and other basic necessities; (3) increase in foster-home and institutional rates.
- (c) Unemployment Assistance: Increase is due largely to the increase in the costs of nursing home care (e.g. \$5,000.). There were no increases in expenditures for maintenance and other items of social assistance.
- (d) Alcoholism Services: Increase is due to the take-over of the program by the Department and the employment of a full time consultant.
- (e) St. Mary's Nursing Home: Increase is due to: (1) general pay increase of 15% to all staff (\$8,500.); (2) increase in the costs of food and other necessities (\$5,000.)

SCHEDULE "C"

1. Proportion of Total Gross Welfare Vote Expenditure

MAIN SERVICES	<u>1966/67</u>		<u>1965/66</u>	
	Amount	%	Amount	%
Administration	\$142,512.64	26.3	\$133,057.64	27.3
General and Categorical Assist.	122,753.79	22.7	132,180.18	27.2
Child Welfare Services	133,582.38	24.7	105,743.21	21.7
Alcoholism Services	10,273.19	1.9	- - -	- -
Operation of Nursing and Senior Citizens' Homes	123,204.07	22.8	108,040.18	22.2
Operation of Staff Residences and District Offices	8,389.11	1.6	7,360.99	1.6
Totals	\$540,715.18	100.0	\$486,382.20	100.0

Note: Salaries of professional and clerical staff as well as all other expenses relating to the administration of the total welfare program are included in "Administration" costs, and not under the category of service - this is not applicable, however, to the Nursing Home and Senior Citizens' Homes where staff salaries etc. are included with the operating costs of these facilities.

	<u>1966/67</u>	<u>1965/66</u>	Increase + or Decrease -	
2. <u>PER CAPITA COST</u>				
(a) based on Total <u>Gross Expenditure</u> and population 15,000	\$36.047	32.42	3.627	+
(b) based on Total <u>Net Expenditure</u> and population 15,000	20.986	18.382	2.604	+
3. <u>PER CASE COST</u>				
(a) based on Total <u>Gross Expenditure</u> and total departmental caseload	468.15	469.48	1.33	-
(b) based on total <u>Net Expenditure</u> and total departmental caseload	272.55	266.15	6.40	+
4. <u>PER RECIPIENT COST</u>				
(a) based on Total <u>Gross Expenditure</u> and total recipients in caseload	219.18	244.17	24.99	-
(b) based on Total <u>Net Expenditure</u> and total recipients in caseload	127.56	138.42	10.86	-

SCHEDULE "D"

CASELOAD STATISTICS - FISCAL YEAR 1966-67

Category	Caseload at April 1 1966	Cases Opened During Year	Total Caseload Carried	Number of indi- viduals	Cases Closed During Year	Active Caseload at Mar.31/67
<u>Child Welfare Services</u> *						
Child Care	154	153	307	307	134	173
Protection	96	127	223	987	99	124
Adoption (includes applicants awaiting placement of a child)	24	29	53	132	24	28
Unmarried Parents	8	33	41	52	26	15
<u>Social Welfare Services</u> **						
Social Assistance	126	358	484	931	323	161
Figures in () indicate families of mixed status	(5)	(12)	(17)	(75)	(10)	(7)
<u>Old Age Assistance, Blind Persons & Disabled Persons Allowances</u> *						
Old Age Assistance	26	9	35	42	20	15
Blind Persons Allowance	8	nil	8	12	1	7
Disabled Persons Allowance	3	1	4	4	nil	4
TOTAL	445	710	1,155	2,467	627	527
* Includes white status and Indian status cases.						
** White Status only (Social Welfare Services were provided to Indians by Federal Government - Indian Affairs Branch.						
Comparative Caseload Figures:						
1965/66 Fiscal Year.	477	558	1,036	1,992	551	485
Decrease in Caseload in 1966/67 Fiscal Year	32	-	-	-	-	-
Increase in Caseload in 1966/67 Fiscal Year	-	152	119	475	76	42

SCHEDULE "E"

COMPARATIVE STATISTICAL DATA ON MAJOR PROGRAMS FOR YEAR ENDING MARCH 31, 1967.

<u>1. TOTAL DEPARTMENTAL CASELOAD</u>		<u>Number of</u>	<u>Caseload</u>
<u>Fiscal Year</u>	<u>Total Caseload Carried</u>	<u>Persons</u>	<u>Increase +</u>
		<u>involved in</u>	<u>Decrease -</u>
		<u>Caseload</u>	
1962/63	1044	2039	--
1963/64	1183	2441	139 +
1964/65	1057	2107	126 -
1965/66	1036	1992	21 -
1966/67	1155	2467	119 +

2. CHILD WELFARE SERVICES(a) Caseload of Total Program by Category of Service

	<u>1966/67</u>	<u>1965/66</u>	<u>1964/65</u>	<u>1963/64</u>	<u>1962/63</u>
Child Care	307	300	302	271	268
Protection	223	116	140	156	120
Adoption	53	81	76	68	64
Unmarried Parents	41	29	30	17	20
	<u>624</u>	<u>526</u>	<u>548</u>	<u>512</u>	<u>472</u>

(b) Child Care Caseload (Includes White and Indian Status Children)

	<u>1966/67</u>	<u>1965/66</u>	<u>1964/65</u>	<u>1963/64</u>	<u>1962/63</u>
No. of children in Care at April 1st	154	137	140	138	104
New Admissions	<u>153</u>	<u>163</u>	<u>162</u>	<u>133</u>	<u>164</u>
<u>Total in Care during year</u>	307	300	302	271	268
* <u>Discharged from Care</u>	<u>134</u>	<u>146</u>	<u>165</u>	<u>131</u>	<u>130</u>
Still in Care at Fiscal Year End	<u>173</u>	<u>154</u>	<u>137</u>	<u>140</u>	<u>138</u>

* Returned to parents, placed on adoption, etc.

(c) Total Caseload with Total Costs (Includes both Indian and White Status Children.)

<u>Fiscal Year</u>	<u>Total Number of Children in Care</u>	<u>Gross Expenditure</u>	<u>Average Cost Per Child</u>	<u>Total Days of Care</u>	<u>Average Per Diem Cost</u>
1962/63	268	\$ 88,620.00	\$330.67	33,251	\$2.665
1963/64	271	91,560.00	337.87	37,884	2.4168
1964/65	302	103,142.00	341.53	42,889	2.4048
1965/66	300	105,743.21	352.47	45,113	2.3439
1966/67	307	133,582.38	435.12	51,263	2.6058

SCHEDULE "F"

3. GENERAL ASSISTANCE AND CATEGORICAL ASSISTANCE(a) General Assistance - Caseload Statistics

	<u>Caseload At Apr. 1</u>	<u>New Cases Opened</u>	<u>Total Caseload Carried</u>	<u>No. of Recip- ients</u>	<u>Cases Closed</u>	<u>Active Cases at Mar. 31</u>	<u>Average Monthly Caseload</u>
1962/63	152	352	<u>504</u>	924	316	188	175
1963/64	188	383	<u>571</u>	1,143	415	156	192
1964/65	156	243	<u>399</u>	802	235	164	144
1965/66	164	236	<u>400</u>	789	274	126	128
1966/67	126	358	<u>484</u>	931	323	161	135

(1) <u>Per Capita Cost (1966/67)</u>	<u>1966/67</u>	<u>1965/66</u>	<u>Increase + Decrease -</u>
based on Total Expenditure for Social Assistance and Unemployment Assistance and population figure of 15,000	\$ 6.38	\$ 6.35	0.03 +

(2) Per Case Cost (1966/67)

based on Total Expenditure as (1) above and the total General Assistance caseload for fiscal year	197.65	238.02	40.37 -
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(3) Per Recipient Cost (1966/67)

based on Total Expenditure as in (1) above and the total number of Recipients in caseload	102.75	119.02	16.27 -
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(b) Categorical Assistance - Caseload Statistics
(includes Old Age Assistance, Blind and Disabled Persons Allowances)

	<u>Caseload at Apr. 1</u>	<u>New Cases Opened</u>	<u>Total Caseload Carried</u>	<u>Cases Closed</u>	<u>Active Cases at Mar. 31</u>
1962/63	42	3	45	--	45
1963/64	51	16	67	25	42
1964/65	43	13	56	13	43
1965/66	39	11	50	16	34
1966/67	37	10	47	21	26

Per Capita Cost (1966/67)	\$ 1.81
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Per Case Cost (1966/67)	576.40
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SCHEDULE "C"

4. CARE OF THE ELDERLY(a) Nursing Home Care

	<u>Number of Patients</u>	<u>Days of Care</u>	<u>Patients Deceased</u>	<u>In Care at Year end</u>
(1) Whitehorse General Hospital (Special Care Unit)	5	1,101	2	3
(2) Nursing Homes in British Columbia	5	1,338	2	3
(3) St. Mary's Nursing Home, Dawson (operated by Territorial Govt.)	12	3,935	1	11
TOTALS	<u>22</u>	<u>6,374</u>	<u>5</u>	<u>17</u>

Total Costs of Nursing Care:

	<u>Maintenance Costs</u>	<u>No. Patients</u>	<u>Total Days of Care</u>	<u>Per Patient Cost</u>	<u>Per Diem Cost</u>
Expenditure for (1) and (2)	\$13,591.20				
Expenditure (Net) for (3)	<u>88,954.05</u>				
	102,545.25	<u>22</u>	<u>6,374</u>	<u>\$4,661.15</u>	<u>\$16.088</u>

(b) Financial Report on the Operation of the St. Mary's Nursing Home, Dawson, Y.T.

<u>Fiscal Year</u>	<u>Gross Operating Costs</u>	<u>Less Recoveries of Expenses</u>	<u>Net Operating Costs</u>	<u>Number Patient Days</u>	<u>Per Patient Day Operating Cost</u>
1963/64 (7½ mos)	\$ 56,621.06	\$16,843.12	\$39,777.94	2,554	\$15.575
1964/65	86,907.81	19,539.57	67,368.24	4,302	15.66
1965/66	92,462.06	18,317.60	74,144.46	4,107	18.04
1966/67	105,855.87	16,931.52	88,954.05	3,935	22.63

* Recoveries from St. Mary's Hospital for rental of space in Nursing Home building and for services provided (e.g. meals, laundry, etc.)

** Note: The Territorial Government assumed responsibility for the operation of the Nursing Home/Hospital in Dawson August 16th, 1963, thus the operating costs for 1963/64 cover a 7½ month period only.

<u>Fiscal Year</u>	<u>Net Operating Costs</u>	<u>Less Contributions by Patients</u>	<u>Actual Net Expenditure</u>	<u>Number of Patient Days</u>	<u>Net Per Diem Cost</u>
1963/64	\$39,777.94	\$ 5,267.50	\$34,510.44	2,554	\$13,512
1964/65	67,368.24	11,756.50	55,611.74	4,302	12.926
1965/66	74,144.46	17,542.44	56,602.02	4,109	13.775
1966/67	88,954.05	12,988.74	75,965.31	3,935	19.305

SCHEDULE "G" (contd.)

(c) Senior Citizens' HomesDawson - opened December 1, 1961

<u>Fiscal Year</u>	<u>Number of Occupants</u>	<u>Occupancy Days</u>	<u>Costs of Operation</u>	<u>Per Diem Cost</u>	<u>Per Occupant Cost</u>
1961/62 (4 mos.)	8	844	\$2,039.14	\$2.416	\$254.89
1962/63	10	2,646	5,422.75	2.049	542.27
1963/64	12	2,520	3,622.40	1.437	301.87
1964/65	12	2,581	5,007.36	1.94	417.28
1965/66	10	2,448	4,170.73	1.703	417.07
1966/67	9	2,214	4,218.87	1.905	468.76

Occupancy movement during 1966/67:

<u>At April 1/66</u>	<u>New Admissions</u>	<u>Total Occupants</u>	<u>Occupancy Terminated</u>	<u>Occupants at March 31/67</u>
7	2	9	2	7

Whitehorse - opened November 1, 1963

1963/64 (5 mos.)	8	884	\$4,100.00	\$4.638	\$512.50
1964/65	16	3,544	8,950.00	2.526	559.37
1965/66	20	5,625	11,407.61	2.028	570.38
1966/67	24	6,078	13,061.03	2.148	544.20

Occupancy Movement during 1966/67:

<u>At April 1/66</u>	<u>New Admissions</u>	<u>Total Occupants</u>	<u>Occupancy Terminated</u>	<u>Occupants at March 31/67</u>
18	6	24	4	20

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