

2018

Workforce Survey



ACWS
Alberta Council of
Women's Shelters

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This report and its contents represent a part of a larger body of work. This report is confidential and should not be used without the critical context of the larger discussion.

Acknowledgement

ACWS acknowledges the traditional lands upon which we live, work and play. We recognize that all Albertans are Treaty people and have a responsibility to understand our history so that we can honor the past, be aware of the present and create a just and caring future. ACWS celebrates and values the resiliency, successes and teachings that Alberta's Indigenous people have shown us, as well as the unique contributions of every Albertan.

The ACWS office is located on Treaty 6 land, which is the traditional territory of the Plains Cree and an ancient gathering place of many Indigenous peoples for thousands of years. These lands have also been home to and a central trading place of the Blackfoot, Nakota, Assiniboiné, Dene and the Métis people of western Canada. We honor the courage and strength of Indigenous women who have lived in this river valley forging diplomatic relations and as foundation builders of this City we can Edmonton. We honor them as life givers and care givers as we honor and learn from their continuing achievements, their consistent strength and their remarkable endurance.

Our members serve all nations and all peoples; they are located on Treaty 6, 7 & 8 lands across this province which include the six Métis regions of Alberta.

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1 Introduction

1.1 Background

The Alberta Council of Women's Shelters (ACWS) is the unified voice of Alberta's sheltering agencies. As a province-wide voluntary organization, the Alberta Council of Women's Shelters support member agencies and leverages collective knowledge to inform solutions aimed at ending domestic violence. With a focus on violence against women and breaking the cycle of inter-generational violence, ACWS:

- Serves as the unified voice of member organizations;
- Fosters networking and information sharing;
- Assists in acquiring adequate resources for member shelters and ACWS;
- Influences public policy and systems;
- Increases public awareness of issues related to family violence; and
- Fosters professional development within Alberta's sheltering movement.

The ACWS member organizations deliver services using a variety of programs which include residential services provided at emergency and second-stage shelters as well as community-based services such as outreach and follow-up programs. All member organizations receive funding from the three orders of government; mainly the province but also from federal and municipal governments depending on the shelter. Many shelters have longstanding funding relationships dating back over 25 years. However, government funding differs widely between shelters and largely depends upon shelter type and government priorities. Additional funds come from fundraising and donations for most ACWS member organizations.

This is the fourth salary survey that ACWS has conducted. We would like to thank all participating members for their time and energy to produce this year's report.

1.2 The Workforce Alliance Comes to an End

The Workforce Alliance was formed by the Alberta government in 2012 to address financial sustainability in voluntary sectors responsible for providing services to vulnerable Albertans. It was recognized that for service provision to continue, the wage pressures surrounding the sector must be examined and an effective work strategy developed, implemented, and evaluated, year over year.

Workforce Alliance members worked together knowing that a skilled, well supported, professional workforce is needed to best serve the needs of vulnerable Albertans. Different approaches that were undertaken by individual organizations to obtain information on the labor market, staff turnover, gender, compensation, benefits, etc., limited the ability to collectively represent the nature of the helping sector and identify workforce gaps (e.g., demographics, funding, benefits, turnover, staff, etc.) the sector was experiencing. ACWS, along with the Alberta Association of Sexual Assault Services (AASAS), the Alberta Council of Disability Services (ACDS), the Alberta Home Visitation Network Association (AHVNA), the Calgary and Edmonton Chambers of Voluntary Organizations, and the ALIGN Association of Community Services (ALIGN), worked to develop a common framework to represent the current state of their collective workforce.

A Strategic Plan for the Workforce Alliance was released in 2013 and updated in 2016. With the election of a new Alberta government in 2015 priorities changed and provincial leadership of the Alliance ended. Since the former Humans Services Ministry disbanded the Workforce Alliance in 2016 and the Labour Market Information Committee addressing the broader non-profit sector stopped meeting, in early 2017 discussion between the nonprofit sector and the Government of Alberta has been on an issue by issue basis (i.e., issues arising from minimum wage increases, new employment standards and changes to occupational health and safety requirements).

ACWS has worked to inform government of wage and workforce issues within our network. The 2018 ACWS Workforce Survey included questions informed by previous surveys as well as those developed by the five provincial agencies represented on the Workforce Alliance.

The questions collected for the Workforce Alliance help ensure that workforce information is collected and reported consistently across the larger group (or sector) of agencies that serve vulnerable Albertans, primarily - but not exclusively - through contract and grant funded agreements with Alberta Human Services. Boles Consulting supported the collection and analysis of the information provided by the five agencies and reported the results of the following measures as it pertains to Alberta overall, by association and geographic region:

- Turnover rate.
- Descriptive workforce information.
- Agency level analysis of patterns.
- Regional labor force analysis.

1.3 The 2018 ACWS Workforce Survey

The 2018 ACWS Workforce Survey builds on previous workforce surveys which informed government about the need to increase salaries and benefits for staff in order to provide the best possible services to abused women and their children. The surveys previously completed were:

- Alberta Council of Women's Shelters Compensation Review and Evaluation (Banister, 2002). This survey was presented to Minister Iris Evans and resulted in a 20% average increase for all positions that were part of the contracted women's shelters staffing model.
- Comparative Compensation Analysis: 2012 (HRProjects Ltd). The province responded by incorporating a 5% increase to shelter salaries in addition to a \$1,500 lump sum payment.
- 2013 ACWS Workforce Survey (ACWS, 2014). Shelters received a 5% increase in 2012/14.
- ACWS Workforce Survey 2013-14 (ACWS, 2015). Shelters received a 5% increase in 2014/15 while other agencies were being asked to hold the line and government salaries were frozen (April 2013 to July 2014).
- ACWS Workforce Survey 2015-16 (ACWS, 2016). While sheltering agencies received a significant \$15 million (44%) increase in provincial funding in September 2015, none of these dollars were allocated for wage increases. Shelters were able to increase outreach services to women, children and seniors by 45% and at the same time saw a reduction in turn-aways due to capacity issues by 18% (Annual Provincial Shelter Data, 2017) immediately following this injection of funds. This is the first workforce survey done after this significant funding increase.

While the ACWS recognizes that the Workforce Survey is a time-consuming task on the part of our members, we believe that it provides the necessary information to advocate for better salaries and working conditions within our sector. The workforce survey results have been a key aspect of our advocacy efforts and have had a tremendous impact on the shelter workforce over the last few years.

1.4 The Healthy Workplaces for Helping Professions Interim Report¹

Shelters face challenges in attracting and retaining staff due to the high level of work stress and nature of shift work associated with working in a shelter. To understand the health and job satisfaction of shelter employees and how it may impact the shelter workforce, results from 'Learning from Employees: The Healthy Workplaces 2016 Interim Research Report' are integrated and discussed as it relates to findings from the 2018 Workforce Survey, and to provide context to the current shelter work environment.

The 2016 Healthy Workplaces Interim Research Report is a collection of data that analyses the "correlations of health and wellness outcomes and factors that contribute to and mitigate those outcomes". The research population consisted

¹ Learning from Employees: The Healthy Workplaces 2016 Interim Research Report, 2016, Barker, T & Tran, H.

of 593 participants who primarily work in the human services sector. Women shelters workers (n=56) comprised one of the six types of workers (also including child and family workers, child and youth counsellors, disability workers, sexual assault workers and home visitation workers) who participated in the research.

Overall, women shelter staff (n=56) ranked the lowest in their perception of workplace health, job satisfaction and having little or no stress. Barker and Tran (2016) found correlations between perceptions of health, job satisfaction and level of stress in that “high stress levels and reduced job satisfaction were associated with poor perceived health in the workplace” and “as health deteriorates, satisfaction with job goes down”. These are important considerations for shelters to observe, especially since the nature of shelter work is often carried out in a high stress environment. Barker and Tran also found that front-line staff (those who interact directly with clients) often had lower health and job satisfaction than those in leadership or supervisory positions, which may exacerbate stresses already present in careers such as women’s shelter work.

“The survey results show that four most important areas for an agency to engage its employees in wellness efforts include: (1) job control, (2) healthy and reflective supervision, (3) support for self-care, and (4) increased communication about health issues. These solutions suggest a more sustainable healthy workplace model which is based on engaging employees and supporting their efforts, rather than on health promotion in isolation. An intervention program at both leadership and staff levels is recommended as follows to embody each of these four categories.”

2 Survey Design and Data Collection

2.1 Survey Development

The 2018 ACWS Workforce Survey was comprised of questions from the 2015 ACWS Workforce Survey, the 2013 ACWS Workforce Survey, 2014-15 Workforce survey, and the 2016 Cross Association Survey. The 2018 ACWS Workforce Survey was sent out in January 2018 to all 41 member organizations, representing 54 shelters. An online survey tool was used to collect the requested data. Two supporting documents were provided to assist shelters with the survey: a background document explaining the rationale for the survey and a data source document which outlined the information being requested in the survey and suggested sources to obtain such information.

This year the members located on First Nations reserves declined to participate in this year's survey. Domestic violence shelters located on First Nations receive funding support from the federal government, whereas other ACWS member shelters are primarily funded by the Alberta government.

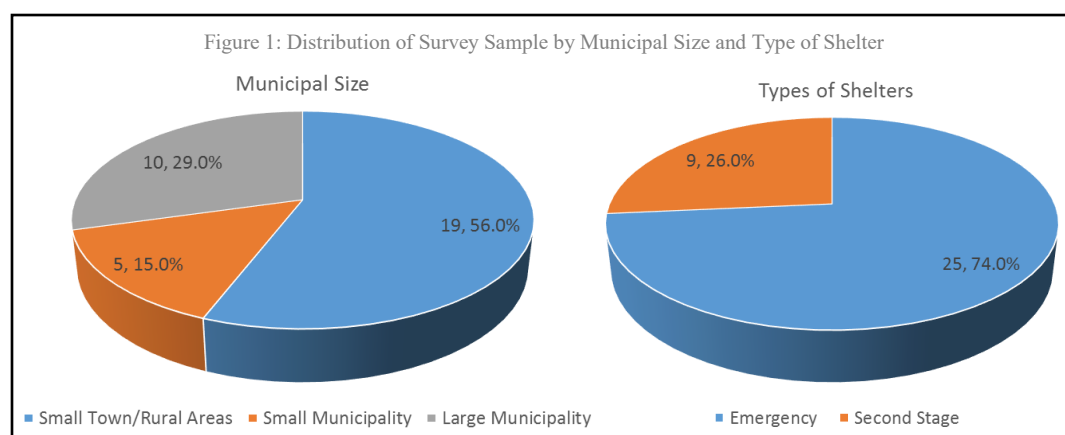
The 2015 survey showed glaring disparities between the level of financial support provided by the federal government to First Nations shelters and that provided by the province to other ACWS member shelters, with First Nations shelters receiving significantly less funding for both services and salaries.

2.2 Survey Sample

Thirty member organizations participated in the 2018 Shelter Workforce Survey, providing information on 34² shelters and 952 employees. All types of shelters, municipality sizes, and geographic regions (see *Figure 1* and *Table 1*, as well as the map on the following page) participated in the survey. A complete listing of shelter participation is part of Appendix A.

Table 1: Regional Distribution of Shelters and Employees

Geographic Region	Number of Shelters	Number of Employees on December 1 st , 2017
North	8	169
North Central	6	102
Central	3	95
South	7	166
Edmonton	5	181
Calgary	5	239
OVERALL	34	952



² This includes partially completed surveys from eight shelters from eight different member organizations.

3 Results

3.1 Shelter Budget

The purpose of this section is to review and analyze shelter budget information including operating budget, shelter funding, staffing budget, and relief costs for the 2017-2018 fiscal year ending in March 2018 (or the 2017 calendar year for shelters with a January to December budget year). Shelter budget data was analyzed across a range of groupings including type of shelter, municipality size and geographic region (a detailed breakdown of shelters within sub-groups is provided in Appendix A).

3.1.1 Operating Budget

Overall, shelters (n=34) reported annual operating budgets ranging from \$212,399 to \$4,459,301, with an average of \$1,602,887. See *Table 2* below for the range, which identifies the difference between the minimum and maximum for each group; the mean (or average); and the median (or midpoint) for each group.

While second-stage shelters had larger budgets in 2013 and 2015, we found larger overall average operating budgets for emergency shelters in 2018. Shelters in larger municipalities had a higher budget in general in all three report years, and Edmonton and Calgary reported the highest average operating budgets in all report years. Comparing the budgets overall for all regions, the 2018 average operating budgets increased 12.2% from the average operating budget reported in the 2015 Workforce Survey. This was due in large part to funding increases from the Alberta government.

The \$15 million investment made in September 2015 was primarily targeted to enhance services through intensive case management and child interventions, with 7 per cent of the amount allocated for operational increases other than salary. With some exceptions in employee benefits (such as setting up Group RRSPs), the additional funds were not to be used for salary enhancements for existing staff..

Table 2: Breakdown of Shelter Operating Budget by Type of Shelter, Municipal Size, and Region

		Min	Max	Range	Mean	Median
Type of Shelter	Emergency	\$388,095	\$4,398,500	\$4,010,405	\$1,696,858	\$1,357,770
	Second-Stage	\$212,399	\$4,459,301	\$4,246,902	\$1,341,858	\$875,324
Municipal Size	Large Municipalities	\$875,324	\$4,459,301	\$3,583,977	\$2,615,621	\$2,610,889
	Small Municipalities	\$721,984	\$2,281,131	\$1,559,237	\$1,579,351	\$2,025,555
	Small Towns/Rural Areas	\$212,399	\$2,176,866	\$1,964,467	\$1,076,063	\$1,069,307
Geographical Region	Edmonton/Calgary	\$875,324	\$4,459,301	\$3,583,977	\$2,615,621	\$2,610,889
	Central				\$1,258,990	
	North	\$388,095	\$2,281,131	\$1,893,036	\$1,098,846	\$848,558
	North Central	\$212,399	\$1,572,111	\$1,359,712	\$894,137	\$859,021
	South	\$640,000	\$2,176,866	\$1,536,866	\$1,487,056	\$1,674,690
OVERALL		\$212,399	\$4,459,301	\$4,246,902	\$1,602,887	\$1,321,730

Type of Shelter

The 2013 and 2015 Workforce Surveys found that the average operating budgets of second stage shelters were larger than those of emergency shelters. In part, this is because second stage shelters tend to be in larger communities and also charge rent to residents staying there. However, in the 2018 Workforce Survey, this was reversed. The average operating budget was larger for emergency shelters (\$1,696,858, n=25) compared to second-stage shelters (\$1,341,858, n=9). A major factor contributing to the larger budgets for emergency shelters is the 44% funding increase from the provincial government announced in September 2015 and reflected in their subsequent budgets.

Municipal Size

The average operating budget was largest in the large municipalities (\$2,615,621, n=10), followed by small municipalities (\$1,579,351, n=5) then small towns/rural areas (\$1,076,063, n=19). This is not surprising as larger municipalities tend to have larger shelters, and therefore larger budgets.

Geographical Region

The average operating budget was largest in the cities of Calgary and Edmonton (\$2,615,621, n=10), followed by Southern Alberta (\$1,487,056, n=7). The largest range in operating budgets within a region was in Edmonton/Calgary (\$4,368,058, n=11), followed by Northern Alberta (\$1,893,036, n=8) and Southern Alberta (\$1,536,866, n=7).

3.1.2 Shelter Funding

Shelters were asked to indicate the percent of their operating budget that is covered by seven specified funders:

1. Indigenous Services Canada
2. Grants/Fundraising/Donations
3. Other Government Contracts
4. Community and Social Services – Fee for Service
5. Community and Social Services – Provincial Grants
6. Rent Return (Second Stage only)
7. Other

Readers are to interpret the funding results with caution as the funding percentages provided are based on what programming is included in a shelter's operating budget, which varies greatly from shelter to shelter. As with the 2015 Workforce Survey, data was only included for funders that provided support; if a shelter did not receive funding from a certain source (e.g. Indigenous Services Canada) that source was omitted from analysis rather than assigned a zero and included. The results are summarized in *Table 3*. Notable findings include:

- The largest single funding source across all shelters was Community and Social Services – Provincial Grants, covering 73.9% of all shelter budgets (n=33).
- The second largest funding source was Grants/Fundraising/ Donations, covering 21.1% of all shelter budgets (n=30).
- Rent return (n=6) funded 3.6% of all second-stage budgets, representing 0.8% of all shelter budgets.

Indigenous Services Canada and Community and Social Services – Fee for Service did not provide any funding for shelters that completed the 2018 Workforce survey, so all following analyses will exclude them.

Funding Source	% of Total Operating Budget Covered by Funder				% of Total Funding Across All Shelters
	#	Min	Max	Mean	
1. Indigenous Services Canada	-	-	-	-	-
2. Grants/Fundraising/ Donations	30.0%	2.0%	75.0%	22.0%	21.1%
3. Other Government Contracts	4.0%	1.0%	55.0%	15.3%	1.3%
4. Community and Social Services – Fee for Service	-	-	-	-	-
5. Community and Social Services – Provincial Grants	33.0%	25.0%	100%	77.3%	73.9%
6. Rent Return (second-stage shelters only)	6.0%	2.8%	9.0%	7.1%	0.8%
7. Other	12.0%	0.3%	25.0%	7.2%	2.9%

Table 4: Breakdown of Funding Coverage of Operating Budget Descriptives by Type of Shelter, Municipal Size, and Region

All data in percentages (%)		Grants/ Fundraising/ Donations			Other Government Contracts			Community and Social Services – Provincial Grants			Rent Return (second-stage shelters only)			Other		
		min	max	mean	min	max	mean	min	max	mean	min	max	mean	min	max	mean
Type of Shelter	Emergency	4.1	75.0	20.2	2.0	3.0	2.5	54.0	100.0	83.4	-	-	-	0.3	25.0	7.7
	Second-Stage	2.0	67.0	26.4	1.0	55	28.0	25.0	93.1	60.8	2.8	9.0	7.1	0.6	13.0	5.5
Municipal Size	Large Municipalities	2.0	43.0	26.1	1.0	55.0	19.7	40.0	92.2	62.5	8.0	9.0	8.3	0.6	13.0	6.1
	Small Municipalities	10.0	67.0	23.0	-	-	-	25.0	90.0	75.4	8.0	8.0	8.0	-	-	-
	Small Towns/Rural Areas	4.1	75.0	19.0	2.0	2.0	2.0	56.1	100.0	86.0	2.8	6.6	4.7	0.3	25.0	7.9
Geo-graphical Region	Edmonton	4.1	40.0	29.7	1.0	1.0	1.0	52.4	92.2	66.0	8.0	8.0	8.0	0.6	3.7	2.2
	Calgary	2.0	43.0	22.4	3.0	55.0	29.0	40.0	72.7	58.9	9.0	9.0	9.0	3.0	13.0	8.7
	North	4.3	14.2	8.7	-	-	-	85.5	100.0	94.5	-	-	-	0.3	0.4	0.4
	North Central	4.1	37.2	13.5	-	-	-	56.1	100.0	84.5	2.8	6.6	4.7	0.5	15.6	8.0
	Central			18.1			2.0			80.0			-			3.6
	South	7.0	75.0	33.6	-	-	-	25.0	89.0	70.3	8.0	8.0	8.0	10.0	25.0	17.5
OVERALL		2.0	75.0	22.0	1.0	55.0	15.3	25.0	100.0	77.3	2.8	9.0	7.1	0.3	25.0	7.2

Type of Shelter

Funding coverage was analyzed by shelter type: emergency or second-stage (see Table 4). Findings for emergency shelters include:

- Community and Social Services – Provincial Grants covered the greatest percentage of emergency shelters' operating budgets, covering 83.4% of emergency shelter operating budgets on average (n=25).
- Grants/Fundraising/Donations covered the second greatest percentage of emergency shelters' operating budgets, covering 20.2% of emergency shelter operating budgets on average (n=22).
- Other Government Contracts (2.5%, n=2) covered the smallest percentage of the average operating budget.

In comparison, in the 2015 Workforce Survey the majority of emergency shelters' operating budgets came from Community and Social Services – Provincial Shelter Contracts (83.0%), and Other Government Contracts still provided the smallest percentage of the operating budget (7.0%). This reflects the change in government policy from contracts to grants implemented in April 2016.

Findings for second-stage shelters include:

- Community and Social Services – Provincial Grants covered the greatest percentage of second-stage shelters' operating budgets, covering 60.8% of emergency shelter operating budgets on average (n=9).
- Other Government Contracts covered the second greatest percentage of emergency shelters' operating budgets, covering 28.0% of emergency shelter operating budgets on average (n=2).
- Other (5.5%, n=3) and Rent Return (7.1%, n=6) covered the smallest percentages of the total average operating budget for second-stage members.

In comparison, in the 2015 Workforce Survey the majority of second-stage shelters' operating budgets came from Community and Social Services – Provincial Shelter Contracts (44.0%), and Other and Rent Return (both 11.0%) provided the smallest percentage of the operating budget.

Municipal Size

Funding coverage was analyzed by municipal size: large municipalities, small municipalities, and small towns/rural areas (see *Table 4*). Findings include:

- On average, Community and Social Services – Provincial Grants covered the greatest percentage of shelters' operating budgets regardless of the size of municipality.
- Small Towns/Rural Areas tend to have larger proportions of their operating budget covered by Other (7.9%, n=7) compared to large or small municipalities.
- Large Municipalities received significantly more funding from Grants/Fundraising/Donations (26.1%, n=10), Other Government Contracts (19.7%, n=3) and Rent Return (8.3%, n=3) than either small municipalities or small towns/rural areas.

Geographical Region

Funding coverage was analyzed by region: Edmonton, Calgary, Central Alberta, Northern Alberta, North Central Alberta, and Southern Alberta (see *Table 4*). Findings include:

- Community and Social Services – Provincial Grants covered the greatest average proportion of operating budgets for all geographic regions.
- Between Alberta's two largest cities, Calgary receives significantly more funding than Edmonton from Other Government Contracts and Other.
- Women's Shelters in Northern Alberta received significantly less of their funding from Grants/Fundraising/Donations and Rent Return, and the highest relative proportion of Community and Social Services – Provincial Grants at 94.5% of their average budget (n=10).
- Women's shelters in Southern Alberta received the highest percentage of funding from Grants/Fundraising/Donations (33.6%, n=7)

3.1.3 Staffing Budget

Survey participants were asked to report the amount allocated to staffing from their operating budget. Results are summarized below in *Table 5*. Overall, the average amount of money allocated for staffing from the shelters' operating budget was \$1,128,160, or roughly 70.4% of their total operating budget (n=34). Staffing budgets ranged from \$102,044 to \$3,558,200.

		Amount Allocated for Staffing			% of Budget Allocated to Staffing
		Min	Max	Mean	Mean
Type of Shelter	Emergency	\$102,044	\$3,558,200	\$1,180,633	69.6%
	Second-Stage	\$203,297	\$3,291,072	\$982,400	73.2%
Municipal Size	Large Municipalities	\$664,888	\$3,558,200	\$1,792,459	68.5%
	Small Municipalities	\$518,761	\$1,668,078	\$1,205,188	76.3%
	Small Towns/ Rural Areas	\$102,044	\$1,312,056	\$758,258	70.5%
Geographical Region	Edmonton	\$664,888	\$3,558,200	\$1,772,588	72.5%
	Calgary	\$798,000	\$3,291,072	\$1,812,330	65.0%
	Central			\$848,102	67.3%
	North	\$102,044	\$1,636,459	\$843,871	76.8%
	North Central	\$203,297	\$1,087,513	\$658,625	73.7%
	South	\$260,000	\$1,668,078	\$1,026,546	69.1%
OVERALL		\$102,044	\$3,558,200	\$1,128,160	70.4%

Type of Shelter

Funding coverage was analyzed by shelter type: emergency or second-stage. Findings include:

- The average amount allocated for shelter staffing was larger for emergency shelters (\$1,180,633, n=25) than second-stage shelters (\$982,400, n=9).
- However, second-stage shelters spent a larger proportion of their operating budget on staffing (73.2%) than emergency shelters (69.6%).

This is reversed in comparison to 2015, where emergency shelters spent a larger proportion of their budget on staffing than second-stage shelters. Notably, the proportion of the budget spent on staffing rose dramatically for second-stage shelters in the last few years, from 53.0% in 2015 to 78.3% in 2018. The increase in the percentage of staffing costs for second stage shelters brings it more in line with those of emergency shelters and other service providing organizations. Reasons for this are as follows. Second stage shelters were considered pilot projects by earlier governments. As a result only the two pilot sites received provincial funding for close to three decades. As it became apparent that women at high risk needed longer term accommodation than that offered by emergency shelters, these shelters and other agencies began expanding second stage services. As a result a greater percentage of budgets were invested in finding and setting up suitable buildings and also relying heavily on community volunteers for these tasks. A portion of the September 2015 funding increase from the Alberta government was specifically allocated to fund all existing second stage shelters.³

Geographical Region

Funding coverage was analyzed by region: Edmonton, Calgary, Central Alberta, Northern Alberta, North Central Alberta, and Southern Alberta. Findings include:

- The average staffing budget remained the largest for Calgary (\$1,812,330, n=5), followed by Edmonton (\$1,772,588, n=5) and Southern Alberta (\$1,026,546, n=7).
- The proportion of the operating budget allocated to staffing was largest in Northern Alberta (76.8%), followed by North Central Alberta (73.7%) and Edmonton (72.5%).

Municipal Size

Funding coverage was analyzed by municipal size: large municipalities, small municipalities, and small towns/ rural areas. As with the annual operating budgets, the average staffing budget was largest in large municipalities (\$1,792,459, n=10), followed by small municipalities (\$1,205,188, n=5) and small towns/rural areas (\$758,258, n=19); this is consistent with both 2013 and 2015 results. Differences in proportion spent on staffing may be due to large municipalities having larger shelters with significantly higher operating budgets than shelters from small municipalities and small towns/rural areas.

Table 6: Breakdown of Shelter Relief Cost Descriptives by Type of Shelter, Municipal Size, and Region

		Relief Costs			% of Staffing Budget Allocated to Relief Costs
		min	max	mean	mean
Type of Shelter	Emergency	\$0	\$253,472	\$65,925	3.9%
	Second-Stage	\$0	\$522,000	\$64,667	4.8%
Municipal Size	Large Municipalities	\$0	\$522,000	\$131,110	5.0%
	Small Municipalities	\$0	\$137,000	\$60,714	3.8%
	Small Towns/Rural Areas	\$0	\$194,392	\$32,392	3.0%
Geographi-cal Region	Edmonton	\$0	\$253,472	\$81,103	3.3%
	Calgary	\$25,000	\$522,000	\$181,116	6.5%
	Central			\$81,464	6.5%
	North	\$0	\$97,569	\$31,009	2.8%
	North Central	\$0	\$27,060	\$11,177	1.3%
	South	\$0	\$137,000	\$51,357	3.5%
OVERALL		\$0	\$522,000	\$65,592	4.1%

³ Personal communication with ACWS Executive Director Jan Reimer, August 2nd 2018.

3.1.4 Relief Costs

Survey respondents were requested to estimate the amount spent on relief costs (coverage for illness, personal leave, and vacation days) in their shelter. Overall, the sample (n=34) reported spending an average of \$65,592 (4.1% of total budget) on relief costs, with 12 shelters reporting \$0 spent over the 2017 year; this is notably larger than the average reported relief costs in 2015, \$51,483, even though the proportion of the budget spent (5.0%) was higher in 2015.

Of those shelters that reported excess relief costs uncovered by funding (n=8, four in Calgary), the average reported uncovered amount was \$80,068; the maximum was \$220,458, and the minimum \$12,500. A breakdown of relief costs by shelter, municipal size and region is provided above in *Table 6*.

3.2 Contracted Positions

Shelters were asked if their organization contracts personnel on an ongoing basis as required for shelter operations that is exclusive of their staffing complement. Contract position data was analyzed across a range of groupings including type of shelter, municipal size, and geographic region; results are summarized in *Table 7*.

Overall, 41.0% of shelters (n=14) reported contracting personnel on an ongoing basis as required for shelter operations exclusive of their staffing complement, a decrease of 12.0% since 2015. Notable findings include:

- Most shelters that contracted positions (36.0%, n=9) were emergency shelters.
- Large Municipalities were proportionately more likely to employ contracted positions (60.0%) than either Small Municipalities (40.0%) or Small Towns/Rural Areas (31.6%).
- In terms of geographic region, contracted positions were underrepresented in Central Alberta (0.0%) and most common in Northern Alberta (62.5%, n=5).

Table 7: Breakdown of Shelters with Contracted Positions by Type of Shelter, Municipal Size, and Region

		Shelters with Contracted Positions	
		#	%
Type of Shelter	Emergency	9	36.0%
	Second-Stage	5	56.0%
Municipal Size	Large Municipalities	6	60.0%
	Small Municipalities	2	40.0%
	Small Towns/Rural Areas	6	31.6%
Geographical Region	Edmonton	3	60.0%
	Calgary	3	60.0%
	Central	0	0.0%
	North	5	62.5%
	North Central	1	16.7%
	South	2	28.6%
OVERALL		14	41.0%

Contracted personnel positions reported by shelters included technical support (n=10), maintenance and housekeeping (n=6), security (n=5), bookkeeping (n=4), nursing (n=4), fundraising (n=2), group facilitation (n=2), marketing and communications (n=1), victim advocacy (n=1), elders (n=1), and other (n=2). See *Figure 2*.

Shelters were also asked to share their comments on how contracting services impacted their operations. The majority of comments (n=6) expressed that contracted services were hired on an as-needed basis, generally for services such as nursing or landscaping that the organization was not equipped to provide themselves or did not want to train staff to perform.

“Only services we can't provide in-house are contracted out: building repairs, grass cutting, snow removal.”

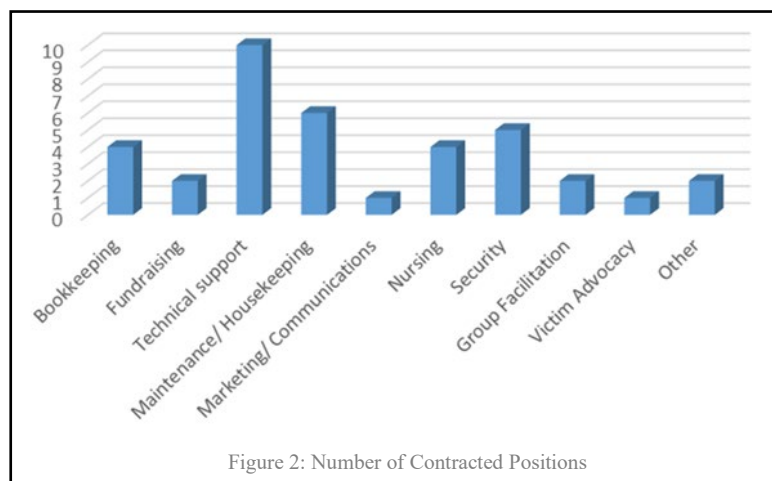


Figure 2: Number of Contracted Positions

One shelter astutely commented that IT services were vital as they ensured that electronic communication and information storage was private and ethical.

“I.T. support has been very helpful in ensuring we are able to perform all duties required within our funding contracts in a consistent ethical way that ensures privacy and best practice as it relates to electronic communications and information storage.”

Finally, one shelter reported that they needed to fundraise in order to provide needed services not covered by their provincial grant.

“The nurse position has to be supported by the fund development for all of our operations as well as I.T. support and the Elder. These contracted positions are not included in the budget.”

3.3 Unions

Members were asked to report if their organization was unionized and, if so, to indicate the number of employees covered by the collective agreement. Union data was analyzed across a range of groupings including type of shelter, municipal size and geographic region; results are summarized in *Table 8*.

Table 8: Breakdown of Unionized Shelters and Employees by Type of Shelter, Municipal Size, and Region

		Unionized Shelters		Number of Employees
		#	%	
Type of Shelter	Emergency	5	20.0%	193
	Second-Stage	0	0.0%	0
Municipal Size	Large Municipalities	3	30%	156
	Small Municipalities	0	0.0%	0
	Small Towns/Rural Areas	2	10.5%	37
Geographical Region	Edmonton	2	40.0%	90
	Calgary	1	17.0%	66
	Central	1	33.3%	17
	North	0	0	0
	North Central	1	16.7%	20
	South	0	0	0
OVERALL		5	15.0%	193

Overall, 15.0% (n=5) of shelters reported being unionized, with a total of 193 employees covered by collective agreements. Unionized shelters were exclusively emergency shelters (n=5), in either large municipalities (n=3) or small towns/rural areas (n=2), and located in Edmonton (n=2), Calgary (n=1), central Alberta (n=1), or North central Alberta (n=1). None of the unionized shelters were in Northern or Southern Alberta.

3.4 Employee Benefits

The purpose of this section is to review and analyze employee benefit information. The number of shelters that reported benefit information varied according to each question.

Employee benefit data was analyzed across a range of groupings including type of shelter, municipal size and geographic region (a detailed breakdown of shelters within sub-groups is provided in Appendix A). See *Figure 3* and *Table 9*, below.

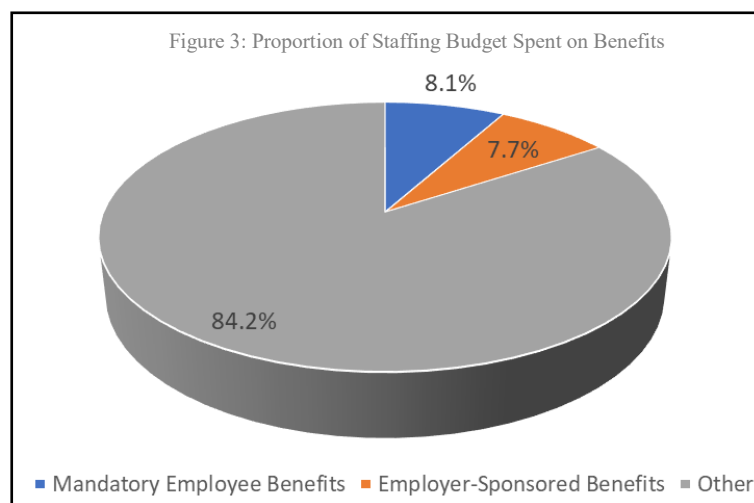


Table 9: Breakdown of the Number of Shelters Contributing to Each Type of Benefit by Type of Shelter, Municipal Size, and Region

		Dental			Short-Term Disability			Long-Term Disability			Extended Health		
		#	%		#	%		#	%		#	%	
Type of Shelter	Emergency	23	92%	Change from 2015	3	12%	Change from 2015	5	20%	Change from 2015	22	88%	Change from 2015
	Second-Stage	8	89%		1	11%		2	22%		8	89%	
Municipal Size	Large Municipalities	8	80%		3	30%		2	20%		7	70%	
	Small Municipalities	5	100%		0	0%		0	0%		5	100%	
	Small Towns/Rural Areas	18	94.7%		1	5.3%		5	26.3%		18	94.7%	
Geographical Region	Edmonton	3	60%		1	20%		2	40%		2	40%	
	Calgary	6	100%		2	33.3%		0	0%		6	100%	
	Central	3	100%		1	33.3%		1	33.3%		3	100%	
	North Central	6	100%		0	0%		3	50%		6	100%	
	North	7	87.5%		0	0%		0	0%		7	87.5%	
	South	7	100%		0	0%		1	14.3%		7	100%	
OVERALL		31	91%	+4%	4	12%	-14%	7	21%	-8%	30	88	-4%
		RRSP			Pension			Wellness			Other		
		#	%		#	%		#	%		#	%	
Type of Shelter	Emergency	12	48%	Change from 2015	1	4%	Change from 2015	10	40%	Change from 2015	4	16%	Change from 2015
	Second-Stage	5	56%		1	11%		2	22%		0	0%	
Municipal Size	Large Municipalities	5	50%		2	20%		1	10%		3	30%	
	Small Municipalities	4	80%		0	0%		3	60%		2	40%	
	Small Towns/Rural Areas	8	42.1%		0	0%		8	42.1%		3	15.8%	
Geographical Region	Edmonton	2	40%		1	20%		1	20%		1	20%	
	Calgary	3	50%		1	16.7%		0	0%		1	16.7%	
	Central	2	66.7%		0	0%		2	66.7%		1	33.3%	
	North Central	3	50%		0	0%		2	33.3%		0	0%	
	North	3	37.5%		0	0%		5	62.5%		3	37.5%	
	South	4	57.1%		0	0%		2	28.6%		1	14.3%	
OVERALL		17	50%	+3%	2	6%	-5%	13	38%	+1%	4	12%	

3.4.1 Employee Benefits across Shelters

Overall, out of the 34 shelters that responded, 32 provide employee benefits over and above the legislated requirement - the remaining two do not. Shelters reported a mean of 8.1% of their staffing budget is allocated to mandatory benefits (an increase of 0.3% since 2005), and 7.7% (a substantial increase of 4.6%) is allocated to employer-sponsored benefits, continuing the trend of increases since 2013 (See *Table 10*). Mandatory benefits include employer

Table 10: Breakdown of Shelter Staffing Budget Allocation for Employee Benefits by Type of Shelter, Municipal Size, and Region

%		Staffing budget allocated to mandatory employee benefits		Staffing budget allocated to employer-sponsored benefits	
		Mean	Change fr. 2015	Mean	Change fr. 2015
Type of Shelter	Emergency	7.7%	+0.4%	4.9%	+2.1%
	Second-Stage	9.2%	+0.3%	15.6%	+12.3%
Municipal Size	Large Municipalities	7.3%	-0.1%	14.0%	+9.4%
	Small Municipalities	10.4%	+1.8%	7.6%	+6.0%
	Small Towns/ Rural Areas	7.9%	+0.4%	4.5%	+2.1%
Geographical Region	Edmonton	7.1%	-1.2%	20.4%	+15.1%
	Calgary	7.5%	+0.7%	7.6%	+3.4%
	Central	7.7%	-0.6%	4.7%	+1.4%
	North	8.8%	+0.7%	5.1%	+3.3%
	North Central	7.1%	-0.6%	5.2%	+1.9%
	South	9.3%	+2.5%	5.3%	+4.1%
OVERALL		8.1%	+0.3%	7.7%	+4.6%

contributions to Canada Pension Plan and Employment Insurance, the rates of which have changed little since 2015. An additional 7.7% (a substantial increase of 4.6%) is allocated to other, employer-sponsored benefits, continuing the trend of increases since 2013 (See *Table 10*). Some shelters were allowed to use some funds in the September 2015 funding increase to add to employee benefits such as Group RRSPs likely accounting for some of the increase. The average percentage of employee and employer contributions for each benefit is outlined below in *Table 11*.

Table 11: Breakdown of the Coverage of Specific Benefits by Type of Shelter, Municipal Size, and Region

Average Contribution (%)		Dental		Short-Term Disability		Long-Term Disability		Extended Health		RRSP		Pension		Wellness	
		Employee	Employer	Employee	Employer	Employee	Employer	Employee	Employer	Employee	Employer	Employee	Employer	Employee	Employer
Type of Shelter	Emergency	23.2%	68.8%	22.0%	10.0%	66.0%	14.0%	18.2%	69.8%	13.9%	19.5%	6.0%	2.0%	6.0%	34.1%
	Second-Stage	19.4%	69.4%	16.7%	5.6%	77.8%	11.1%	19.4%	69.4%	17.5%	17.7%	0%	11.1%	0%	22.2%
Municipal Size	Large Municipalities	21.0%	59.0%	5.0%	25.0%	65.0%	15.0%	7.5%	62.5%	30.6%	20.5%	5.0%	15.0%	0%	10.0%
	Small Municipalities	30.0%	70.0%	40.0%	0%	100%	0%	29.0%	71.0%	2.4%	2.4%	0%	0%	0%	60.0%
	Small Towns/ Rural Areas	20.8%	73.9%	23.7%	2.6%	63.2%	15.8%	21.6%	73.2%	9.8%	22.6%	5.3%	0%	7.9%	34.3%
Geographical Region	Edmonton	27.0%	33.0%	10.0%	10.0%	30.0%	30.0%	10.0%	30.0%	30.0%	30.0%	10.0%	10.0%	0%	20.0%
	Calgary	19.2%	80.8%	0%	33.3%	83.3%	0%	10.8%	89.2%	25.9%	9.2%	0%	16.7%	0%	0%
	Central	16.7%	83.3%	50.0%	16.7%	83.3%	16.7%	16.7%	83.3%	33.3%	33.3%	0%	0%	16.7%	50.0%
	North	21.9%	65.6%	37.5%	0%	87.5%	0%	23.9%	63.9%	1.6%	13.3%	12.5%	0%	0%	50.3%
	North Central	16.7%	83.3%	33.3%	0%	66.7%	33.3%	16.7%	83.3%	12.5%	37.5%	0%	0%	0%	33.3%
	South	31.4%	68.6%	0%	0%	50%	7.1%	30.7%	69.3%	1.6%	1.6%	0%	0%	14.3%	28.6%
OVERALL		22.2%	69.0%	20.6%	8.8%	69.1%	13.2%	18.6%	69.7%	14.8%	19.0%	4.6%	4.4%	4.4%	30.9%

3.4.2 Employee Benefits in Unionized versus Non-Unionized Shelters

Employee benefit data was analyzed for unionized versus non-unionized shelters. In 2013, unionized shelters allocated a larger percentage of shelter staffing budget for mandatory benefits (see *Table 12*); in the 2015 Workforce Survey, non-unionized shelters allocated a higher percentage of their budget to mandatory benefits. This trend has persisted in 2018, with non-unionized shelters allocating significantly more of their staffing budget to employee benefits than unionized shelters.

Table 12: Staffing Budget Allocation for Employee Benefits in Unionized versus Non-Unionized Shelters

%	Staffing budget allocated to mandatory employee benefits		Staffing budget allocated to employer-sponsored benefits	
	Mean	Change fr. 2015	Mean	Change fr. 2015
Unionized Shelters	4.6%	-1.6%	5.7%	-0.3%
Non-Unionized Shelters	8.7%	+0.9%	8.1%	+5.7%

There has been a large shift for employer-sponsored benefits since the previous update. In 2015, unionized shelters allocated 86.0% more of their staffing budget to additional benefits than non-unionized shelters; the current sample exhibited the opposite trend, with non-unionized shelters providing 29.0% more of their staffing budget (on average) than unionized shelters. This change may reflect the ability of smaller shelters to provide benefits for the first time after the September 2015 funding increase.

The average employer contribution towards benefits was higher for all benefits in unionized shelters; the employee contribution was lower for all benefits but pension and RRSP (see *Table 13*).

Table 13: Breakdown of the Coverage of Specific Benefits for Unionized versus Non-Unionized Shelters

Average Contribution (%)		Unionized Shelters	Non-Unionized Shelters
Dental	Employee	10.0%	24.3%
	Employer	70.0%	68.8%
Extended Health	Employee	0%	21.8%
	Employer	80.0%	68.0%
Pension	Employee	10.0%	3.5%
	Employer	10.0%	3.5%
RRSP	Employee	45.0%	9.6%
	Employer	55.0%	12.8%
Long Term Disability	Employee	40.0%	74.1%
	Employer	40.0%	8.6%
Short Term Disability	Employee	20.0%	20.7%
	Employer	20.0%	6.9%
Wellness	Employee	0%	5.2%
	Employer	40.0%	29.4%

3.5 Shelter Staffing

The purpose of this section is to review and analyze shelter staffing and turnover. Staffing data was analyzed across a range of groupings including type of shelter, municipal size and geographic region (a detailed breakdown of shelters within sub-groups is provided in Appendix A).

When asked to report the number of work hours paid out by each agency in the calendar year, responses (n=29) varied greatly. The reported average was 40,960 hours, with a maximum of 98,966 hours and a minimum of 2,080 hours.

3.5.1 Number of Shelter Employees and Shelter Full-Time Equivalents

Employee data were analyzed from all shelters who participated in the survey. Results are presented in *Table 14* below. Overall, the 34 shelters employed an annual average of 952 employees with an average of 28 employees per shelter, an increase of 3 employees per shelter since 2015. Full time employees made up 58.0% of the workforce (n=549),

averaging 16 full time employees per shelter; this is a significant decrease from 2015, where full time employees accounted for 67.0% of the workforce.

		All Employees		Full-Time Employees		Part-Time Employees		Casual Employees	
		Sum	Mean	Sum	Mean	Sum	Mean	Sum	Mean
Type of Shelter	Emergency	799	32	443	18	159	6	196	8
	Second-Stage	153	17	106	12	29	3	18	2
Municipality Size	Large Municipalities	420	42	242	24	99	9.9	79	8
	Small Municipalities	132	26	105	21	4	1	23	5
	Small Towns/ Rural Areas	400	21	202	11	85	4	112	6
Geographical Region	Edmonton	181	36	108	22	46	9	27	5
	Calgary	239	48	134	27	53	11	52	10
	Central	95	32	49	16	15	5	29	10
	North	169	21	103	13	35	4	32	4
	North Central	102	17	46	8	16	3	40	7
	South	166	24	109	16	23	3	34	5
OVERALL		952	28	549	16	188	6	214	6

Type of Shelter

Emergency shelters employed the majority of shelters' staff (84.0%, n=799). This is comparable to 2015, where emergency shelters employed 83.0% of shelter staff.

Municipal Size

Small municipalities had the least number of employees (13.9%, n=132), and large municipalities and small towns/rural areas had a comparable number of staff (44.1% and 42.0%, respectively); that being said, large municipalities have a much larger number of staff per shelter, on average.

Geographical Region

Calgary had the largest number of employees of all types (25.1%, n=239), with Edmonton only possessing three quarters (19.0%, n=181) of that number. Northern Alberta made up the next largest portion (17.8%, n=169), followed by Southern Alberta (17.4%, n=166). Casual employees were more numerous than part time employees in central Alberta, North Central Alberta, and Southern Alberta, with this being most concerning in North central Alberta.

3.5.2 Staff Turnover

Complete information regarding the number of employees overall and the number of employees who left their position was provided by all shelters in the survey. Results are presented in *Table 15* below. All shelters, regardless of type, experience relatively high turnover rates, possibly due to the high stress associated with the line of work as well as lower pay scales and benefits than that of government. The provincial staff turnover rate was calculated at 30.8%, an increase of 1.7% since 2015.

Type of Shelter

Emergency shelters had a slightly higher turnover rate (31.2%, n=249) than second-stage shelters (28.8%, n=44), a significant change from 2015 when second-stage shelters experienced a turnover rate of 42.7%.

Municipal Size

Small municipalities experienced the highest turnover rate (64.4%, n=85); small towns/rural areas followed (27.0%, n=108), and then large municipalities, which had a relatively lower rate of 23.8% (n=100).

Geographical Region

In 2015, the Northern region reported the highest turnover rate at 42.6%; since, this has lowered to 29.6% (n=50). This year, Southern Alberta reported a very high turnover rate of 61.4% (n=102); the cause for this high turnover rate is unknown.

Reasons for Staff Turnover

The shelters were asked to provide information on the reasons for staff turnover (n=267, see *Figure 4*). A significant proportion of departing staff (21.0%) chose to pursue a position outside of women's shelters, government, or not-for-profit agencies. Shelter work is challenging for many reasons: the 24/7 nature of shelters works mean evening, night and weekend shifts for many staff which can be very disruptive for family life and interrupt sleep patterns. Plus, there is the stress involved in working with often traumatized clients. Further, while 4.2% of shelter employees are 65 or older, retirement only accounts for 3.0% of the staff turnover rate. This may be a reflection of the delayed retirement of older employees, and in some cases, previously retired people returning to work either by choice or financial necessity. Finally, illness or injury accounts for 4.0% of staff turnover. This is a surprisingly low rate considering the stress involved in working in a domestic violence shelter.

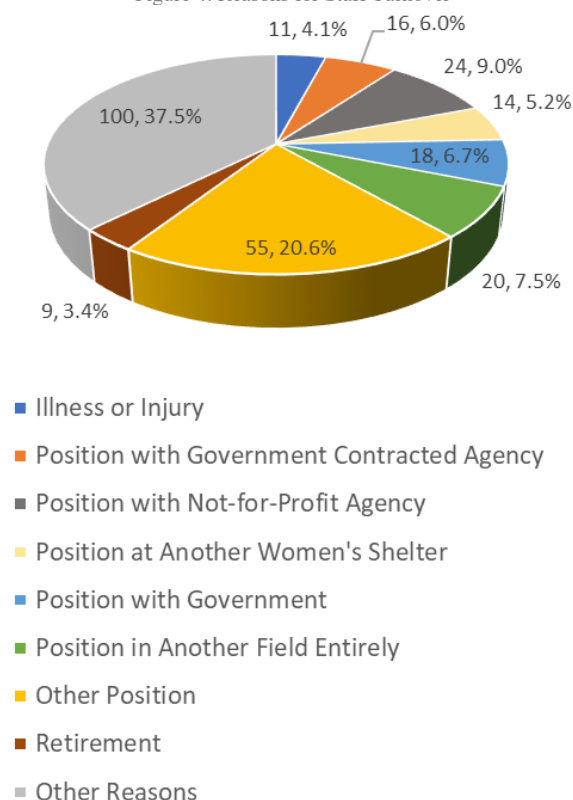
3.5.3 Challenges to Attracting and Retaining Staff

Respondents were requested to provide the top three challenges to both attracting and retaining staff in order of importance. Responses were then weighted so that the most important factor was given three points, the second-

Table 15: Employees, Staff Losses, and Staff Turnover Rate by Type of Shelter, Municipal Size, and Region

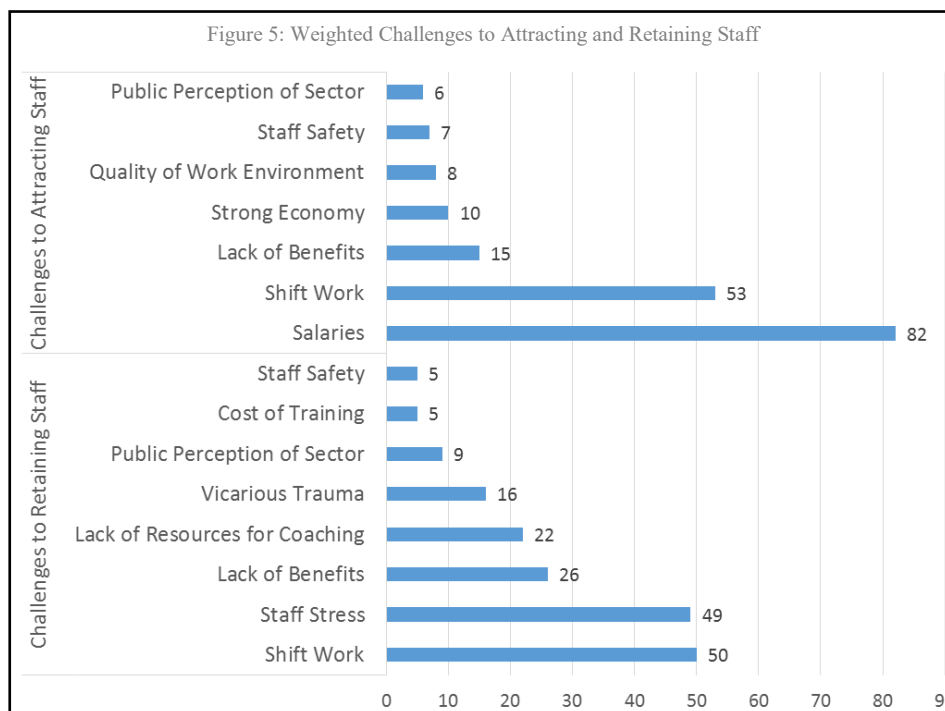
		# of Employees		# of Staff that left in the Last 12 months		Staff Turnover Rate
		Sum	Mean	Sum	Mean	
Type of Shelter	Emergency	799	32	249	10	31.2%
	Second-Stage	153	17	44	5	28.8%
Municipal Size	Large Municipalities	420	42	100	10	23.8%
	Small Municipalities	132	26	85	17	64.4%
	Small Towns/Rural Areas	400	21	108	6	27.0%
Geographical Region	Edmonton	181	36	36	7	19.9%
	Calgary	239	48	64	13	26.8%
	Central	95	32	13	4	13.7%
	North	169	21	50	6	29.6%
	North Central	102	17	28	5	27.5%
	South	166	24	102	15	61.4%
OVERALL		952	28	293	9	30.8%

Figure 4: Reasons for Staff Turnover



most two points, and the final factor one point. Weighted totals were then added to generate the score. Results are presented in *Figure 5*.

Shelters overwhelmingly reported that their offered salaries were insufficient when hiring new staff, creating their largest barrier. Following was shift work, which was also the top endorsed challenge to retaining staff along with staff stress. Lack of benefits was the third most endorsed challenge for both attraction and retention, with other concerns less unanimous across shelters.



The findings above are not surprising. The Healthy Workplaces in the Helping Professions research report (Barker and Tran, 2016) found that 67.9% of women's shelter workers feel an unhealthy level of stress during their workday, and only 48.2% feel "healthy" in their workplace. The report suggests three ways to reduce this employee stress: *reflective and relevant supervision*, a positive *organizational culture*, and *time given at work for reading about best practices*. Also, *open communication* in the workplace and greater *job control* are likely to lead to better health and higher job satisfaction in this population.

3.5.4 Additional Qualitative Data on Staffing

Survey respondents were asked to comment on the following additional questions.

If you have a provincial grant agreement, please indicate the number of positions added to your staff compliment with the 2015 funding increase.

Shelters (n=29) reported a minimum addition of one full time staff member, and a maximum addition of 12. On average, shelters reported adding 3.7 full time staff to their team based on the 2015 funding increase.

Please describe the impact this staff increase has had on your shelter's operations.

Of the 26 shelters who responded to this question, 25 stated that the increase in staff allowed the organization to improve their services.

"This staffing increase has allowed us to have 2 staff members on Reserves and Settlements which has led to improvements to our service. We can now connect with clients who may have not have been able to access shelter services... The staffing increase has also changed our ability to better serve our clients in shelter. Having more child support services has given us the opportunity to provide mothers with parenting programs, and children with more structured activities."

"We have been able to increase our outreach abilities to reach more people and expand services. We have also been able to re-focus our children's program to provide more enhanced services,

grow our ability to provide outreach services to children and youth. The increase has had a tremendous impact in terms of enabling us to fill gaps and needs."

"The increase also led to the creation of our NHSS Community Services Team which supports client who are currently in an unhealthy relationship, who are attempting to leave family violence, or who have recently left and are struggling to navigate the system."

Five shelters commented that the additional staff budget created difficulties for their organization. For example, there may be issues in finding qualified staff, it may be difficult to provide adequate working space, or the supervision of new employees may be challenging.

"The challenges include needing to rent office space to accommodate staff, supervising staff in more than one location and finding qualified staff."

"We have been able to provide more outreach, trauma informed family resource care, and transitional housing support. However, our leadership team is definitely stretched to the maximum."

"The staffing increase has posed many strains on our management team including the Executive Director, Program Manager and Human Resources Manager. With increased staff there is a greater demand for program development and implementation of our residential and outreach programs. There is also the increased number of employees for processing payroll information and well as supervision challenges. There is also a greater chance of workplace issues which valued hours are used spent working on prevention tactics as well as resolving issues."

Conversely, two shelters reported that the increase in staffing alleviated supervision challenges, such as this responder:

"As well, a child and youth worker was added and that increased supervision both within shelter and within the community programming. As a result, we hired a program manager. That person now supervises that position."

This speaks to the need for changes in what remains of the government staffing model to include program managers, long identified by ACWS members as a pressing staffing need. Staffing models in most shelters are very flat with limited resources allocated for administration. Two shelters reported that the increased staffing directly reduced the number of clients being turned away from services, as the shelters were more equipped for large caseloads. One shelter noted that their shelter was now safer and more secure as two staff members would be on shift at once. Finally, one shelter noted that the additional staffing budget allowed funding to be freed up for use elsewhere:

"The Children Services Grant did not support those position before. We had to fund raise for those positions in the past. This has help free up funding for other programs that can be offered at the shelter."

Please describe how you anticipate the changes to the Employment Standards Code, which took effect January 1, 2018, will impact your organization's staffing model.

Of the 30 shelters that responded to this question, 14 stated that the changes to the Employment Standards Code would result in the overall cessation of flex-hour arrangements and overtime hours for staff.

"Flexible working hours for Child Development Support Worker and Family Violence Prevention Worker will have to cease, unless Flexible Averaging Work agreements are ratified by the union."

"It pushed us to really look at overtime and make changes to our overtime policies. The stat holidays are costing the organization more money and so it is resulting in staff not getting days off in lieu of the stat since that isn't an option. Staff are not happy about that but the cost to pay out stat pay and provide a day off with pay just isn't feasible."

“The ability for staff to have flexible schedules was a perk of the job. The new Employment standards do not allow this and therefore we have removed the flexible schedules. We cannot afford to pay employees out or give time off at the 1.5X their rate.”

Related to the above concerns, 12 respondents indicated that the policy changes would increase their staffing costs and five shelters stated that this would result in cutbacks to staffing hours.

“I would estimate that the changes to the Employment Standards code will impact our staffing model by increasing the amount of Overtime paid out, and increasing the benefits paid to staff as every employee is now eligible for Stat holiday, regardless of having worked or not. This will increase our budget by a minimum of \$15000 per year.”

“As a result of the changes to Employment Standards Code, we estimate that to retain the same level of benefits to employees for statutory holidays (not reducing our policies to view only mandatory statutory holidays); we will be spending approximately \$20000 extra from our staffing budget. This is essentially a half a position and may require cut backs in staffing levels or changes in scheduling to accommodate this change.”

Three shelters predicted that these changes could result in higher staff turnover overall, such as the following respondent:

“We anticipate that we may have more leaves due to these changes which will increase our hiring of temporary/contract positions.”

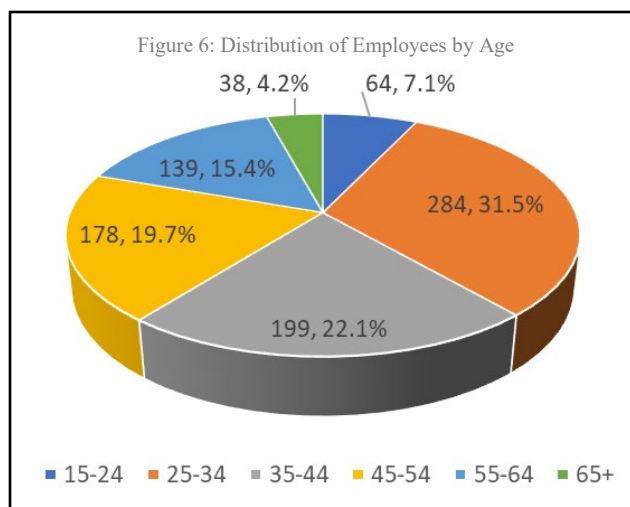
Finally, one shelter suggested that any changes would ultimately be positive for their organization, and four shelters suggested that there would be no impact.

“I do not anticipate the changes causing too much of an impact other than the positive of now being entitled to more leave when needed and stat pay for all part time staff will be appreciated.”

“We had implemented most of the changes before the Employment Standards Code, so it didn't impact much our organization's staffing model.”

3.6 Shelter Workforce Profile

The purpose of this section is to review and analyze shelter workforce information including age, gender, level of education, position, and employment status. When possible, workforce information is also compared to similar Albertan workers in the Health Care and Social Assistance Industry and/or Disability Services Industry⁴.



⁴ Alberta Disability Services Industry data from: ACDS 2017 Annual Workforce Survey, April 2018.

3.6.1 Employee Age⁵

Employee information from 32 shelters (n=902) was used in the analysis (see *Figure 6*); two shelters did not provide data, both from large municipalities.

Seven percent (7%) of the shelter workforce is between 15 and 24 years of age. A significant 74.0% are between 25 and 54, and 19.0% of workers are 55 years or older. This workers in the Health Care and Social Assistance Industry (in which 12.8% of employees are between 15 and 24 years of age, 68.0% are between 25 and 54, and 19.2% are 55 years or older) and the Disability Services Industry (in which 10% of employees are between 15 and 24 years of age, 69% are between 25 and 54, and 21% are 55 years or older).

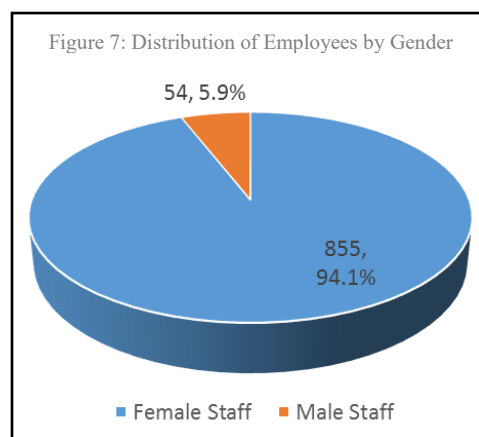
Figure 6: Distribution of Employees by Age

3.6.2 Employee Gender

While women do tend to be overrepresented in the Health Care and Social Assistance Industry (82.1% of employees) and the Disability Services Industry (77.2% of employees), the imbalance is not as extreme as that found in Alberta women's shelters. Overall, shelter staff were made up almost entirely of female employees (94.0%, n=855); this is a slight decrease from the reported female gender distribution in the 2015 workforce survey (97.0%). No transgender employees were reported.

The Healthy Workplaces in the Helping Professions research report (Barker and Tran, 2016) found that women were more likely than men to rate their health and job satisfaction as low. As women make up a very high percentage of employees, it would be beneficial for women's shelter administration to consider the impact this would have on their workforce.

Figure 7: Distribution of Employees by Gender



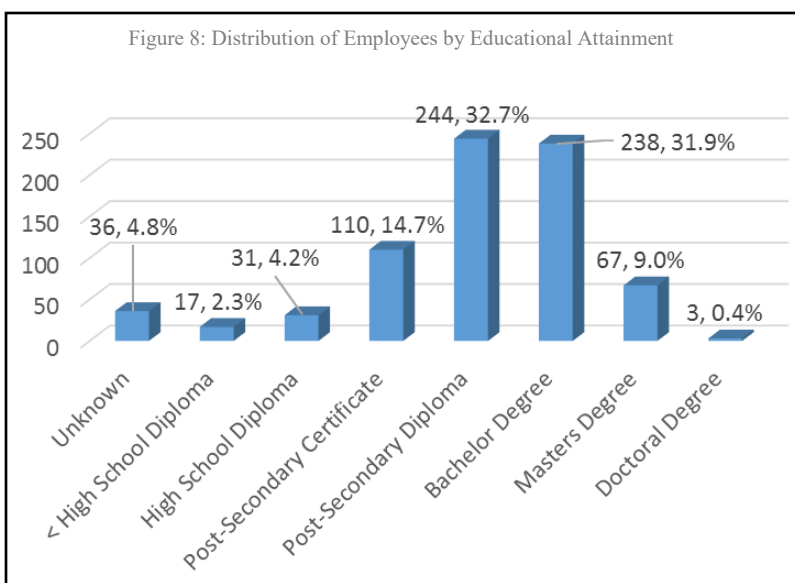
Employee information from 33 shelters (n=909) was used in the analysis (see *Figure 7*); one shelter did not provide data.

3.6.3 Level of Education⁶

Employee information from 31 shelters (n=746) was used in the analysis (see *Figure 8*); all three excluded shelters were from large municipalities. Shelter employee education ranged from less than high school (2.0%, n=17) to a doctoral degree (0.4%, n=3). The most common levels of education were post-secondary diplomas (33.0%, n=244) and bachelor degrees (32.0%, 238).

Compared to the general Albertan population, women's shelter workers are more likely to have a post-secondary certificate or diploma (48.0% versus 22.2%), a bachelor's degree (32.0% versus 16.5%), or a master's degree (9.0% versus 4.2%), but less likely to have

Figure 8: Distribution of Employees by Educational Attainment



⁵ Alberta age and gender data from: Government of Alberta: Industry Profiles 2018; Health Care and Social Assistance Industry, February 2018. Accessed at: <https://open.alberta.ca/dataset/fdabc07b-956b-4ec9-b0db-84a10ea0def4/resource/d2e6f99a-7d83-4bed-8c12-d250d38c8f54/download/industry-profile-health-care-and-social-assistance.pdf>

⁶ Alberta education level data from: Statistics Canada: Highest level of educational attainment (detailed) by selected age groups 15 years and over, both sexes, % distribution 2016, Canada, provinces and territories, 2016 Census – 25% Sample data, 2016. Accessed at: <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/hltfst/edu-sco/Table.cfm?Lang=E&T=21&Geo=00&SP=1&view=2&age=1&sex=1&SO=7A>

either a doctoral degree (0.4% versus 0.8%) or only a high school diploma (4.0% versus 27.9%), which fall at the extremes of the spectrum.

When compared to similar Albertan workers in the Disability Services Industry, women's shelter workers are more likely to possess a post-secondary diploma (33% versus 24.3%), a bachelor degree (32% versus 24.5%), or a graduate degree (9.4% versus 2.9%). Women's shelter workers are less likely than workers in the Disability Services Industry to possess only a high school diploma (4% versus 22.8%) or a post-secondary certificate (15% versus 25.3%). While both workforces tend to be educated, it appears that women's shelter workers are slightly more so.

Compared to the 2015 Workforce Survey, shelters reported an increase of 5.0% of employees with a bachelor's degree and a decrease of 6.0% of employees with a diploma; this trend began in 2013. Further, the 2013 and 2015 decrease in employees with only a high school diploma continued, falling from 12.0% to 4.0% since the previous survey. Finally, the proportion of employees with master's degrees tripled from 3.0% to 9.0% since 2015. The steady rise in the educational attainment of shelter staff reflects a trend in Alberta toward higher educational attainment. It may also reflect the reality that, in many cases, people often have to accept work below their level of education to make ends meet.

3.6.4 Position

Shelter employee positions were collected and grouped into sixteen comparable job descriptions based on a prior shelter workforce survey⁷. Participating shelters reported on position type for a total of 944 employees (Table 16).⁸

3.6.5 Employment Status and Length of Employment

Of the employees included in our survey (n=952), the majority (57.7%) were full time positions (see Figure 9); this is similar to the reported distribution of full time workers among Disability Services Industry employees (53.3%). Since the 2015 Workforce survey, there has been a 2.7% increase in full time employees, a 3.3% decrease in part time employees, and a 0.5% increase in casual employment.

Table 16: Distribution of Shelter Employees by Position

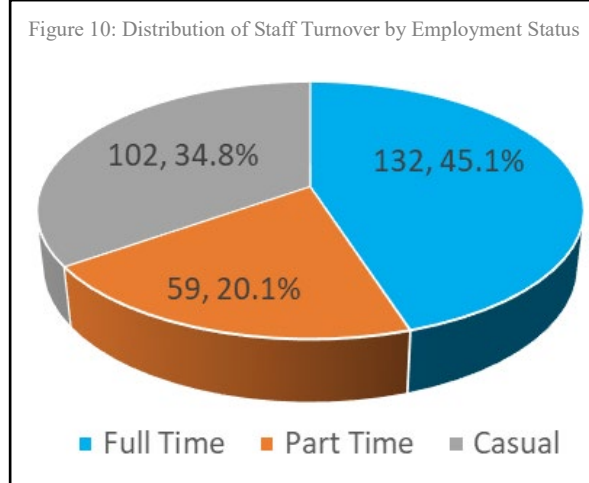
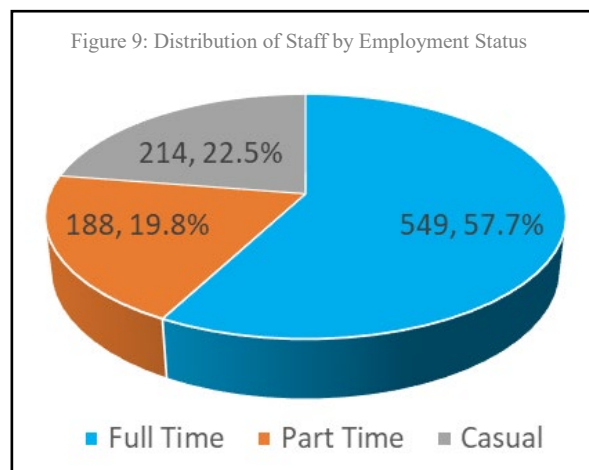
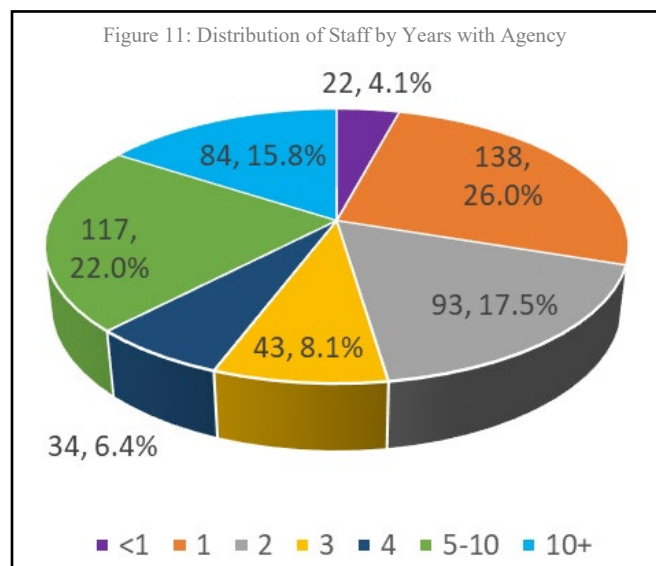
Position	# of Employees	% of Employees
Crisis Counsellors	348	36.9%
Other	106	11.2%
Outreach Workers	79	8.4%
Child Care Providers	77	8.2%
Administrative Assistants	54	5.7%
Case Managers	52	5.5%
Child Support Providers	51	5.4%
Program Managers	42	4.4%
Housekeeper	38	4.0%
Executive Directors	31	3.3%
Coordinators	25	2.6%
Public Educators	17	1.8%
Outcome Tracker Specialists	9	1.0%
Maintenance	8	0.8%
Mental Health Specialists	5	0.5%
Nurses	2	0.2%
TOTAL	944	100

⁷ A Compensation Review and Evaluation: Final Report, September, 2002, Banister Research & Consulting Inc.

⁸ Positions listed as "other" by shelters included: human resources specialists; cooks; resource development associates; resource development administrators; systems navigators; team leads; client safety leads; victim advocates; counsellors; directors of operations and programming; child trauma support workers; community services support workers; business coordinators; fund development managers; directors of human resources; directors of administration; volunteer coordinators; fund developers; resource and development managers; resource and development assistants; senior accountants; security and reception; kitchen coordinators; food services coordinators; child trauma counsellors; and volunteer support persons.

Shelters were also asked to report the employment status of those who left their jobs ($n=293$) during the year (see *Figure 10*). Of those, casual employees were overrepresented at 34.8% of the departing staff, while they only represented 22.5% of the staff body. Casual employees tend to have less job security as they are not permanent employees; it is therefore not surprising that they would have the highest turnover rate.

Finally, the amount of time workers had been employed by their women's shelter was analyzed (*Figure 11*). Almost half of all employees (48%) had been working with their organization for less than 3 years, and 16% for over ten years. The average length of employment observed was 5.2 years. Overall, this is very similar to Albertan workers in the Disability Services Industry, who also have an average of 5.2 years in their place of employment.



3.7 Salary Analysis: Comparison of Salaries across Shelters

The purpose of this section is to review and analyze compensation across Alberta's women's shelters. Salary data was collected from 33 shelters. Only annual salaries for full-time positions were included (n=535).

3.7.1 Position

Across all positions, the average annual salary was \$54,179, an increase of \$1,603 since 2015 (see *Table 17*). Executive Directors were paid the highest (\$97,546); Combined Housekeeper and Maintenance workers were paid the lowest (\$43,986). Since 2015, Combined Housekeeper and Maintenance workers receive \$11,514 less and Outcome Tracker Specialists receive \$4,898 less, on average. Case Managers earn \$4,968 more; Child Care workers receive \$4,651 more; Public Education employees receive \$4,032 more; and Executive Directors receive \$9,388 more, on average.

3.7.2 Type of Shelter

Annual salaries were analyzed by shelter type; results are summarized in *Table 18*. Generally, salaries were higher in second-stage shelters, but child support workers; coordinators; and housekeepers are paid more in emergency shelters on average. The most notable salary differences affect maintenance workers, mental health specialists, and 'other' employees.

Table 17: Breakdown of Average Salary by Shelter Position

Position	#	Min	Max	Mean	Median
Administrative Assistant	27	\$18,000	\$68,910	\$49,065	\$48,000
Case Manager	43	\$35,387	\$93,027	\$55,718	\$54,885
Child Care	31	\$25,693	\$62,000	\$45,063	\$44,262
Child Support	32	\$31,386	\$67,219	\$49,010	\$46,684
Combined Housekeeper/Maintenance	7	\$34,000	\$65,509	\$43,986	\$41,267
Coordinator	24	\$49,100	\$71,084	\$57,019	\$55,235
Crisis Counsellor	150	\$16,000	\$77,732	\$47,586	\$48,394
Executive Director	29	\$60,000	\$167,580	\$97,546	\$87,908
Housekeeper	14	\$28,000	\$57,980	\$38,396	\$36,995
Maintenance	4	\$37,646	\$53,000	\$44,110	\$42,897
Mental Health Specialist	5	\$54,119	\$79,380	\$68,187	\$67,635
Outcome Tracker Specialist	4	\$42,000	\$53,042	\$46,102	\$44,683
Outreach	62	\$23,737	\$88,423	\$53,003	\$52,915
Program Manager	34	\$26,000	\$93,372	\$68,361	\$68,484
Public Education	6	\$40,008	\$77,732	\$55,603	\$53,009
Other	42	\$22,210	\$110,000	\$58,550	\$54,689
Unknown	11	\$9035	\$61,174	\$42,946	\$47,596
OVERALL	525	\$9,035	\$167,580	\$54,179	\$52,041

Table 18: Comparison of Salaries by Type of Shelter

Position	Emergency (Avg.)	Second-Stage (Avg.)	% Difference
Administrative Assistant	\$48,343	\$52,242	7.8%
Case Manager	\$54,280	\$58,697	7.8%
Child Care	\$44,264	\$47,361	6.8%
Child Support	\$49,171	\$48,433	1.5%
Combined Housekeeper/Maintenance	\$43,580	\$45,000	3.2%
Coordinator	\$57,141	\$56,407	1.3%
Crisis Counsellor	\$47,434	\$51,226	7.7%
Executive Director	\$94,484	\$116,683	21.0%
Housekeeper	\$39,174	\$33,725	14.9%
Maintenance	\$41,147	\$53,000	25.2%
Mental Health Specialist	\$54,119	\$71,704	-28.0%
Outcome Tracker Specialist	\$46,102	-	-
Outreach	\$51,941	\$61,348	-16.6%
Program Manager	\$67,261	\$71,937	6.7%
Public Education	\$55,603	-	-
Other	\$50,302	\$70,679	33.7%
Unknown	\$42,946	-	-
OVERALL	\$52,614	\$61,847	-16.1%

3.7.3 Shelter Size

Annual salaries were analyzed by shelter size; results are summarized in *Table 19*. Shelter size was determined based on the number of full time staff: a shelter was designated as either small (10 or fewer full time staff), medium (11 to 20 full time staff), or large (more than 20 full time staff). Notable findings include:

- On average salaries were highest in small-sized shelters (\$54,879), but the difference between shelter sizes was minimal.
- Salaries were highest in medium shelters for Administrative Assistants (\$56,668), Case Managers (\$61,100), Outcome Tracker Specialists (\$53,042), Outreach workers (\$56,187), and Other workers (\$66,906).
- Salaries were highest in large shelters for Child Support workers (\$50,919), Coordinators (\$57,916), Crisis Counsellors (\$48,434), Executive Directors (\$108,836), Housekeepers (\$39,413), Program Managers (\$71,488), and Public Education workers (\$58,723).
- Administrative Assistants in medium shelters made 21.3% more than Administrative Assistants in large shelters (\$56,668 versus \$45,752).
- Executive Directors in large shelters (\$108,836) made 14.2% more than Executive Directors in medium shelters (\$94,391), and 27.7% more than those in small shelters (\$82,354).
- Public Education workers in large shelters made 37.9% more than Public Education workers in medium shelters (\$58,723 versus \$40,008).

Table 19: Comparison of Salaries by Shelter Size

Position	Small	Medium	Large	% Difference (Small vs. Medium)	% Difference (Small vs. Large)	% Difference (Medium vs. Large)
Administrative Assistant	\$51,743	\$56,668	\$45,752	-9.1%	+12.3%	+21.3%
Case Manager	\$51,739	\$61,100	\$56,073	-16.6%	-8.0%	+8.6%
Child Care	\$50,238	\$47,312	\$42,351	+6.0%	+17.0%	+11.1%
Child Support	\$45,377	\$46,594	\$50,919	-2.7%	-11.5%	-8.9%
Combined Housekeeper/ Maintenance	\$45,000	\$45,000	\$43,580	0%	+3.2%	+3.2%
Coordinator	\$56,058	\$52,596	\$57,916	+6.4%	-3.3%	-9.6%
Crisis Counsellor	\$46,751	\$45,435	\$48,434	+2.9%	-3.5%	-6.4%
Executive Director	\$82,354	\$94,391	\$108,836	-13.6%	-27.7%	-14.2%
Housekeeper	-	\$34,666	\$39,413	-	-	-12.8%
Maintenance	-	-	\$44,110	-	-	-
Mental Health Specialist	\$75,000	-	\$66,484	-	+12.0%	-
Outcome Tracker Specialist	\$45,677	\$53,042	\$42,844	-14.9%	+6.4%	+21.3%
Outreach	\$52,116	\$56,187	\$50,835	-7.5%	+2.5%	+10.0%
Program Manager	\$62,533	\$65,257	\$71,488	-4.3%	-13.4%	-9.1%
Public Education	-	\$40,008	\$58,723	-	-	-37.9%
Other	\$48,778	\$66,906	\$57,305	-31.3%	-16.1%	+15.5%
Unknown	-	\$42,946	-	-	-	-
OVERALL	\$54,879	\$53,824	\$54,027	+1.9%	+1.6%	-0.4%

3.7.4 Geographical Region

Annual salaries were analyzed by geographic region; results are summarized in *Table 20*. Note that some Northern shelters receive the Northern Allowance, which inflates the average Northern salaries in some cases. Notable findings include:

- The average salary in Calgary was 15.7% higher than in Edmonton. Excluding Calgary and Edmonton, average salaries are generally highest in North Central Alberta (\$55,476) and lowest in Southern Alberta (\$48,156), a difference of 14.1%.
- Administrative Assistants are paid 30.9% more in Northern Alberta (\$55,532) than in Southern Alberta (\$40,689).
- Case managers, Child Support workers, Combined Housekeeper/Maintenance workers, Coordinators, Executive Directors, Maintenance workers, Mental Health Specialists, Program Managers, and Public Education workers are paid more on average in Alberta's two largest cities, Edmonton and Calgary, than the rest of the province.
- Child Support workers have an average salary range of \$23,821, from \$31,386 in Central Alberta to \$55,207 in Edmonton.
- Combined Housekeeper/Maintenance workers are paid 20.5% more in Edmonton (on average) than Calgary (\$55,255 versus \$45,000).
- Executive Directors are paid 27.5% more in Calgary than those in Edmonton (\$131,679 versus \$99,894).
- Housekeepers are paid 25.3% more in Edmonton than Calgary, on average (\$43,191 versus \$33,500).
- Mental Health Specialists are paid 32.3% less in Southern Alberta (\$54,119) than Edmonton (\$75,000).
- Program Managers are paid 38.0% less in Central Alberta (\$54,075) than Calgary (\$79,448).
- Public Education workers are paid 44.7% less in Southern Alberta (\$49,342) than Calgary (\$77,732).

Table 20: Comparison of Salaries by Geographic Region

Position	Edmonton	Calgary	Central	North	North Central	South
Administrative Assistant	\$45,683	\$53,454	\$48,234	\$55,532	\$52,020	\$40,689
Case Manager	\$59,806	\$55,706	-	\$50,478	-	\$51,898
Child Care	\$46,738	\$42,709	\$44,800	\$43,080	\$52,525	\$41,615
Child Support	\$55,207	\$50,501	\$31,386	\$47,089	\$49,277	\$45,237
Combined Housekeeper/Maintenance	\$55,255	\$45,000	-	\$39,464	-	\$34,000
Coordinator	\$59,039	\$58,050	\$54,567	\$57,399	-	\$51,000
Crisis Counsellor	\$46,408	\$55,927	\$40,653	\$46,260	\$47,954	\$47,254
Executive Director	\$99,894	\$131,679	\$87,375	\$85,183	\$85,319	\$85,396
Housekeeper	\$43,191	\$33,500	-	\$36,549	-	\$32,716
Maintenance	\$47,694	\$45,550	-	-	-	\$37,646
Mental Health Specialist	\$75,000	\$70,606	-	-	-	\$54,119
Outcome Tracker Specialist	\$43,688	-	-	\$53,042	\$45,677	\$42,000
Outreach	\$61,196	\$54,067	\$55,386	\$51,448	\$53,086	\$48,034
Program Manager	\$72,491	\$79,448	\$54,075	\$56,932	\$66,350	\$54,544
Public Education	-	\$77,732	-	\$52,402	-	\$49,342
Other	\$52,396	\$70,977	-	\$49,064	\$55,551	\$52,945
Unknown	-	-	-	-	-	\$42,946
OVERALL	\$54,419	\$63,696	\$51,492	\$51,064	\$55,476	\$48,156

3.7.5 Municipal Size

Annual salaries were analyzed by municipal size; results are summarized in *Table 21*. Average salaries were highest in large municipalities, with a 22.7% higher average than in small towns/rural areas. Other discrepancies were found when broken down by position. These include:

- Administrative Assistants in small municipalities (\$39,979) were paid significantly less than those in either large municipalities (\$51,727) or small towns/rural areas (\$52,669).
- Combined Housekeeper and Maintenance workers are paid 41.6% more in large municipalities (\$51,836) than in small towns/rural areas (\$34,000).
- Executive Directors in large municipalities (\$117,231) are paid 29.9% more than those in small towns/rural areas (\$86,708) and 38.3% more than those in small municipalities (\$79,557).
- Housekeepers in small municipalities (\$28,500) make 30.7% less and 34.3% less than those in small towns/rural areas and large municipalities, respectively.
- Mental Health Specialists are paid 28.0% more in large municipalities than small municipalities (\$71,704 versus \$54,119).
- Public Education employees in small towns/rural areas (\$46,004) make 17.1% less than those in small municipalities (\$54,627), and 51.3% less than those in large municipalities (\$77,732).

Table 21: Comparison of Salaries by Municipal Size

Position	Small Towns/ Rural Areas	Small Municipalities	Large Municipalities	% Difference (Towns - Small)	% Difference (Towns - Large)	% Difference (Small - Large)
Administrative Assistant	\$52,669	\$39,979	\$51,727	+27.4%	+1.8%	-25.6%
Case Manager	\$52,579	\$48,763	\$57,425	+7.5%	-8.8%	-16.3%
Child Care	\$48,702	\$40,300	\$45,664	+18.9%	+6.4%	-12.5%
Child Support	\$45,911	\$45,224	\$53,190	+1.5%	-14.7%	-16.2%
Combined Housekeeper/ Maintenance	\$34,000	\$39,464	\$51,836	-14.9%	-41.6%	-27.1%
Coordinator	\$54,567	\$56,333	\$58,278	-3.2%	-6.6%	-3.4%
Crisis Counsellor	\$47,014	\$45,469	\$49,703	+3.3%	-5.6%	-8.9%
Executive Director	\$86,708	\$79,557	\$117,231	+8.6%	-29.9%	-38.3%
Housekeeper	\$38,849	\$28,500	\$40,284	+30.7%	-3.6%	-34.3%
Maintenance	-	\$37,646	\$46,265	-	-	-20.5%
Mental Health Specialist	\$54,119	\$54,119	\$71,704	0%	-28.0%	-28.0%
Outcome Tracker Specialist	\$49,360	\$42,000	\$43,688	+16.1%	+12.2%	-3.9%
Outreach	\$52,702	\$46,634	\$59,668	+12.2%	-12.4%	-24.5%
Program Manager	\$62,822	\$50,132	\$77,515	+22.5%	-20.9%	-42.9%
Public Education	\$46,004	\$54,627	\$77,732	-17.1%	-51.3%	-34.9%
Other	\$54,367	\$50,476	\$60,787	+7.4%	-11.2%	-18.5%
Unknown	\$42,946	\$42,946	-	0%	-	-
OVERALL	\$52,546	\$46,814	\$58,815	+11.5%	-11.3%	-22.7%

3.7.6 Women's Shelter versus Government Employees

Average annual salary was compared for shelter workers versus comparable government workers.⁹ It was observed that shelter workers' average salary (\$54,179) was 20.8% lower than their Canadian government counterparts

⁹ Statistics Canada: Average usual hours and wages by selected characteristics, monthly, adjusted for seasonality, June 2018. Accessed at: <https://www150.statcan.gc.ca/t1/tbl1/en/tv.action?pid=1410032002&pickMembers%5B0%5D=3.7>

(\$66,774, based on an average weekly wage of \$1,284 in occupations in education, law, and social, community, and government services). This is larger than the 17.3% difference observed in 2015.

Following are some insightful comments made by an executive director of a small rural shelter regarding the discrepancy between shelter and Government of Alberta salaries:

“I’ve lost 3 ICM staff members in the last 6 months to GOA. Obviously they are getting good training with us but it is becoming impossible to compete. Staff that left us always tell me how much they love our team and environment, but the benefits and higher wage with GOA is just too attractive to ignore... Anyway this job description outlines exactly what we do in our outreach/ICM program at the shelter. I have no doubt I will lose a few more soon- the Ministry actually called one of my outreach workers directly to recruit her into their internship program with child protection over the last month. We had her goodbye party yesterday. Her starting wage as an intern is more than she was making at 6 years in with us.

This is not the first time I have had workers contacted directly by the Ministry and in every case, they have taken the job with GOA.

Anyway I know most shelters are in this same position. There would be an easy fix to this in my view- increased wages for shelter staff so we could attract and compete on that level. I know our shelter is a positive work environment based on feedback I get regularly but a healthy team environment in itself doesn't cover expenses or feed the family.

It seems at this point the training I am providing is simply preparing folks for their careers with GOA. As a social worker I am grateful to have an opportunity to provide a foundation to their practice but as an ED this is getting exhausting.”

3.8 Salary Analysis: Comparison of Salaries over Time

The intent of this section is to review and compare compensation levels over time, in 2002 and from 2011 to 2018. Shelter wage data from 2002 was gathered in the Alberta Council of Women’s Shelters’ Compensation Review and Evaluation¹⁰, 2011-12 salaries were collected in the 2013 Workforce Survey, and 2015 salaries were collected in the 2015 Workforce Survey.

3.8.1 Overall Comparison of Salaries over Time

Since 2002, the average overall salary has risen from \$31,011 to \$54,179, an increase of 74.7% (Table 22); since 2015, the average overall salary only rose from \$52,498 to \$54,179, an increase of 3.2%. While an increase, the data suggests that wage increases are becoming less substantial as time goes on. The three years between 2015 and 2018 represent about a fifth (18.8%) of the time between 2002 and 2019, but only 4.3% of the cumulative wage increases in that space of time occurred in those three years. Notable findings include:

- Child Care workers did not experience average salary increases from 2011 to 2015 (\$40,783 to \$40,412), but their salary increased 11.5% since 2015 (\$40,412 to \$45,063).
- Child Support workers experienced an average salary increase of 15.1% from 2011 to 2015 (\$41,900 to \$48,212), but this trend did not continue into 2018 (\$49,010).
- Combined Housekeeper and Maintenance workers experienced a substantial average salary increase of 42.9% from 2011 to 2015 (\$38,833 to \$55,500), but then lost 20.8% of their new salary in the subsequent 3 years (\$43,986).
- Executive Directors have seen average salary increases of 118.6% since 2002 (\$44,631), and 11.0% of this increase occurred since 2015 (\$87,906 to \$97,546).
- Housekeepers experienced an average salary increase of 16.0% from 2011 to 2015 (\$35,500 to \$41,167), but since 2015 their average wage has instead decreased by 6.7% (\$38,396).

¹⁰ A Compensation Review and Evaluation: Final Report, September 2002, Banister Research & Consulting Inc.

Table 22: Comparison of Salaries from 2002 to 2018

	2002 Average Salary	2011-12 Average Salary	2015 Average Salary	2018 Average Salary	% Change (2002 to 2018)	% Change (2011-12 to 2015)	% Change (2015 to 2018)
Administrative Assistant	\$27,495	\$44,963	\$47,435	\$49,065	+78.5%	+5.5%	+3.4%
Child Care	-	\$40,783	\$40,412	\$45,063	-	-0.9%	+11.5%
Child Support	\$28,284	\$41,900	\$48,212	\$49,010	+73.3%	+15.1%	+1.7%
Combined Housekeeper/ Maintenance	-	\$38,833	\$55,500	\$43,986	-	+42.9%	-20.8%
Crisis Counsellor	\$29,238	\$46,464	\$49,393	\$47,586	+62.8%	+6.3%	-3.7%
Executive Director	\$44,631	\$80,786	\$87,906	\$97,546	+118.6%	+8.8%	+11.0%
Housekeeper	\$24,651	\$35,500	\$41,167	\$38,396	+55.8%	+16.0%	-6.7%
Maintenance	-	\$44,000	\$39,500	\$44,110	-	-10.2%	+11.7%
Outreach	\$31,897	\$45,923	\$51,163	\$53,003	+66.2%	+11.4%	+3.6%
Program Manager	\$34,473	\$62,235	\$62,136	\$68,361	+98.3%	-0.2%	+10.0%
Public Education	\$29,342	\$41,250	\$51,571	\$55,603	+89.5%	+25.0%	+7.8%
OVERALL	\$31,011	\$50,015	\$52,498	\$54,179	+74.7%	+5.0%	+3.2%

All of the tables in this section are in current year dollars and not adjusted for inflation, with the exception of *Table 23* below which is in constant 2002 dollars. *Table 23* measures the real value of shelter salaries after factoring out changes in the Alberta cost of living. Notable findings after factoring out inflation are:

- When converted to constant 2002 dollars, the average salary has decreased by 2.2% since 2015. This likely reflects the fiscal restraint imposed by the province since oil prices collapsed in late 2014. The largest decreases in real salaries were for housekeeping/maintenance staff and for crisis counsellors. Positions that made real -albeit modest - salary increases were for child care, executive directors, maintenance, program managers, and public education staff.
- When looking at the longer-term period from 2002 and 2018, there was an overall salary increase of 30.7% over 16 years after factoring out changes in the Alberta cost of living. Executive Directors saw their real salaries gain the most since 2002 (63.6%) and Housekeepers the least (16.6%).

Table 23: Comparison of Salaries from 2002 to 2018 in Constant 2002 Dollars

	2002 Average Salary	2011-12 Salary (2002 dollars)	2015 Salary (2002 dollars)	2018 Salary (2002 dollars)	% Change (2002 to 2018)	% Change (2011-12 to 2015)	% Change (2015 to 2018)
Administrative Assistant	\$27,495	\$37,192	\$37,449	\$36,717	+33.5%	+0.7%	-2.0%
Child Care	-	\$33,734	\$31,904	\$33,722	-	-5.4%	+5.7%
Child Support	\$28,284	\$34,658	\$38,062	\$36,675	+29.7%	+9.8%	-3.6%
Combined Housekeeper/ Maintenance	-	\$32,121	\$43,816	\$32,916	-	+36.4%	-24.9%
Crisis Counsellor	\$29,238	\$38,433	\$38,994	\$35,610	+21.8%	+1.5%	-8.7%
Executive Director	\$44,631	\$66,823	\$69,399	\$72,996	+63.6%	+3.9%	+5.2%
Housekeeper	\$24,651	\$29,364	\$32,500	\$28,733	+16.6%	+10.7%	-11.6%
Maintenance	-	\$36,395	\$31,184	\$33,009	-	-14.3%	+5.9%
Outreach	\$31,897	\$37,986	\$40,392	\$39,663	+24.3%	+6.3%	-1.8%
Program Manager	\$34,473	\$51,478	\$49,055	\$51,156	+48.4%	-4.7%	+4.3%
Public Education	\$29,342	\$34,120	\$40,714	\$41,609	+41.8%	+19.3%	+2.2%
OVERALL	\$31,011	\$41,370	\$41,446	\$40,543	+30.7%	+0.2%	-2.2%

Table 24: Comparison of Salaries from 2002 to 2018 by Geographic Region

3.8.2 Geographical Region

Shelter salaries were analyzed by geographical location: Northern, Central, and Southern Alberta; results are summarized in *Table 24*. Overall, all three major Alberta areas saw average wage decreases since 2015. The following regional comparisons are notable:

- Administrative Assistants are paid significantly less in Southern Alberta (\$40,689, compared to \$55,532 in Northern Alberta).
- Child Care workers in Southern Alberta are paid less than those in other parts of Alberta, but also saw an average salary increase of 21.8% (\$34,154 to \$41,615) since 2015.
- In Northern Alberta, the average salary of Executive Directors has remained roughly the same since 2015, from \$83,889 to \$85,183; in Central Alberta, they have benefitted from salary increases of 3.8% (\$84,214 to \$87,375); in Southern Alberta, their average salaries have dropped 12.6% (\$97,667 to \$85,396).
- Program Managers have been experiencing large average salary decreases in every part of Alberta since 2015: 18.1% in Northern Alberta, 8.6% in Central Alberta, and 7.8% in the South.

Northern Alberta							
Position	2002 Average Salary	2011-12 Average Salary	2015 Average Salary	2018 Average Salary	% Change (2002 to 2018)	% Change (2011-12 to 2015)	% Change (2015 to 2018)
Administrative Assistant	\$25,176	\$52,375	\$51,875	\$55,532	+120.6%	-1.0%	+7.0%
Child Care	-	\$50,167	\$46,750	\$43,080	-	-6.8%	-7.9%
Child Support	\$26,256	\$43,500	\$52,000	\$47,089	+79.3%	+19.5%	-9.4%
Combined Housekeeper/ Maintenance	-	\$45,500	-	\$39,464	-	-	-
Crisis Counsellor	\$23,670	\$48,923	\$47,935	\$46,260	+95.4%	-2.0%	-3.5%
Executive Director	\$40,213	\$77,583	\$83,889	\$85,183	+111.8%	+8.1%	+1.5%
Housekeeper	-	\$36,000	\$40,500	\$36,549	-	+12.5%	-9.8%
Maintenance	-	-	-	-	-	-	-
Outreach	\$26,287	\$53,800	\$58,333	\$51,448	+95.7%	+8.4%	-11.8%
Program Manager	\$29,735	\$64,833	\$69,500	\$56,932	+91.5%	+7.2%	-18.1%
Public Education	\$29,219	\$45,000	-	\$52,402	+79.3%	-	-
OVERALL	\$27,176	\$56,063	\$54,575	\$51,064	+87.9%	-2.7%	-6.4%
Central Alberta							
Position	2002 Average Salary	2011-12 Average Salary	2015 Average Salary	2018 Average Salary	% Change (2002 to 2018)	% Change (2011-12 to 2015)	% Change (2015 to 2018)
Administrative Assistant	\$28,616	\$46,875	\$46,889	\$48,234	+68.6%	+0.03%	+2.9%
Child Care	-	\$38,556	\$43,706	\$44,800	-	+13.4%	+2.5%
Child Support	\$27,940	\$42,250	\$49,474	\$31,386	+12.3%	+17.1%	-36.6%
Combined Housekeeper/ Maintenance	-	\$38,667	-	-	-	-	-
Crisis Counsellor	\$27,278	\$47,450	\$52,213	\$40,653	+49.0%	+10.0%	+22.1%
Executive Director	\$44,018	\$80,000	\$84,214	\$87,375	+98.5%	+5.3%	+3.8%
Housekeeper	\$24,071	\$41,500	\$44,429	-	-	+7.1%	-
Maintenance	-	\$44,000	\$42,000	-	-	-4.6%	-
Outreach	\$30,299	\$46,818	\$46,500	\$55,386	+82.8%	-0.7%	+19.1%
Program Manager	\$29,735	\$70,000	\$59,182	\$54,075	+81.9%	-15.5%	-8.6%
Public Education	\$29,675	\$40,000	\$55,000	-	-	+37.5%	-
OVERALL	\$30,138	\$47,811	\$52,938	\$51,492	+70.9%	+10.7%	-2.7%
Southern Alberta							
Position	2002 Average Salary	2011-12 Average Salary	2015 Average Salary	2018 Average Salary	% Change (2002 to 2018)	% Change (2011-12 to 2015)	% Change (2015 to 2018)
Administrative Assistant	\$27,050	\$38,182	\$42,333	\$40,689	+50.4%	+10.9%	-3.9%
Child Care	-	\$36,250	\$34,154	\$41,615	-	-5.8%	+21.8%
Child Support	\$29,433	\$39,833	\$43,444	\$45,237	+53.7%	+9.1%	+4.1%
Combined Housekeeper/ Maintenance	-	\$26,000	-	\$34,000	-	-	-
Crisis Counsellor	\$34,035	\$43,129	\$46,750	\$47,254	+38.8%	+8.4%	+1.1%
Executive Director	\$48,234	\$86,375	\$97,667	\$85,396	+77.0%	+13.1%	-12.6%
Housekeeper	\$25,638	\$23,000	\$34,000	\$32,716	+27.6%	+47.8%	-3.8%
Maintenance	-	-	-	\$37,646	-	-	-
Outreach	\$34,180	\$41,000	\$46,500	\$48,034	+40.5%	+13.4%	+3.3%
Program Manager	\$38,869	\$55,571	\$59,182	\$54,544	+40.3%	+6.5%	-7.8%
Public Education	\$29,175	\$40,000	\$49,500	\$49,342	+69.1%	+23.8%	-0.3%
OVERALL	\$33,144	\$47,417	\$49,394	\$48,156	+45.3%	+4.2%	-2.5%

3.8.3 Urban Centre

Shelter employee salaries in Edmonton and Calgary were compared to all Other locations; results are summarized in *Table 25*. While the average wage did not increase in Edmonton, the average wage in Calgary increased 22.4% since 2015 (\$52,049 to \$63,696). Wages in the rest of the province decreased slightly and remain below the average wages of Edmonton and Calgary. Notable findings include:

- Child Care workers' average salary increased by 9.6% in Edmonton, 15.4% in Calgary, and 12.8% in Other locations,
- Crisis Counsellors saw average wage decreases of 16.6% in Edmonton (\$55,655 to \$46,408), but wage increases of 11.5% in Calgary (\$50,143 to \$55,927).
- Housekeepers' average salaries decreased 12.7% in Edmonton and 13.3% in Other locations, but increased in Calgary by 6.4%, bringing it to about the rate of Housekeepers outside of Edmonton (\$33,675).
- Program Managers experienced average salary increases of 14.6% in Calgary since 2015.

Table 25: Comparison of Salaries from 2002 to 2018 by City Centre

Edmonton							
Position	2002 Average Salary	2011-12 Average Salary	2015 Average Salary	2018 Average Salary	% Change (2002 to 2018)	% Change (2011-12 to 2015)	% Change (2015 to 2018)
Administrative Assistant	\$29,451	\$46,250	\$42,667	\$45,683	+55.1%	-7.8%	+7.1%
Child Care	-	\$39,714	\$42,643	\$46,738	-	+7.4%	+9.6%
Child Support	\$27,803	\$45,500	\$56,000	\$55,207	+98.6%	+23.1%	-1.4%
Combined Housekeeper/Maintenance	-	-	-	\$55,255	-	-	-
Crisis Counsellor	\$26,516	\$48,947	\$55,655	\$46,408	+75.0%	+13.7%	-16.6%
Executive Director	\$47,928	\$89,667	\$100,000	\$99,894	+108.4%	+11.5%	-0.1%
Housekeeper	\$24,071	\$41,500	\$49,500	\$43,191	+79.4%	+19.3%	-12.7%
Maintenance	-	\$44,000	-	\$47,550	-	-	-
Outreach	\$29,821	\$56,500	\$61,000	\$61,196	+105.2%	+8.0%	+0.3%
Program Manager	\$28,473	\$80,500	-	\$72,491	+154.6%	-	-
Public Education	-	-	-	-	-	-	-
OVERALL	\$30,358	\$49,902	\$54,893	\$54,419	+79.3%	+10.0%	-0.9%
Calgary							
Position	2002 Average Salary	2011-12 Average Salary	2015 Average Salary	2018 Average Salary	% Change (2002 to 2018)	% Change (2011-12 to 2015)	% Change (2015 to 2018)
Administrative Assistant	\$29,183	\$38,800	-	\$53,454	+83.2%	-	-
Child Care	-	\$34,333	\$37,000	\$42,709	-	+7.8%	+15.4%
Child Support	\$29,194	\$39,000	\$53,000	\$50,501	+73.0%	+35.9%	-4.7%
Combined Housekeeper/Maintenance	-	\$26,000	-	\$45,000	-	-	-
Crisis Counsellor	\$36,020	\$43,273	\$50,143	\$55,927	+55.3%	+15.9%	+11.5%
Executive Director	\$53,882	\$95,000	\$121,667	\$131,679	+144.4%	+28.1%	+8.2%
Housekeeper	\$27,924	-	\$31,500	\$33,500	+20.0%	-	+6.4%
Maintenance	-	-	-	\$45,550	-	-	-
Outreach	\$32,558	\$42,429	-	\$54,067	+66.1%	-	-
Program Manager	\$43,370	\$59,333	\$69,333	\$79,448	+83.2%	+16.9%	+14.6%
Public Education	-	-	-	\$77,732	-	-	-
OVERALL	\$35,721	\$50,484	\$52,049	\$63,696	+78.3%	+3.1%	+22.4%
All Other Shelters							
Position	2002 Average Salary	2011-12 Average Salary	2015 Average Salary	2018 Average Salary	% Change (2002 to 2018)	% Change (2011-12 to 2015)	% Change (2015 to 2018)
Administrative Assistant	\$25,692	\$46,389	\$48,263	\$47,734	+85.8%	+4.0%	-1.1%
Child Care	-	\$42,846	\$39,467	\$44,501	-	-7.9%	+12.8%
Child Support	\$27,994	\$41,813	\$44,591	\$45,758	+63.5%	+6.6%	+2.6%
Combined Housekeeper/Maintenance	-	\$41,400	-	\$38,098	-	-	-
Crisis Counsellor	\$26,562	\$46,284	\$47,412	\$46,462	+74.9%	+2.4%	-2.0%
Executive Director	\$40,352	\$77,636	\$81,920	\$85,516	+111.9%	+5.5%	+4.4%
Housekeeper	\$16,494	\$29,500	\$38,833	\$33,675	+104.2%	+31.6%	-13.3%
Maintenance	-	-	\$38,000	\$37,646	-	-	-0.9%
Outreach	\$32,178	\$45,286	\$49,561	\$51,058	+58.7%	+9.4%	+3.0%
Program Manager	\$31,515	\$59,917	\$61,056	\$58,063	+84.2%	+1.9%	-4.9%
Public Education	\$29,342	\$41,250	\$51,571	\$55,603	+89.5%	+25.0%	+7.8%
OVERALL	\$28,472	\$49,909	\$50,922	\$50,564	+77.6%	+2.0%	-0.7%

3.8.4 Type of Shelter

Shelters were grouped into two categories based on type of shelter: emergency or second-stage. Results can be seen in *Table 26*. While both types of shelters saw average salary increases, second-stage shelters experienced greater increases of 23.8% since 2015, from \$49,948 to \$61,847. Findings include:

- Admin. Assistants did not see average salary changes in emergency shelters, but salaries climbed by 22.9% (\$42,500 to \$52,242) in second-stage shelters.
- Child Care workers gained an average 10.2% in emergency shelters (\$40,160 to \$44,264) and 15.2% in second-stage shelters (\$41,111 to \$47,361).
- Combo Housekeeper/Maintenance workers' average salary fell 21.5% in Emergency shelters (\$55,500 to \$43,580).
- Executive Directors saw salary gains of 18.2% in second-stage shelters (\$98,750 to \$116,682); 12.5% in emergency shelters (\$84,000 to \$94,484).
- Maintenance workers' average salary increased by 4.2% in emergency shelters (\$39,500 to \$41,147) but remains significantly higher in second-stage shelters (\$53,000).
- Outreach workers in second-stage shelters saw an average salary increase of 25.6% (\$48,833 to \$61,348).
- Program Managers in second-stage shelters saw an average salary increase of 17.0% (\$61,500 to \$71,937).

Table 26: Comparison of Salaries from 2002 to 2018 by Type of Shelter

Emergency							
Position	2002 Average Salary	2011-12 Average Salary	2015 Average Salary	2018 Average Salary	% Change (2002 to 2018)	% Change (2011-12 to 2015)	% Change (2015 to 2018)
Administrative Assistant	\$28,770	\$45,818	\$47,905	\$48,343	+68.0%	+4.6%	+0.9%
Child Care	-	\$42,941	\$40,160	\$44,264	-	-6.5%	+10.2%
Child Support	\$28,792	\$42,222	\$48,138	\$49,171	+70.8%	+14.0%	+2.1%
Combined Housekeeper/Maintenance	-	\$38,833	\$55,500	\$43,580	-	+42.9%	-21.5%
Crisis Counsellor	\$29,323	\$46,451	\$49,440	\$47,434	+61.8%	+6.4%	-4.1%
Executive Director	\$44,792	\$79,400	\$84,000	\$94,484	+110.9%	+5.8%	+12.5%
Housekeeper	\$24,623	\$35,500	\$41,167	\$39,174	+59.1%	+16.0%	-4.8%
Maintenance	-	\$44,000	\$39,500	\$41,147	-	-10.2%	+4.2%
Outreach	\$32,323	\$46,290	\$51,488	\$51,941	+60.7%	+11.2%	+0.9%
Program Manager	\$32,911	\$60,692	\$62,158	\$67,261	+104.4%	+2.4%	+8.2%
Public Education	\$29,020	\$41,250	\$51,571	\$55,603	+91.6%	+25.0%	+7.8%
OVERALL	\$30,687	\$49,831	\$51,899	\$52,614	+71.5%	+4.2%	+1.4%
Second Stage							
Position	2002 Average Salary	2011-12 Average Salary	2015 Average Salary	2018 Average Salary	% Change (2002 to 2018)	% Change (2011-12 to 2015)	% Change (2015 to 2018)
Administrative Assistant	\$24,300	\$41,200	\$42,500	\$52,242	+115.0%	+3.2%	+22.9%
Child Care	-	\$34,667	\$41,111	\$47,361	-	+18.6%	+15.2%
Child Support	\$26,529	\$39,000	\$48,750	\$48,433	+82.6%	+25.0%	-0.7%
Combined Housekeeper/Maintenance	-	-	-	\$45,000	-	-	-
Crisis Counsellor	\$25,438	\$46,667	\$48,333	\$51,226	+101.4%	+3.6%	+6.0%
Executive Director	\$44,256	\$92,333	\$98,750	\$116,683	+163.7%	+7.0%	+18.2%
Housekeeper	\$25,000	-	-	\$33,725	+34.9%	-	-
Maintenance	-	-	-	\$53,000	-	-	-
Outreach	\$29,707	\$44,500	\$48,833	\$61,348	+106.5%	+9.7%	+25.6%
Program Manager	\$40,722	\$67,250	\$61,500	\$71,937	+76.7%	-8.6%	+17.0%
Public Education	\$32,240	-	-	-	-	-	-
OVERALL	\$31,358	\$50,758	\$49,948	\$61,847	+97.2%	-1.6%	+23.8%

3.8.5 Unionization Status

Salaries were analyzed based on each shelter's unionization status; all five unionized shelters provided average salary information. Results are summarized in *Table 27*. Since 2015, Non-Union shelters have benefitted from greater average salary gains (4.2%; \$50,947 to \$53,072) than Union shelters, but Union employees still retained their higher average wage (+2.7%; \$56,173 to \$57,684). Notable findings include:

- Union shelter Admin. Assistants' salaries increased 25.2% (\$44,000 to \$55,105), but Non-Union workers only gained 0.5% (\$47,762 to \$48,014).
- Non-Union Child Care workers' salaries grew by 13.6% (\$40,000 to \$45,446), but Union workers' wages decreased by 2.1% (\$44,667 to \$43,752).
- Union Child Support workers' salaries grew by 10.5% (\$55,444 to \$61,286), but only by 1.5% (\$45,500 to \$46,177) in Non-Union shelters.
- Crisis Counsellors' average salary decreased in both Union (10.6%; \$54,243 to \$48,467) and Non-Union shelters (0.9%; \$47,651 to \$47,209), to about the same amount.
- Executive Directors profited from salary increases of 26.1% in Union shelters (\$90,500 to \$114,088), but only 4.2% in Non-Union shelters (\$87,536 to \$91,244).
- Non-Union Maintenance workers' salaries increased 11.7%, from \$39,500 to \$44,110.

Table 27: Comparison of Salaries from 2002 to 2018 by Unionization Status

Union							
Position	2002 Average Salary	2011-12 Average Salary	2015 Average Salary	2018 Average Salary	% Change (2002 to 2018)	% Change (2011-12 to 2015)	% Change (2015 to 2018)
Administrative Assistant	\$33,118	\$42,000	\$44,000	\$55,105	+66.4%	+4.8%	+25.2%
Child Care	-	\$42,000	\$44,667	\$43,753	-	+6.4%	-2.1%
Child Support	\$27,916	\$41,000	\$55,444	\$61,286	+119.5%	+35.2%	+10.5%
Combined Housekeeper/Maintenance	-	-	-	\$65,509	-	-	-
Crisis Counsellor	\$32,667	\$47,714	\$54,243	\$48,467	+48.4%	+13.7%	-10.6%
Executive Director	\$61,550	\$81,333	\$90,500	\$114,088	+85.4%	+11.3%	+26.1%
Housekeeper	\$24,986	\$41,500	\$49,500	\$46,978	+88.0%	+19.3%	-5.1%
Maintenance	-	-	-	-	-	-	-
Outreach	\$31,089	\$44,000	\$54,750	\$54,627	+75.7%	+24.4%	-0.2%
Program Manager	\$40,047	\$61,000	-	\$78,678	+96.5%	-	-
Public Education	-	-	-	\$77,732	-	-	-
OVERALL	\$35,022	\$49,516	\$56,173	\$57,684	+64.7%	+13.4%	+2.7%
Non-Union							
Position	2002 Average Salary	2011-12 Average Salary	2015 Average Salary	2018 Average Salary	% Change (2002 to 2018)	% Change (2011-12 to 2015)	% Change (2015 to 2018)
Administrative Assistant	\$26,400	\$45,200	\$47,762	\$48,015	+81.9%	+5.7%	+0.5%
Child Care	-	\$40,526	\$40,000	\$45,446	-	-1.3%	+13.6%
Child Support	\$28,400	\$41,947	\$45,500	\$46,177	+62.6%	+8.5%	+1.5%
Combined Housekeeper/Maintenance	-	\$38,833	-	\$40,399	-	-	-
Crisis Counsellor	\$28,161	\$46,253	\$47,651	\$47,209	+67.6%	+3.0%	-0.9%
Executive Director	\$42,759	\$80,720	\$87,536	\$91,244	+113.4%	+8.4%	+4.2%
Housekeeper	\$24,510	\$29,500	\$37,000	\$33,627	+37.2%	+25.4%	-9.1%
Maintenance	-	\$44,000	\$39,500	\$44,110	-	-10.2%	+11.7%
Outreach	\$32,030	\$46,083	\$50,463	\$52,796	+64.8%	+9.5%	+4.6%
Program Manager	\$33,080	\$62,313	\$62,238	\$63,427	+91.7%	-0.1%	+1.9%
Public Education	\$29,342	\$41,250	\$51,571	\$51,178	+74.4%	+25.0%	+0.8%
OVERALL	\$30,423	\$50,066	\$50,947	\$53,072	+74.4%	+1.8%	+4.2%

3.8.6 Women's Shelter versus Government Employees

Average annual salary was compared for shelter workers versus government employees in comparable positions and service areas across Canada (defined as occupations in education, law and social, community and government services)¹¹; findings are summarized in *Table 28*. Since 2015 both groups have experienced some wage gains, but despite this shelter employees are paid 20.8% less than government workers in related populations, on average.

Employer	2002 Average Salary	2011-12 Average Salary	2015 Average Salary	2018 Average Salary	% Change (2002 to 2018)	% Change (2011-12 to 2015)	% Change (2015 to 2018)
Shelter	\$31,011	\$50,015	\$52,607	\$54,179	+74.7%	+5.2%	+3.0%
Government	\$44,302	\$59,229	\$61,702	\$66,774	+50.7%	+4.2%	+8.2%

3.8.7 Women's Shelter Salaries versus comparable Alberta Government Employees

In this section of the report, a comparison is made between 2018 salaries for comparable positions in Alberta Women's Shelters and comparable unionized positions in Local 6 of the Alberta Union of Public Employees (AUPE). Local 6 represents social services employees working for the Government of Alberta including almost all non-management employees working in the Community and Social Services and Children's Services Ministries.

The salary grids of unionized public service employees represented by AUPE are a matter of public record. The most recent subsidiary agreement for Social Services employees that clarified pay-grades for various positions was signed in 2014. The most recent adjustment to the salary grid are for the period April 1, 2016 and onward¹². It has been widely reported that salaries for Local 6 employees will remain frozen in the tentative agreement that was recently announced¹³.

For collective bargaining purposes, Human Services Workers cover a broad range of employees doing social services work for the province. Human Services Workers covered by the AUPE collective agreement and are classified at the lowest pay grade 'Human Services Worker 1' earn, at the beginning of their employment, \$50,191. This starting wage is already 6.3% higher than that of women's shelter Crisis Counsellors, who earn \$47,214 on average and are the most numerous type of shelter employee. However, this does not begin to tell the whole story about the wage disparity between shelter workers and comparable provincial employees.

Despite a provincial government wage freeze that has been in effect for the past several years, employees with good job performance can be reasonably expect to an incremental increase in their annual pay equal to 3.7% of their starting salary. After 7 years of increments based on job performance, a Human Services Worker 1 would be making \$63,239 per year, or 33.9% more than women's shelter's Crisis Counsellors.

There are 7 pay grades for Human Services Workers in the AUPE collective agreement. An employee with several years of experience working in the demanding environment of a women's shelter might reasonably be expected to start higher than the lowest pay grade.

A Human Services Worker 2 salary starts at \$54,028 with performance related increments thereafter up to \$69,042 after year 7. A Human Services Worker 3 salary starts at 58,289 with performance related increments thereafter up to \$75,125 after year 7.

¹¹ Statistics Canada: Table 14-10-0320-01, Average usual hours and wages by selected characteristics, monthly, unadjusted for seasonality, last 5 months (x 1,000). <http://www.statcan.gc.ca/tables-tableaux/sum-som/101/cst01/labr69j-eng.htm>

¹² Subsidiary Agreement #006, Between the Government of Alberta and the Alberta Union of Provincial Employees, Representing Social Services, July 6th 2014.

¹³ Alberta Union of Provincial Employees Bargaining Update: <https://www.aupe.org/news/bargaining-update-government-services-locals-001-002-003-004-005-006-009-012-2/>

The positions of Mental Health Specialists working in Alberta Women's Shelters are comparable to lower level Psychologist positions in Local 6 of the Alberta Public Service. Mental Health Specialist 2018 salaries range from \$54,119 in shelters located in small municipalities to \$71,704 for salaries in larger municipalities. The starting salary of a Psychologist Assistant in Local 6 is \$66,094 per year increasing to \$85,438 after 7 years assuming good job performance. The salary of a Grade 1 Psychologist ranges from \$75,125 in year 1 and tops out at \$97,286 in year 7 based on job performance.

There has likely been no greater change in the past several decades than there has been in the functions performed by Administrative Assistants from yesterday's typists and receptionists to today's administrative specialists responsible for functions including bookkeeping, recordkeeping, human services support, managing websites and social media tools, and many others. No wonder then that the average salary of \$49,065 of an Administrative Assistant in Alberta women's shelters is slightly higher than those of some other front-line positions.

AUPE Local 1 represents administrative and support services positions in Alberta government ministries. Comparisons of Administrative Assistant positions in women's shelters to comparable positions in the Alberta government is especially challenging because there are 6 different classes of Administrative Support positions in the government ministries. The starting salary of \$34,581 per year for an Administrative Support (AS) 1 position is significantly below the average salary of a women's shelter Administrative Assistant but the starting salary of \$57,795 per year for an Administrative Support 6 position is significantly above. The top salary for an AS 1 position is \$41,425 per year and for an AS 6 position is \$71,297 per year¹⁴.

After adding in the costs of the attractive benefits package received by all unionized employees working for the Alberta government, it is easy to see why women's shelters are extremely challenged to attract new employees and retain their existing employees¹⁵.

3.8.8 Women's Shelter Management Salaries versus Alberta Government Management Salaries

The average salary earned by an Executive Director of an Alberta Women's Shelter in 2018 was \$97,294 per year ranging from \$86,491 in rural/small town shelters to \$107,881 for shelters in large municipalities. While not exact, it is possible to compare these salaries with those of management officials in the Alberta Public Service.

There is a broad salary range within each of the 4 management bands below the Assistant Deputy Minister level. Band 1 (Manager) has a salary range from a minimum of \$67,033 per year to a maximum of \$107,565. Band 2 (Senior Manager) ranges from a minimum of \$87,507 to a maximum of \$133,831. Band 3 (Executive Manager I) has a minimum salary of \$125,318 and a maximum salary of \$164,692. Band 4 (Executive Manager II) has a minimum salary of \$153,290 and a maximum salary of \$201,176¹⁶.

Management salaries in the Alberta Public Service have been frozen since April 1, 2015. Yet, similar to the way increments function for unionized employees, it is possible for Government of Alberta managers to have their salaries increase within the specified ranges as well as to receive performance bonuses.

In 2015 the Alberta government has published a searchable online database of all Ministry and public sector body employees earning in excess of a threshold that is adjusted each year for inflation. In 2018, Alberta government employees making \$108,784 or more per year in salary or severance are published on this sunshine list. Board members and employees of public sector bodies similarly have their compensation disclosed if they make \$127,765 per year or more. Cash and non-cash benefits are also published in this list¹⁷. While comparing one's salary to that of

¹⁴ Government of Alberta Public Service Commission. Subsidiary Agreement #001:

<http://www.psc.alberta.ca/Practitioners/?file=agreements/subsid1/scheda-current&cf=325319>

¹⁵ Government of Alberta. Advantages of Working for the Alberta Public Service: <https://www.alberta.ca/advantages-working-for-alberta-public-service.aspx>

¹⁶ Alberta Public Service Commission. Management Official Plan: <http://www.psc.alberta.ca/Practitioners/?file=agreements/payplans/mgmt-current&cf=321>

¹⁷ Government of Alberta. Salary and Severance Disclosure Database: <https://www.alberta.ca/salary-disclosure.aspx>

a counterpart manager in the public service may not always be appreciated if done in a public way, this online database nevertheless provides useful information for doing actual comparisons.

3.9 Qualitative Feedback

Survey respondents were asked to respond in their own words to two additional questions in order to gather any information not captured in the prior survey questions. The questions were as follows:

Is there any other information you think we should know about your shelter staffing complement that has not been asked?

A total of 15 shelters responded to this question. A majority of shelters (n=8) commented on the extra costs associated with staffing, such as on-call pay, shift differential pay, training costs, “work alone” pay, and severance pay, as well as the increasing staffing costs related to the increased minimum wage:

“Shift Differential - \$1.75 11:30pm-7:30am. Worked Alone Differential - \$2.50.”

“We pay the on-call supervisor one hours wage for each day on-call, so we have an extra 365 hours paid out each year. The amount depends on the wage of those taking on on-call.”

“We pay on call time to each staff taking on call shifts. They get two hours for each on call shift they work. If they are called in to support shelter staff, they are paid a minimum 3 hours at their regular wage or at overtime rate if applicable. We pay shift differentials for each evening, night and weekend shifts. Total amount annually works out to be \$18,000.00. Stat holiday pay (paying staff to work on a statutory holiday) costs us at least an additional \$10,000.00 annually”

“Minimum wage increase will impact the salary grid”

Two shelters made note that there is variation in the amount of sick time and wellness time allocated to shelter staff, and that these variations would be valuable to track:

“In addition, there is much variation for sick time, wellness time, would be good to understand how much time employees are given in regards to this.”

Is there any other important information that you think should be shared regarding the retention, compensation, and attraction of shelter staff?

A total of 17 shelters responded to this question. Six shelters spoke to the difficulties arising from inadequate staff wages and benefits, such as the following examples:

“Salary and benefits (mainly having no pension/RRSP contribution option) is the largest attraction and retention problem we have. We cannot compete with the government agencies in town in our field.”

“Our high level of turnover in the past couple of years is contributed mostly to our wages and then the challenge of shift work. Staff that goes to school while working here or join us with any type of education always leave for higher paying government jobs with more benefits. Others leave to work for much higher wages in our local wood mill and oil field. We cannot compete and with the rising minimum wage I only anticipate this getting worse. Our program manager and I have covered many shifts over this past couple of years including weekend and night shifts. We can usually only maintain just enough CIWs to function so when a sick leave or vacation is required we are filling in most times.”

“Rate of pay is still a major issue within this sector. We are asking for highly qualified employees, but I am not sure that we can compensate them adequately with the funding allocation currently available to us (not just in human services, but also

maintenance/housekeeping/ and other administration). The average salary in Alberta is just above \$59,000, and in human service industry the average wage is approximately \$46,000. With what we are provided, as shelters we land somewhere in between this amount at approximately \$52,000 per year. There is a growing demand in the field for professionalism, integrity and expertise, but we are demanding on people's passion to keep them invested in this work. In addition to this, we do not receive adequate funding for managerial staff, which limits the quality of the supervisory capacity within an agency. Within a field with growing expectations and standards of practice, money needs to be allocated for administrative/managerial staff to ensure frontline employees have the tools and supervision required to serve this vulnerable population in a way that is meaningful and productive for the agency, employee and most of all the client. If we are looking at developing the domestic violence sector as a whole, we need to consider an investment in training and increasing leadership, in order to incite change and progress."

Six shelters also commented on a present lack of staff, or difficulty in attracting quality staff:

"It is very difficult to find people to fill positions in Northern Alberta. To attract someone with a BSW or masters is difficult and we do not have the funds to pay them for their education level. We are improving and expanding our services in the community but have no funding for a public education position or a program manager position. Also, shelter manager has had to cover numerous times for cover off. Managers should not have to do that. It is difficult to have casual when they don't have certain shifts etc."

"We are a rural shelter. 55 km from the next biggest centre. Sometimes that can be a problem with obtaining staff or staff attending during winter months. Our Crisis Intervention Worker supervisor covers a lot of shifts throughout the week. We are working hard to build up relief staff however this has proven challenging. High turnover is something we are always dealing with and inability to find coverage for night shifts is a constant headache. We have looked at increasing the wage for relief workers and possibly double staffing for night shifts on the weekend."

"Implication of Turn-overs - hard for rural shelters to attract and retain qualified workers with the low wages we can provide as the cost of living in rural areas is much higher and we do not have the advantage of large corporate donations. Adequacy of Staffing model - needs more administrative support positions and the ability to have crisis counselor supervisors, maintenance, housekeepers and cooks in smaller shelters (less than 20 beds)"n the weekend."

Four shelters noted the lack of space available, either for offices or housing for shelter occupants:

"Our issue in this area would be lack of space for our staff, and wage increases to maintain staff."

"Our biggest issue to attract people is the lack of housing and cost of living."

Another four shelters described how inadequate funding made the administration of their shelters more difficult:

"I am aware that most funders will not fund capital cost but as an organization grows there is often a need for additional office space. Rarely is there anything in the budget for rent of additional space for construction to create additional space."

"The staffing model does not allow for enough management, administration, supervision and program management or resource development. There are no funds for a supervision, or program management position. There are no funds for a human resources manager. There are no funds for a resource development position"

Shift work was also brought up by four shelters as making it difficult to retain staff, including the following:

“Salary and benefits (mainly having no pension/RRSP contribution option) is the largest attraction and retention problem we have. We cannot compete with the government agencies in town in our field. Shift work can be difficult as well, with some staff not enjoying nights, and the difficulty in covering those shifts.”

“Wages are the most concern to recruit and retain staff, then followed by shift work and lack of a pension plan.”

Finally, staff training and development was discussed by three shelters, with the general attitude aptly expressed by this comment:

“It would be interesting to know how much shelters’ budget for staff training and professional development. U think this is an area that is a benefit to staff.”

3.10 Comparison to Canadian Workers in the Health Care and Social Assistance Industry

Shelter workforce data was compared to data from comparable Canadian workers; Canadian data represents 1,960,628 employees in the Health Care and Social Assistance industry, unless noted.

Employee Age Composition¹⁸

Employees from women’s shelters in Alberta and comparable workers from around Canada presented similar age distributions, with the majority of workers between 25 and 54 in both categories. Findings are summarized in *Table 29*.

	15 – 24	25 – 54	55+
Women’s Shelter Workers	7.0%	73.0%	20.0%
Comparable Canadian Workers	9.0%	70.0%	21.0%

Employee Gender Composition

Men are underrepresented among women’s shelter workers when compared to Canadian workers employed in health care and social assistance occupations. While the health care and social assistance occupations tend to have disproportionately female staff, Alberta women’s shelters employee only 6.0% male staff, compared to 18.0% male staff in the broader occupational sector. This is not unexpected, as women’s shelters do not serve male clients, or need to hire more female staff for their particular needs. Findings are summarized in *Table 30*.

	Men	Women
Women’s Shelter Workers	6.0%	94.0%
Comparable Canadian Workers	18.0%	82.0%

¹⁸ Canadian age and gender data for Health Care and Social Assistance Industry workers from: Statistics Canada. Table 14-10-0022-01, Labour force characteristics by industry, monthly, unadjusted for seasonality (x 1,000), June 2018.

Employee Level of Education¹⁹

Alberta's women's shelter employees tend to be well educated, with nearly double the proportion of those in the general Canadian population possessing bachelor and master's degrees. Findings are summarized in *Table 31*.

	Less than High School Diploma	High School Diploma	Post-Secondary Certificate	Post-Secondary Diploma	Bachelor Degree	Master's Degree	Doctoral Degree
Women's Shelter Workers	2.0%	4.0%	15.0%	33.0%	32.0%	9.0%	0.4%
General Canadian Workers	18.3%	26.5%	19.4%	2.8%	15.5%	4.6%	0.8%

Employment Status²⁰

Compared to workers in the general Canadian population, women's shelter workers are significantly more likely to possess a part-time or casual position designation; this overrepresentation is likely due to the commonality of shift work in women's shelters. Findings are summarized in *Table 32*.

	Full Time	Part Time and Casual
Women's Shelter Workers	57.7%	42.2%
General Canadian Workers	81.0%	19.0%

Employee Rate of Pay²¹

The average women's shelter employee earned a salary of \$55,385, while comparable Canadian workers in the Health Care and Social Assistance Industry earned \$47,586 in 2018. Wages and living costs are higher in Alberta compared to the rest of Canada. The occupational grouping of Health Care and Social Assistance Industry also includes many low wage workers in the for-profit and non-profit sectors, not only government workers.

¹⁹ Canadian educational attainment data from: Statistics Canada. Education Highlight Tables, 2016 Census, Highest level of educational attainment (detailed) by selected age groups 15 years and over, both sexes, % distribution 2016, Canada, provinces and territories, 2016 Census – 25% Sample data.

²⁰ Canadian full- and part-time data from: Statistics Canada. Table 14-10-0287-01, Labour force characteristics by age group and sex, seasonally adjusted, June 2018.

²¹ Canadian salary data for Health Care and Social Assistance Industry workers from: Statistics Canada. Table 14-10-0332-01, Historical releases of employment and average weekly earnings (including overtime) for all employees by province and territory, monthly, seasonally adjusted, May 2018

Appendix A Participating Shelters

Shelter Name	Location	Geographic Region	Municipal Size	Type of Shelter	Union
A Safe Place	Sherwood Park	Edmonton	Large Municipality	Emergency	Yes
Camrose Women's Shelter Society	Camrose	Central	Small Town/ Rural Area	Emergency	Yes
Crossroads Resource Centre	Fairview	North	Small Town/ Rural Area	Emergency	No
CWES	Calgary	Calgary	Large Municipality	Emergency	Yes
Discovery House Family Violence Prevention Society	Calgary	Calgary	Large Municipality	Second-Stage	No
Dr. Margaret Savage Crisis Centre	Cold Lake	North	Small Town/ Rural Area	Emergency	No
Edmonton Women's Shelter/ WIN House	Edmonton	Edmonton	Large Municipality	Emergency	Yes
Grande Cache Transition House Society	Grande Cache	North	Small Town/ Rural Area	Emergency	No
Hope Haven Society (1)	Lac La Biche	North Central	Small Town/ Rural Area	Second-Stage	No
Hope Haven Society (2)	Lac La Biche	North Central	Small Town/ Rural Area	Emergency	No
Joie's Phoenix House	Cold Lake	North Central	Small Town/ Rural Area	Second-Stage	No
Kerby Rotary Shelter	Calgary	Calgary	Large Municipality	Second-Stage	No
La Salle	Edmonton	Edmonton	Large Municipality	Second-Stage	No
Lloydminster Interval Home	Lloydminster	Central	Small Town/ Rural Area	Emergency	No
Lurana Shelter Society	Edmonton	Edmonton	Large Municipality	Emergency	No
Medicine Hat (1)	Medicine Hat	South	Small Municipality	Emergency	No
Medicine Hat (2)	Medicine Hat	South	Small Municipality	Second-Stage	No
Mountain Rose Women's Shelter	Rocky Mountain House	Central	Small Town/ Rural Area	Emergency	No
Northern Haven Support Society	Slave Lake	North	Small Town/ Rural Area	Emergency	No
Odyssey House (1)	Grande Prairie	North	Small Municipality	Second-Stage	No
Odyssey House (2)	Grande Prairie	North	Small Municipality	Emergency	No
Peace River Regional Women's Shelter Society	Peace River	North	Small Town/ Rural Area	Emergency	No
Rowan House Emergency Shelter	High River	South	Small Town/ Rural Area	Emergency	No
Safe Haven Women's Shelter Society	Taber	South	Small Town/ Rural Area	Emergency	No
Safe Home	High Level	North	Small Town/ Rural Area	Emergency	No
Sonshine Community Services	Calgary	Calgary	Large Municipality	Second-Stage	No
St. Paul and District Crisis Association Columbus House of Hope	St. Paul	North Central	Small Town/ Rural Area	Emergency	No
Wellspring Family Resource and Crisis Centre	Whitecourt	North Central	Small Town/ Rural Area	Emergency	No
Wheatland	Strathmore	South	Small Town/ Rural Area	Emergency	No
Wings of Providence	Edmonton	Edmonton	Large Municipality	Second-Stage	No
Yellowhead Emergency Shelter for Women Society	Hinton	North Central	Small Town/ Rural Area	Emergency	Yes
YWCA of Calgary	Calgary	Calgary	Large Municipality	Emergency	No
YWCA Harbour House	Lethbridge	South	Small Municipality	Emergency	No
YWCA of Banff	Banff	South	Small Town/ Rural Area	Emergency	No

Appendix B Shelter Locations

