ELEVENTH ANNUAL MEETING

OF THE

MONTREAL COUNCIL OF SOCIAL AGENCIES

JANUARY, 23RD, 1931

A G E N D A

1. Call to Order
2. Minutes of Last Annual Meeting
3. Treasurer's Report
4. Report of Executive Committee
5. Report of Special Committee on Unemployment
6. President's Address
7. Election of Officers
8. Appointment of Auditors
9. Resolutions

# MONTREAL COUNCIL OF SOCIAL AGENCIES

## Annual Report of the Executive Committee for 1930

Madam President and Members of the Council:-

Your Executive Committee begs to submit its report to the Eleventh Annual Meeting of the Montreal Council of Social Agencies.

The report will indicate that the past year has been one of a wide range of activities in which the several divisions and their many committees have engaged.

Unfortunately conditions prevailing in the latter half of the year, due to widespread unemployment, have caused an interruption in some of these activities as attention became diverted to the immediate needs of emergency work. As will be shown, the Council itself has played an active part in the co-ordination of emergency services for relief of the unemployed in Montreal.

## MEETINGS AND APPOINTMENTS

Nine regular meetings and three special meetings have been held by your Executive with an average attendance of 16.8.

Dr. A. Grant Fleming was elected chairman of the Executive Committee at its first meeting following the last Annual Meeting of the Council, and Mrs. Ross H. McMaster was elected as Vice Chairman. The following were appointed as chairmen of standing committees:-

| | | |
|---|---|---|
| Social Service Exchange | -- | Rev. Errol C. Amaron |
| Survey and Research | -- | Miss Dorothy King |
| Montreal Conference of Social Work | -- | Mrs. Mildred Kensit |
| Flower Committee | -- | Mrs. H. Russell-Murray |

## MEMBERSHIP

There were as at December 31st, 1930, forty-nine institutional members of the Council, an increase of one over the previous year. The new Member Agency is the Protestant Bureau for Homeless Men which is referred to elsewhere in this report. The resignation of the Anti-Tuberculosis and General Health League was received at the beginning of 1930 in view of the fact that that organization would shortly go out of existence.

## EXECUTIVE OFFICE ACTIVITIES

### Personnel

During 1930, Mr. J. Howard T. Falk tendered his resignation to the Council, and it is hardly necessary to say that this was received with the utmost regret. The Council owed so much to Mr. Falk and had leaned so heavily upon him at all times for support and guidance, that it did seem as if our chief mainstay were to be withdrawn. It was not that Mr. Falk had any less interest in Montreal, but the challenge which Vancouver threw out to him and which appealed to his pioneer's spirit convinced him that the interests of social work necessitated his leaving us. Mr. Falk's sincerity, his desire to advance social work in order to improve the lot of his fellow-men, is something we have all admired. His going is a very real loss, but we believe he has built so well that the Council will prove not to be dependent upon one person. To think otherwise would be a reflection upon the organization to the building of which Mr. Falk gave of his best. It is a satisfaction to us that he remains in Canada, and that he will continue as a leading influence in the social work of the Dominion.

In Doctor F.G. Pedley the Council has been fortunate in obtaining a worthy successor. Doctor Pedley's interest in social work is a natural one which had its beginning in the home of his father, the Reverend Hugh Pedley. After his graduation in medicine, he turned toward its social side-Public Health specializing in the field of Industrial Hygiene. His work brought him very close to the social life and problems of the industrial group, and soon after his return to McGill University to direct the Industrial Hygiene work, we realized that a real leader had been added to the group. As Executive Director of the Council, he will find himself in a setting which will give him an opportunity for activity in the field in which his interest primarily lies.

In May Miss Eileen Whillans, Secretary to Mr. Falk and Miss Bradford, resigned and Miss Gwendolyn James, stenographer, was promoted to that position, though remaining on the salary roll of Financial Federation. It will be remembered that our joint staff serve the two organizations.

Miss Hazeldine Bishop, a graduate of McGill University, was appointed to the vacancy on the Council staff as an assistant to the Secretary.

### Placement Bureau

| | Applicants | | Placed | |
|---|---|---|---|---|
| | 1929 | 1930 | 1929 | 1930 |
| Social work positions | 49 | 57 | 16 | 19 |
| Office work positions | 33 | 37 | 8 | 11 |
| | 82 | 94 | 24 | 30 |

A large number of applications for office work positions in 1930 has been due to the degree of unemployment among clerical workers during the past six months. Many of such applicants have been referred to the Central Registration Bureau for Office Workers without making a record in Council files.

## Year Book

As in the previous year, the eighth Annual Year Book, compiled and edited by the Council Staff, was issued to the limited number of subscribers and others interested in the work of particular agencies, or desiring it for reference purposes. 2500 copies were printed. A second Topical Review, bearing the title, "Progress and Problems in 1929", went to the general subscribers to Financial Federation, and 2,000 copies were taken by Federation for use in connection with the 1931 Campaign. Members of the staffs of a number of agencies gave the Council officers and staff most valuable assistance in the compilation of this report. Some recent achievements of our agencies, and problems facing them in their work were the highlights of this Review. 8,000 copies were printed.

## Newsletter

There have been 8 issues of the Newsletter during the year. This is a mimeographed publication for members of the Council featuring news of the agencies and Council activities.

## Clearance of Meetings

The Board and Committee Rooms have housed 384 meetings which were arranged and cleared with the Office Secretary. The Council Office has conducted the usual clearance of Annual Meetings for agencies in the Council during the past two months.

## Mimeographing Service

30 agencies made use of the Council mimeographing service, and 986 stencils were used, as compared with 32 agencies and 835 stencils last year. 435 stencils were used by Financial Federation.

## Volunteer Service

Since the beginning of the year, records have been kept of placements made in volunteer service with other agencies through the Council Office. Placements have been effected for services which have included social work visiting, motor service, clinic work, statistical work, and clerical work. In addition to the many volunteer workers serving on committees, the Council itself has recently secured voluntary assistance in art work and clerical work.

## Library

The preparation of an index for the cataloguing of the books, pamphlets, and periodical literature in the Council Office was begun early in the spring and classification of 790 items of pamphlet literature has been completed. In addition a partial classification of 350 items sufficient to make possible convenient use of this material while the index progresses, has been made. Thus an index or partial index of 1140 items has been completed. 127 loans of

books and pamphlet material have been recorded, 77 to Board members, 45 to social workers, and 2 to others. 44 persons have used the library in this way.

Conference Attendance

The Executive Director and Secretary of the Council attended the Canadian Conference of Social Work in Toronto in April, and the Secretary of the Social Service Exchange Committee attended the National Conference of Social Work in Boston in June.

Special Conferences arranged by Council Office

At the request of member agencies or individuals, five special conferences have been called by the Council office in addition to those called at the direction of your Executive. The earliest in 1930 was the second of two (the first having taken place in 1929) at which several agencies considered a co-operative plan for housing their district offices in Rosemount. As a result a co-operative housing plan was put into effect in that district. Social workers from a number of agencies met with Dr. Grant Fleming in two conferences in view of his appointment as a representative of the Council on the Advisory Committee of the School for Social Workers of McGill University. A conference of member agencies was called at the request of the Budget Committee of Financial Federation to consider questions of policy of a member agency. In December a meeting was arranged for representatives of five agencies for the purpose of considering a co-operative plan for joint Annual Meetings.

## STANDING COMMITTEES

Survey and Research Committee

Two important studies have engaged the attention of this committee during the year, and have been financed with its approval by special appropriations granted by the Budget Committee of Financial Federation from funds set aside for research. The first was a study of early school leaving and absenteeism in the public schools, begun in 1929, which has proceeded under the direct supervision of the Research Committee. The study is not yet complete. The second was a survey of population trends in Montreal in relation to the development of community work, made by a committee of the Education and Recreation Division. This survey will be referred to in the section of this report dealing with Divisional activities.

Conference Committee

In view of the Canadian Conference of Social Work in Toronto taking place in April, no local conference was held in Montreal in 1930.

Flower Committee

Under the chairmanship of Mrs. H. Russell-Murray, this Committee as usual conducted a most successful campaign. It was found possible also to continue the distribution from July 2nd to September 6th which is the longest season the Flower Committee has had. Many volunteers co-operated to make the flower distribution regular and effective.

20 agencies co-operated in the distribution and as usual the generous assistance of the Railways and also Express Companies contributed in very great measure to the effectiveness of the Committee's work.

Social Service Exchange Committee

The tremendous increase in the work of many charitable agencies during the past few months has resulted in a proportionate increase in the work of the Social Service Exchange, and it has been found necessary to add to its staff a half-time worker for the winter months. Provision for the necessary addition to our Budget has been made by the Budget Committee of Financial Federation.

In spite of the increase in staff this department of the Council continues to be taxed to capacity, a condition which has obtained since the summer months.

Statistics

| | Inquiries | Identifications | Notifications | Agencies Served |
|---|---|---|---|---|
| 1929 | 12,574 | 6,555 | 24,230 | 104 |
| 1930 | 15,147 | 8,896 | 31,110 | 107 |

23 Churches made inquiries in 1930 as against 18 in 1929.

Number of re-registrations 1,529.

Number of registrations cancelled 2,022.

Special Case Conferences

1929 14 special case conferences were called by 8 agencies.
1930 18 special case conferences were called by 10 agencies.

The Exchange Secretary attended the majority of these conferences and sent a report of the proceedings to the interested agencies.

Work of the Exchange Explained

During the year the work of the Exchange was explained to 130 individuals who visited the Exchange singly or in small groups. Out of town visitors were from Quebec, Fredericton, N.B. St. John, N.B. Winnipeg and South Africa.

Report of Christmas Clearing for 1930

The comparative statistics for 1929 and 1930 are as follows:-

| | Agencies | Number of Families Cleared. |
|---|---|---|
| 1929 | 125 | 5,277 |
| 1930 | 167 | 6,885 |

| | | | | | |
|---|---|---|---|---|---|
| 3,361 | families | were | inquired | of | once |
| 797 | " | " | " | " | twice |
| 334 | " | " | " | " | three times |
| 109 | " | " | " | " | four times |
| 22 | " | " | " | " | five times |
| 5 | " | " | " | " | six " |
| 4 | " | " | " | " | seven " |
| 3 | " | " | " | " | eight " |

## ACTIONS OF EXECUTIVE COMMITTEE

### Provincial Grants

It has been a source of gratification to your Executive that representations to the Provincial Government have resulted in a greater measure of recognition to certain member agencies under the Quebec Public Charities Act. The Montreal Children's Bureau has been granted Creche Allowance for children under five years of age who are placed in foster homes. Previously this allowance was available only for children receiving institutional care. The annual grant to the Family Welfare Association was increased in 1930 from $5,000 to $15,000. While the present grant is not considered adequate compensation in respect of this agency's care of dependent children and old people who might otherwise be a charge upon the Public Charities Act in institutions, the increased grant allowed came at a time when it was doubly appreciated in view of the added burden which our agencies caring for the dependent child and family have been carrying for the past six months.

### Provincial Commission on Social Insurance

In view of the proposed appointment of a Provincial Commission on Social Insurance, each division of the Council early in the year began the preparation of a memorandum relating to problems facing them in their work for presentation to this Commission. The subjects covered will be dealt with in another section of this report on Divisional Activities, but it should be reported here that representatives of your Executive were recently granted an opportunity to submit a number of these subjects to the Commission for consideration, and it is understood that further meetings will be held.

### Health Service

Your Executive was informed early in 1930 that approval had been given by Financial Federation to the establishment of a co-operative health service for Federated Agencies following the recommendations of the survey made by Dr. Grant Fleming for this Council in 1929. The subsequent organization and achievements of this new service have been a source of gratification to your Executive.

### New Central Offices

In view of the fact that space available in the Forum Building was no longer adequate or suitable to the needs of agencies occupying the Building,

your Executive appointed a committee at the request of all the agencies in the Building to co-operate with Financial Federation and interested agencies in an effort to secure more suitable premises. This Committee which has resolved itself into a joint committee of the Council and Financial Federation has been active since the beginning of 1930 and has investigated many propositions submitted, but has not yet succeeded in securing premises acceptable as to financial and other considerations to all concerned.

Homeless Men

A Committee appointed by the Dependency and Delinquency Division in 1929 to study the possibility of a more effective co-ordination of work for homeless men in Montreal represented a renewed effort to solve an old and vexing problem which has engaged the attention of the Council since 1921. Early in 1930 this committee submitted tentative proposals to your Executive for consideration and for the remainder of the year this subject remained active on our Agenda. In the winter of 1929-30 an acute situation developed in respect to provision for the unexpected numbers of homeless men who had found their way to Montreal, and at the request of clergymen of the Protestant churches our committee co-operated in an effort to deal with the emergency which finally found a solution so far as Protestant men were concerned, in an Emergency Committee of the Protestant Churches for the co-ordination of all denominational work, At the same time our committee lent its efforts toward securing provision for a constructive case work service for the more hopeful type of homeless men, and the establishment of a central application or reference bureau. The Protestant House of Industry and Refuge has co-operated closely with our committee in the achievement of the first objective and has abandoned its casual ward in order to provide accommodation for a limited number of the more hopeful type of homeless men selected for case work service. As efforts to have this case work service developed under the aegis of an existing agency proved unsuccessful, a new agency, "The Protestant Bureau for Homeless Men" has been created with the full endorsement of your Executive and of the other agencies in the city working with homeless men, to undertake this work. The objects of the new organization are stated as follows:-

> "The object of the Bureau will be the promotion of the welfare of destitute homeless men ..... It will be the aim of the Bureau to promote co-operation of all agencies interested in the problem of the homeless men, so as to avoid duplication of effort and waste of money, and to ensure prompt and efficient measures of relief being taken when occasion demands."

As already indicated, the Protestant Bureau for Homeless Men has been accepted as a member of this Council with primary registration in the Dependency and Delinquency Division. Pending the commencement of its regular work, it has made a tremendous contribution to the emergency care of homeless men during the present winter.

The greatly needed central clearing house for homeless men has not yet materialized but it is still hoped that a solution may be found in the not too distant future.

The leadership given by Protestant clergymen of the city, not only in dealing with the emergency of 1929-30, but also in efforts to achieve a permanent co-ordination of this work for homeless men, must be gratefully

acknowledged. The example set by their Central Relief Committee of last winter gave a decided impetus to the co-ordination of relief work for the Protestant community in the present emergency, and their continued interest will undoubtedly be the inspiration of further efforts to ensure effective and permanent co-ordination of work for destitute homeless men.

Representation on Advisory Committee of McGill School for Social Workers

In February 1930 your Executive received the resignation of Mr. B.B. Stevenson as one of the two Council representatives on the Advisory Committee of the McGill School for Social Workers. Dr. Grant Fleming was appointed in this capacity, the other representative being Dr. Helen R.Y. Reid.

Educational Talks to New Board Members

In March and April two meetings were arranged for new Board members of Council Agencies at which talks were given by members of the Council and Federation staff on the organization and functions of the Council and of Financial Federation. An aggregate attendance of 58 representing 15 agencies was recorded.

Juvenile Placement Service

As a result of a recommendation from the Vocational Guidance Committee of Montreal that a Juvenile Placement service for boys, with a certain measure of vocational guidance, be established as a department of the Protestant Employment Bureau to be financed by Financial Federation, your Executive called two special conferences of interested agencies, and following their deliberations, endorsed this proposal, the service to be established for Protestant boys. A recommendation to this effect was forwarded to the Budget Committee of Financial Federation and your Executive was subsequently informed that the proposed new service had been endorsed by the Budget Committee and that provision would be made to finance it in 1931 provided funds were available. While present conditions of unemployment have enforced a postponement of further action, the organization of a Juvenile Placement service for Protestant boys may undoubtedly be anticipated in the near future.

Unemployment

The unusual distress due to widespread unemployment which has obtained during the past eight months has thrown unexpected burdens upon the Council of Social Agencies. Following representations from the Sun Life Assurance Company that a central bureau be established for registration, and relief where necessary, of unemployed office workers, and an offer to place at the disposal of the Council for this purpose, office space and staff from the personnel department of the Company, a study of the general unemployment situation was made by your Executive. This investigation resulted in a decision to appoint a Special Committee on Emergency Unemployment Relief widely representative of business and charitable interests in the city.

In view of the fact that there is no public department giving outdoor relief in Montreal, it became apparent that the private agencies would have to

organize the necessary machinery to provide for the many people in distress who could not be cared for by existing agencies. Following conferences of members of this Council with officers of the Central Council of St. Vincent de Paul Societies representing the charitable work of the Catholic Community, and the Federation of Jewish Philanthropies, it was agreed that if the Public Authorities should desire the services of these agencies in dispensing public funds for emergency unemployment relief, each organization would take the necessary measures to provide for the people in distress falling within its own group.

The City Authorities accepted the offers of assistance on this basis, and accordingly the Special Committee on Unemployment of the Council undertook responsibility for the co-ordination of emergency relief services for the Protestant Community. The activities of this Committee will be made the subject of a separate report to this meeting.

## DIVISIONS

During the latter half of 1930 the work of committees and other activities apart from emergency work have of necessity been cut to a minimum, and the work of some committees has had to be suspended temporarily. In spite of this consideration, however, the Divisions are able to record a year of varied achievements.

### CHILDREN'S DIVISION

The Children's Division has held one general meeting with a recorded attendance of 27 and one special meeting at which Mr. C.C. Carstens of New York, Executive Director of the Child Welfare League of America addressed the Division on the subject of Modern Developments in Child Welfare. Taking his illustrations from cities with populations approximately equal to that of the English speaking community of Montreal, Mr. Carstens described the more recent changes in the field of child care effected through the organization of new services or through adaptation of the work of existing agencies.

#### Child Caring Committee

The chief interest of the Division has centered in the work of its Child Caring Committee on which a large number of members are serving. This committee is endeavouring to formulate a plan which will serve as a guide for the development of the child caring work of our agencies. As an aid to its deliberations the committee undertook a course of study consisting of six lectures followed by round table discussion under competent leadership on the physical and mental health and development of the child. Questionnaires have been prepared which it is hoped will serve as a basis for securing valuable information from other cities. These questionnaires and other material placed before the committee have been recommended to the individual agencies in the Division for study.

A reading list on child welfare work has also been compiled for members of the Division.

## DEPENDENCY AND DELINQUENCY DIVISION

Five general meetings of the Division and a special conference on the subject of Domestic Relations Courts have been held. A number of committees have been active during the year.

### Delinquency

Two committees on adult and juvenile delinquency problems have submitted reports to the Division with recommendations which are at present under study by your Executive. The subjects covered by the above recommendations include the establishment of a Domestic Relations Court and the development of more adequate probation work among juvenile delinquents.

### Homeless Men

The work of the Committee on Homeless Men which finally sponsored the organization of the Protestant Bureau for Homeless Men has already been referred to in this report. The accomplishments of this committee have comprised one of the most notable achievements of this Division and tribute should be paid the patient and persevering efforts of Mr. J.S. Brierley, its chairman, and the members who have assisted him from time to time over a period of almost two years. The co-operation of existing agencies for homeless men and of the clergymen of the city, has also been greatly appreciated.

### Begging

The elimination of licensed begging in the city, and particularly the exploitation of children for this purpose, has been a major concern of this Division and a committee has been co-operating with other groups in the city in a study of this question.

## EDUCATION AND RECREATION DIVISION

With the interest of its members divided among many projects this Division has had a most active year. Five general meetings have been held with an average attendance of 17.4.

### Recreation Training Institute

A recreation training institute was arranged as usual, and as in previous years, was under the direction of Capt. Wm. Bowie. Four sessions were held in different community centres of the city and the enrolment totalled 62 with 21 organizations and churches represented. Those attracted to this institute were largely people engaged in settlement or community work, many of them in a voluntary capacity but without formal training. It was felt that the institute gave them much help in programme building and methods and also served to stimulate local leadership for settlement activities.

Free Swimming Campaign

A free swimming campaign for children from April 22nd to May 3rd, was sponsored by a committee under the joint auspices of this Division and the Swimming Coaches Association, with Mr. Stanley Rough representing the Council and Mr. Murray Bruker representing the Swimming Coaches Association as co-chairmen. The campaign was designed to teach children who ordinarily would be without the privilege of swimming facilities, the rudiments of swimming, before the commencement of the summer holidays. Fifteen swimming pools co-operated in the campaign, including seven civic baths. The co-operation of the Recreation Department of the city, and of the individual guardians of the civic pools, in this movement made possible an extensive city-wide campaign, and contributed in no small measure to its success. Other organizations co-operating in the campaign were, the Young Men's Christian Association, the Young Women's Christian Association, l'Association Athletique d'Amateurs Nationale, and the Knights of Columbus. More than 2,000 children enrolled in the Campaign and it is estimated that between 30 and 40 per cent actually learned to swim.

Music and the Drama

A Committee on Music and Drama has been working throughout the year in the stimulation of interest in musical and dramatic activities in our settlement houses and community centres. A preliminary survey of such activities in those agencies indicated that a definite need is felt for stimulation of interest in music and the drama for their cultural value, and that voluntary assistance of many kinds would be welcomed. A canvass was made of musical and dramatic societies in an effort to secure such voluntary assistance, and a number of volunteers have been enlisted as a result. Such assistance will consist chiefly in providing leadership to children and others in the settlements in musical and dramatic activities. It is hoped also to accumulate a small library of catalogues and manuscripts of plays suitable for production by the social agencies and a list of suitable plays to which dramatic groups may refer is being compiled. A small Standing Committee of the Division has been appointed to carry on this work as a permanent activity.

Other subjects in which the Division has been interested are:- an enquiry into educational and vocational facilities for women and girls, sex education, and libraries for children and young people in the social agencies.

Settlement Locations Survey

At the request of Iverley and University Settlements a committee appointed by this Division conducted a survey of population trends in the city of Montreal in relation to the development of community institutional work. While primarily intended to compile information which would assist those settlements to determine future locations for their work, the results of this survey will be of value to many agencies whose work is largely conducted from district offices. The work of this committee was accomplished under the chairmanship of Mr. Frank B. Wilson who gave generous volunteer service to the Council in this connection. To himself, to Miss Alice Lighthall, the secretary, and to all other members of the Committee this Division has already expressed its deep appreciation of the splendid work which they were able to accomplish within a comparatively short space of time.

## HEALTH DIVISION

Three general meetings have been held, one of which resolved itself into a round table conference on care of the physically handicapped. Average attendance at these meetings was 21.6.

### Care of the Physically Handicapped

Problems in the care of the physically handicapped were a major interest of the Division in the early part of the year, and a committee appointed at the close of 1929 made a preliminary study of the possibility of establishing a sheltered workshop for physically handicapped men, incapable of competing in general industry. Men suffering from heart disease, and convalescents from tuberculosis would, it is felt, rank high among those who would derive great benefit from such a sheltered industry where they might have the opportunity of regular part time employment. From an economic standpoint such an industry would enable many individuals now wholly unproductive, to be at least partially self-supporting. From the standpoint of the hospitals and the medical profession, it is undesirable that individuals so handicapped should either remain idle or work beyond their strength. The physical breakdown and return of former patients in more serious condition than before as a result of failure to withstand the strain of full time employment, has been a matter of common experience in all the large hospitals.

The Committee enlisted the co-operation of business interests in a study of the possibility of establishing a sheltered industry which would not compete with existing Canadian industries. Finally in view of the intention of the Occupational Therapy Association to develop an active programme of work, this project was turned over to that Association for further study.

### Survey of Health Literature

A Survey of Health Literature available and suitable for use by social agencies was made for the Division by Miss Esther Beith, as a result of which a large addition was made to the health literature in the Council library where it is available for consultation and reference.

### Lectures on Tuberculosis

A Course of Lectures on tuberculosis which was planned for the autumn, was postponed in view of unemployment conditions, which are engrossing the whole attention of the workers with the agencies.

A committee of the Division has been appointed to co-operate with the Education and Recreation Division in a study of sex education.

## JOINT DIVISIONAL ACTIVITIES

### Study of Youthful Offenders in Canadian Penitentiaries

"Youth in Revolt", was the subject of an address by Frank T. Sharpe, of Toronto to a mass meeting of all divisions in the early part of the year. Mr. Sharpe gave an outline of a study of a selected group of youthful offenders in Canadian penitentiaries made under the auspices of the Canadian Council on Child Welfare

The analysis of the ways in which the community has failed to meet the needs of its rebellious youth and the failures of our reformatory system were significant features of the report.

Preparation of Statement for Provincial Commission

All divisions co-operated in the task of preparing an outline of subjects for presentation to the Provincial Commission on Social Insurance. While separate outlines were prepared by each division, the topics selected were frequently made the subject of conference with other divisions. The subjects which have been selected are listed below:

1. Government subsidies for the care of dependent children irrespective of the type of care given.

2. Government assistance in the care of indigents of less than five years residence in Canada

3. Problems in the treatment of Juvenile Delinquency

4. Courts of Domestic Relations

5. Acceptance of Government responsibility for the protection of dependent, neglected and delinquent children, and a clear definition of legal custody in respect to such children

6. Inspection of Private Charities

7. Social Insurance including Old Age Pensions and Health Insurance

8. Adult probation

9. Extra mural employment of prison labour

10. The employment of a State Public Defender

11. Inter-provincial reciprocal legislation for the enforcement of maintenance charges in cases of desertion

12. Compulsory education

13. Vocational guidance in schools

14. Work permits for children under fourteen years of age

15. Amendment to the Amusement Tax Legislation

16. Problems in the hospitalization and treatment of patients suffering from tuberculosis and provision of some means of assistance to families deprived of their means of support from this cause

17. Enforcement of higher minimum housing standards by provincial legislation

18. Free biological products for use of all medical practitioners

19. Venereal disease control

20. The Grancher System

21. Provision under the Workmen's Compensation Act for compensation in cases of industrial poisoning

22. The recommendations of the Montreal Health Survey report

23. Questions pertaining to mental hygiene and care and treatment of epileptics, and in particular, the establishment of a training school for educable mentally defective children of the non-Catholic community of Montreal

The above report is respectfully submitted

(Signed) Grant Fleming
Chairman

Marjorie Bradford
Secretary

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# Montreal Council of Social Agencies

MEMBER OF FINANCIAL FEDERATION

PROTESTANT AND NON-SECTARIAN




OFFICE: ROOM 201, 1421 ATWATER AVENUE

TELEPHONE—WILBANK 1151




January 11th, 1932.

You are cordially invited to attend

THE 12th ANNUAL MEETING

of the

MONTREAL COUNCIL OF SOCIAL AGENCIES

to be held in

York Room (Ladies' Ordinary ) Windsor Hotel

Friday, January 22nd, at 5.00 P.M.

# Montreal Council of Social Agencies

MEMBER OF FINANCIAL FEDERATION

PROTESTANT AND NON-SECTARIAN




OFFICE: ROOM 201, 1421 ATWATER AVENUE

TELEPHONE—WILBANK 1151




January 9th, 1932.

NOTICE TO MEMBERS OF THE COUNCIL

re ANNUAL MEETING

The twelth Annual Meeting of the Montreal Council of Social Agencies will take place on Friday, January 22nd, 1932 at 5.00 P.M. in the York Room (Ladies Ordinary) Windsor Hotel.

Reports will be submitted covering divisional activities and actions of your Executive Committee.

May we express the hope that all officers and delegates will earnestly endeavour to be present at this meeting. Delegates unable to attend should arrange for substitutes if possible in order that reports may be carried back to member organizations.

Yours sincerely,

Marjorie Bradford

Secretary.

TO MEMBERS OF THE MONTREAL COUNCIL OF SOCIAL AGENCIES

January 11th, 1932.

Report of Nominating Committee for 1932:-

The following nominations of officers for 1932 will be submitted at the Annual Meeting of the Montreal Council of Social Agencies on Friday, January 22nd, 1932.

| | | |
|---|---|---|
| President | - | Dr. Helen R.Y. Reid |
| Vice-Presidents | - | Dr. Grant Fleming<br>Mrs. George C. McDonald<br>Mr. B.B. Stevenson<br>Mr. P.S. Fisher<br>Mr. Norman Holland |
| Hon. Secretary | - | Col. Herbert Snell |
| Hon. Treasurer | - | Major P.A. Curry |
| Hon. Solicitors | - | Col. A.A. Magee<br>Mr. W.B. Scott |

(Signed) George Lyman

Chairman, Nominating Committee.

President's Address to the Twelfth Annual Meeting of the Montreal Council of Social Agencies, January 22nd, 1932.

A retrospect of the year's activities reveals not only the multiplicity of interests involved, but also certain features of outstanding importance in our relation to the whole community. Among these I would cite first the fine work already accomplished by the Quebec Social Insurance Commission. Many of your representatives appeared on several occasions before the Commission. In the Council's informed and disinterested service have been found the strength and channel through which to ask for the legislative changes mentioned, so many of which have since been recommended by the Commission for consideration by the Provincial Government. On your behalf I offer our hearty congratulations to the Commission on their progress now publicly reported, as well as our appreciation of their confidence in this body and of the courtesy shown in the reception of our testimony.

As another evidence of the growth of social consciousness in the community, we record with satisfaction the present planning on a community-wide basis for the unemployed, which includes an increased acceptance of financial responsibility by public authorities, together with a more intelligent attitude on the part of the public towards the homeless man and woman.

We note, too, gratifying evidence of new leaderships in church and lay groups that have been evolved under the stress of economic depression. At the same time we record with admiration the steadfast courage of the staffs and executives of our 50 agencies, who, day after day, and often nights as well, have stuck to their jobs, many of them under conditions of overwork and pressure such as have never before been known in the history of our agencies.

An outstanding cause for rejoicing in Council and community circles has been the blossoming-out of volunteer service in response to the need for additional

help. We have to think back to war days in order to find a similar development. The fine sense of comradeship which came to many groups of men at the front and to groups of men and women at home working in their interests, is being experienced anew among hundreds of workers on the Special Committee on Unemployment, the Central Emergency Clothing Committee, the Christmas Cheer Committee, the Imperial Order Daughters of the Empire, and in summer on the Flower Committee. There can hardly be one agency in our large group that is not benefitting in many ways by this extended service. Dare we not say, too, that there is not a Board member who has not in thought and deed, come closer to the Executive directors and members of Staff in the desire to relieve the strain that threatens at times to sap the health and morale of our workers who share our hopes and fears, our faith and our occasional despairs, as partners in our Council service and in community living. Business organizations and voluntary organizations, governments and private societies, churches and laymen, Roman Catholic, Protestant and Hebrew, have also been drawn closer together in 1931 than at any time since the war. The sum total of disinterested service is a fine one, and proves to us once again the truth of what Earl Grey has said, that "if you give people a right principle, if you convince a man that he is responsible for the welfare of others, that he owes a duty to his fellow-man, all that is good in that man's nature will grow and expand".

Opportunities for further Council co-operation with our fellow citizens of different language and religion await us in the near future in the bilingual conference being set up for an early date in March. - Continued co-operation with our churches has been assured by reason of the Associate Memberships in the Council taken out to our mutual satisfaction by the United Church and Anglican Clergy of Montreal. In such ways our ideal for Council service and citizenship grows and expands!

With social conditions as bad as they are to-day in our big city, we dare not picture to ourselves what they would have been without the fine response to the emergency call for help, especially for the unemployed! - In spite of all our constructive planning, however, in spite of the prevention of immediate disaster, not-

withstanding the pooling of resources and the growing recognition of the advant of working together; in addition to the closer fellowship and finer understandin between trained worker and volunteer, between church and lay organization, we rea ize, do we not, that we have failed to find a substitute for work, and that work is the only solution of the problem of the unemployed man or woman and that it is surely his or her natural right in any well-organized society. - We cannot forget, also, that increased efforts will have to be made in the future. For long after things will seem to have come back to normal, long after factories are at work again, the social agencies of the city will still be trying to put together the pieces of human lives which have been shattered by the disaster. Broken families, broken minds and bodies, and embittered groups at odds with society will lie long as a heavy burden on us all as a certain result of the lengthy period of unemployment.

Social workers dare not hope to build for the future any considerable degree of community well-being when the foundations on which such well-being depends viz, family security, family health and integrity, are threatened by the continual wash of the waves of unemployment. What we can and must do as a primary duty for all, especially for those who work with the unemployed, is to tell the public in a way that it will understand some of the terrible end-results of unemployment. We are the collectors of facts. Our evidence should be not only ample and accurate, but also clear, conclusive and convincing. In bearing testimony to terrible experience of first-hand contacts, of seeing the slow creeping demoralization which is going on in the homes of our people, of witnessing the breakdown of little children, the loss of spirit, of hope, of morale; and of endeavouring in vain to stem the increasing tide of delinquency, the Council and its workers have surely a just claim to press continually for a more serious consideration of the problem of unemployment and for better correlated action and planning on the part of governments and leaders in business and industry all over the world!

Dangers developing from the unemployment situation include the possible breakdown in health and morale of members of our staff, and the lowering of standards of work. Serious responsibility on the part of Board members must be accepted in relation to both of these possibilities. Ways and means will have to be found for increased service, and for relieving the trained workers of many time-and-energy-consuming jobs that do not require expert handling. Refreshment, change and re-creation can be put by Board members in the path of the worker and will show him that there are Board members and volunteers "standing by" ever ready to share responsibility and lend a hand.

Work standards built up after years of training and experience are seriously threatened when case loads become too heavy and when overwork is a regular occurrence. With the realization of this danger added to the load they are already carrying, we must nevertheless ask our staffs and students-in-training to hold fast to that which is good, and to remember that the fundamental principles and policies for which their agency stands, still govern its methods and practices and that these must never be forgotten.

A danger that has arisen from a source least anticipated and at a time when it is difficult to take the necessary measures to safeguard the threatened interests of social work, is the closing by the Governors of McGill University of the School for Social Work. As the paradox of the situation lies in the fact that while there is less and less employment for many other professional workers. This is due not only to the results of unemployment, but also to the increased recognition all over Canada of the value of trained and experienced workers in the private and public welfare field. Serious and immediate consideration will have to be given by the Council and other interested groups to the problem of how to offset this menace to a young and growing profession, and to the communities who depend so largely upon it for the conduct of their philanthropic work.

A difficulty that in its extreme sense has not yet been realized is that of

finding funds wherewith to carry on all the work of our 50 agencies. No words of gratitude can adequately express the relief that is felt in this respect by Council member agencies, and particularly by the 32 agencies that compose the group financed by Financial Federation, who have received the budgets required for their work. Pared down to minimum essentials, with no expansion and no salary increases in spite of increased demands from all quarters, with loyal disciplined patience, the agencies gratefully carry on in the hope of better days to come!

To meet the immediate future with its aftermath of unemployment disaster, we must be unafraid in excellent ways, exploring every opportunity for adequately equipping ourselves and our young people by means of study, training, and conference, and by associated and informed action in our Council Divisions and all our different committees whose record for 1931 we have heard to-day. Thus, only, may we win through to a mastery of our problems! - Social problems are made, they do not grow; and difficulties that seem too thorny for timid fingers to touch will not be settled by being left alone. Social problems have been caused by men, by the interaction of human wills and desires, and by men,- God helping them,- by the conscious and deliberate application of human intelligence and good will, they can and must be solved. To the recognition of this simple truth we owe the setting-up of all our social machinery, of which our Council is a helpful and most important part!

In closing my address, I take the greatest satisfaction in thanking you all for your work and co-operation, for your hopes and aspirations for the Council and for your faithful fulfilment of your pledge to service! My cordial thanks are due, too, to Dr. Pedley, Miss Bradford and Dr. Fleming who have disciplined me in many kindly ways throughout the past 2 years!

(Signed) Helen R.Y. Reid

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President's Address to the Eleventh Annual Meeting of the Montreal Council of Social Agencies, January 23rd, 1931.

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Ladies and Gentlemen:

You have listened with interest and pleasure, I am sure, to the reports presented by our Secretary and Director, and with me you will congratulate them on their effective recital and their fino grasp of the extent and variety of our Council program for 1930. The facts are now before you, - the story of our accomplishment is told, - and we must ask you if you are content! Not too much so, we dare to hope, for it may be within our experience to have seen the blight of self-satisfaction arrest development and growth in some so-called social organizations -- outside of Montreal, of course, -- when community needs demanded a change of policy or actual withdrawal from the field.

We like to think of our Council as a growing and going concern, with its directors awake to the full possibilities of its city-wide function as welfare consultant, with its member agencies fully aware of their partnership responsibilities and opportunities, and with Financial Federation closely associated with most of these agencies, providing as it does, 32 of the 49 with the necessary sinews of war with which to carry on their crusade of prevention and cure against poverty, ill-health and social maladjustment in this big city of Montreal.

It is fitting on this occasion that we ask ourselves what have been our gains during the past year, -- what we have gained, not only in actual accomplishment and growth, such as has been outlined to you so graphically in the Secretary's report, but what we have gained in knowledge of ourselves, in new ideas, new relationships, and in understanding of our needs for the future.

1. In knowledge of ourselves,- I think there has come to many a sobering sense that in attending to the innumerable details of administration, to details of the immediate job, or case, or surface problem before us, we still run the danger of losing our perspective, our sense of proportion, the consciousness of our relation, and the relation of our work, to community needs and to social work as a whole. And so we must constantly remind ourselves that we care more for fundamental principles than for changing methods, - although these too are important, and that we recognize the necessity for study of causes of social disorganization and for preventive measures, even when our lives are dedicated to cure. Our comparatively new Research Committee will greatly help us in this connection.

We are also gaining in knowledge of ourselves, when we have found it possible, -- increasingly so each year we believe -- to reconcile the apparent opposition of the ideals of independence and co-operation of the individual as opposed to the collective way of doing things. By means of our several Standing Committees and of joint Divisional Conferences where agency and group representation is found active and interested, as well as by the fine committee work of our four Divisions, there is a pooling of minds, a consolidation of many purposes with a common interest running through them all which not only prevents waste of energy and overlapping of work, but furnishes the agency representatives with a powerful dynamic of mutual understanding and appreciation which they carry back with enriching results to the individual enterprise. -- Would that the same spirit and the same principles of social organization might be applied to-day to society at large, and that nations and leaders of nations would pool their reason to find out what is reasonable for all instead of using it mainly to find reasons for doing what they individually want to do, that is, for making the promptings of their instincts and emotions appear reasonable. Our knowledge of ourselves gained through our Council work has

made us humble in many ways before the magnitude of the task now confronting the world, a task which is peculiarly ours to share, that of engineering human co-operation to make possible the better organization of human society. "There are ways in which we grow only as we are grouped together, and there are services that we can perform for humanity only as we labour in common with others, and there are permanent benefits that we can bestow upon the world only as we contribute the best in ourselves to the corporate life."

2. Though the sages tell us that there is nothing new under the sun, I feel sure that we Council members have gained several new ideas during the past year. Newness is a difficult thing to define, for it depends so much on the age and the experience of people. I think we may all agree, however, that the idea of the mental hygiene approach in social work is one of the new ideas that has now firmly lodged itself in training school curricula and in the work of many of our social agencies. The past year's experience has confirmed us in our opinion of the value of this new angle of approach. The fact that mental hygiene is adding much to the recently developed Health Service for Council Agencies augurs well, not only for those who are benefitting and who will benefit in increasing numbers from such care, but also for the development of the Council and agencies' programs in this direction in the immediate future.

A new-old idea that has been born again during the past year is the idea that Board Members may greatly enhance their usefulness and extend their interest by means of the increased use of Council and agency library facilities, as well as by conference study of the purpose, history, and work of this Council of which their agency is a part -- a Council which is playing an ever more effective part in our community life and development. A resolution to read at least two books a year and one serial magazine bearing on the worker's or Board Member's special field of interest, is finding favor with more than one member of committee or staff, to the delight of their leaders and to the honorable advancement of their own souls!

3. Among our new relationships during the past year we record with warm satisfaction that which has been established with the new Catholic Welfare Bureau and the federated English-speaking Roman Catholic charities. The day cannot be far distant when the functioning machinery for all social work in Montreal, - Roman Catholic, Protestant, and Jewish, - official and voluntary - will be completely organized and co-ordinated, -- when our service to the community will be quickened and strengthened by the mutual understanding and the co-operation which is bound to follow such organization.- Then and then only, will city and province realize to the full the kind and extent of practical services which social workers may render governments, together with the moral backing by which authority, rightly used, may be endowed. How little public appreciation is voiced up to the present for the experimental values, the humanizing influence, the agitating power, the co-operating enterprises of social effort, together with the experience and understanding of people which characterizes the best social workers, the impartiality of the trained mind, their sense of social obligation and their vision of social justice!

Our new relationships include an introduction of Council delegates at the recent Montreal sitting of the Quebec Social Insurance Commission. The appointment of the Quebec Social Insurance Commission indicates a further forward-looking attitude of mind on the part of the Provincial Government which encourages us to hope for some much needed reforms. We deeply appreciate their action referred to in the Secretary's report in connection with our Family Welfare Association and the Creche allowance for children under 5 years of age. Further action we trust, will include the promised provision for dependent aged couples as well as that for the care and treatment of epileptics and a training school for educable mentally

deficient children of the non-Catholic Community of Montreal. If one may judge of the common need for such care as is revealed in the 1930 Provincial Health Report covering mental defects found in Province of Quebec school children, we may surely hope for early government provision for these cases. The recommendations made on the occasion of the Council's attendance on the Commission had to do with several amendments to the Quebec Public Charities Act. If accepted by the Commission and put into effect by the Government, these will bring about much needed changes touching the scope and interpretation of the Act as affecting indigent children, the sick and aged, the immigrant, child guardianship, the amusement tax and inspection of charities.

Our new relationships also include one born out of an existing one. I refer to the Canadian Council on Child Welfare, now the Canadian Council on Child and Family Welfare. Your Council's former Director, Mr. Falk, and several Montreal Council Members have taken an active and direct part in furthering this expansion, feeling as they did, the need for a national body of reference to which communities might apply for help in the organization of their social program and work covering particularly the needs of the child and family. This national body is deserving of our heartiest co-operation and support. Incidentally it is putting on a three days' bilingual social work conference in the city of Quebec towards the latter part of the month of February.

4. Looking to our Council's needs for the immediate future, and apart from those legislative changes already referred to as affecting the thousands of Montreal men, women and children being cared for by our 49 Council agencies, I cannot fail to mention the very obvious need for better housing of our Forum Building agencies, among which we find our own Council office. A combination of noise, lack of ventilation, summer heat and glare, with overcrowding, strains unduly both mind and body of staff and Board Members. It is difficult, sometimes impossible, to do good or even fair work under such conditions. We must look forward, I think, to a new and better home in the near future, otherwise we shall have to face the probable resignations of members of Boards and staff.

Another of our needs,-- Owing to the present industrial conditions the establishment of a Juvenile Placement Bureau has been delayed.- As our Director and Secretary have indicated, the energies of almost all our staffs and of many of our Board and Committee Members have been overtaxed in connection with the unemployment situation. As a result, our work standards are being threatened and the morale of many a worker is being shaken. In times of such emergency it behooves us all to think and stand together. We should realize as never before, Board Members and staffs, that our work must be a shared partnership, one in which joint thinking is even more important than joint action, -- and workers who are brought into long and daily contact with acute distress both of mind and body, must be made aware in kind and thoughtful ways of the closest support and co-operation of their policy-making Directors. Directors too, must be prepared to consider the increase of staff and the re-organization of practice and policies, while endeavouring to maintain fundamental principles and some of the most essential work standards in the face of what is threatening to prove not only local and Canadian, but world-wide disaster. President Hoover has said, "There is, to my mind, no economic failure so terrible in its import as that of a country possessing a surplus of every necessity of life, with members willing and anxious to work, deprived of those necessities. It simply cannot be if our moral and economic system is to survive." It is an appalling and amazing thing that man's management of matter grows apace but he cannot yet organize his relations with his fellow men! As citizens and social workers we must give thought to this challenge of our times and systems, this negation of our life's purpose and our religion, and each consider where and how we may best lend a mind and a hand in order to help shorten the period of chaos

and bring nearer a true interdependence of nation with nation and man with man!

In closing, I must refer with sorrow to the serious loss we have sustained in the death of an established friend of Council, Mrs. Alistair Mitchell, and in the departure from our midst, not only of our highly esteemed former Director, Mr. Falk, but also of Miss Lafleur and Miss Sampson. Miss Lafleur, one of our Council pioneers and well-known for her varied abilities and strong social sense, was, like Miss Sampson, ever ready to lend a hand to all worthwhile endeavours on behalf of our Council. Mr. Falk's work lives after him and will live on because it is good! Dr. Pedley, his worthy successor, is assured of our loyal co-operation and support, and in our able Miss Bradford he will find a satisfactory assistant and helper.

(Signed) Helen R. Y. Reid

# MONTREAL COUNCIL OF SOCIAL AGENCIES

## Annual Report of Executive Committee for 1931

Madam President and Members of the Council

Your Executive Committee begs to submit its report to the Twelfth Annual Meeting of the Montreal Council of Social Agencies.

Conditions arising from unemployment have, as in the previous year, occupied much of the attention of your Executive Committee, as well as of the Divisions and Committees of the Council and members of staff.

Through its Special Committee on Unemployment, of which a separate report will be given, aided by the continuous interest and attention of your Executive Committee, the Council has continued to play an active part in the co-ordination of emergency services for relief of the unemployed in Montreal.

The preparation of memoranda for presentation to the Quebec Social Insurance Commission on many subjects of concern to our member agencies, has also been a major activity during the year, involving the pooling of thought and experience of the members in all of our Divisions.

### Meetings and Appointments

Ten regular meetings and one special meeting of your Executive Committee have been held with an average attendance of 15.4.

Dr. Grant Fleming was elected chairman of the Executive Committee at its first meeting following the last annual meeting, and Mrs. Ross H. McMaster was elected vice-chairman. The following were appointed as chairmen of standing committees:

| | |
|---|---|
| Social Service Exchange Committee | - Rev. Errol C. Amaron |
| Survey and Research Committee | - Miss Dorothy King |
| Conference Committee | - Mrs. Jack Pembroke |
| Flower Committee | - Mrs. D. McK. Rowat |

Owing to his removal from Montreal, Mr. Amaron resigned from the Executive Committee as chairman of the Social Service Exchange in June. His resignation was accepted with regret, and in the autumn Mrs. Wellington Dixon, a former chairman, was asked to carry on in this capacity for the balance of the year.

The resignation of Mr. H.O. McDowell as chairman of the Dependency and Delinquency Division was also received with regret in September. Mr. McDowell is now residing in Vancouver.

### Membership

There were as at December 31st, 1931, forty-nine institutional members of the Council - the same number as in the previous year. One new agency - the

Quebec Division of the Canadian National Institute for the Blind - was admitted to membership in 1931. This addition to our ranks was counterbalanced by the amalgamation of two old members - the Montreal Association of Big Brothers and the Boys' Welfare Association, now carrying on as the Montreal Boys' Association. Another amalgamation of one of our members with a non-member agency took place during the year when the Canadian Prisoners' Welfare Association joined forces with the Prisoners' Aid Association. This amalgamation was effected with the full endorsement of the Dependency and Delinquency Division and your Executive Committee. The enlarged organization has taken the name of Prisoners' Aid and Welfare Association.

In addition to the institutional members of the Council, three associate members were admitted in 1931 under the terms of an amendment to our constitution ratified at the last annual meeting. Our associate members are: The Montreal Local Council of Women, The Montreal Presbytery of the United Church of Canada, and the Church of England in the diocese of Montreal.

## Executive Office Activities

### Placement Bureau

Applications for employment totalled 154, domestic service 13, social work 38, office work 82, dietitians 3, recreation leadership 9, nurses 9. Placements totalled 19, 6 in social work and 13 in clerical positions. Applications for employment in 1930 totalled 94 and placements 30.

### Placement of Volunteers

Interviews were held with many prospective volunteers desiring advice and information, and in addition to those linked up with committees or rendering service in independent groups, 11 volunteers were placed with our agencies in various types of service. The Council office received clerical assistance from three of these volunteers, as well as valued assistance from time to time by members of the Junior League.

### Clearance of Meetings

As usual the office has conducted a clearing service to avoid a conflict in time of annual and other meetings of our agencies. The Board and Committee rooms have accommodated 333 meetings which were arranged and cleared through the Council office.

### Mimeographing Service

Our mimeographing service was used by 32 agencies and 10 individuals and 883 stencils were used as compared with 986 in 1930.

### Publications

The Year Book was edited by the Council staff and printed as usual, 2,000 copies were published. In view of financial conditions the Topical Review was not published.

There were five issues of the mimeographed newsletter.

A camp directory was published as usual in the late spring. The information for this directory was compiled as in previous years by the staff of the Montreal Boys' Association.

A new Social Service Directory for 1932 was published and distributed at the close of the year. 800 copies were printed in response to advance orders from agencies and individuals. 80 French and 260 English and Jewish social agencies, institutions, and hospitals are listed, with a separate record of health centres and clinics. The type of this directory will be kept standing in order that it may be re-issued in up-to-date form every year. A card index of agencies is now maintained in the Council office as the basis for the directory to be issued annually.

A Christmas folder, distributed in connection with our Christmas Exchange service was published for the first time this year, and is referred to elsewhere in this report.

Library

44 persons have taken literature on loan from our library, including 12 board members, 27 social workers and 5 others. 142 loans were made.

Conference Attendance

The Executive Director attended the Bilingual Conference of the Canadian Council on Child and Family Welfare in Quebec, and a conference on unemployment convened in Ottawa by that body. The Secretary attended the National Conference of Social Work in Minneapolis.

## Standing Committees

Survey and Research Committee

Surveys and special studies for which financial aid is asked of your Executive are made under the supervision of this committee.

Early in 1931 a committee of the Education and Recreation Division submitted its completed report of a study of population trends in a number of districts in Montreal in relation to the development of community work in those districts. This study was made in order that information might be placed at the disposal of two institutional members of this Division which were contemplating possible changes in the location of their work. Summaries of this report, outlining characteristics, population trends, and existing facilities for community work, in eight districts of the city are available to anyone interested.

A study of early school leaving and absenteeism in the public schools of Montreal, originally begun in 1929, continued in 1931 under the direction of the School Leaving Committee. The delay in the completion of this study has been due chiefly to the unemployment situation which made it impossible for some months to secure the services of a qualified investigator for home visits. This field work was completed in December by Mrs. Keith Coulin, our investigator, and it is hoped that the tabulation of data will be accomplished early in 1932.

Plans for a survey of Council Agencies working with adolescent girls and boys were formulated early in the year following a request from Financial Federation for advice on this subject. The continued abnormal demands upon social agencies everywhere, due to the unemployment emergency, made it practically impossible to secure the services of a competent outside authority for this survey, and it was finally decided that the time was not opportune to undertake such a survey in 1931.

Conference Committee

In view of the pre-occupation of nearly all social agencies with emergency work, it was decided after one or two informal discussions with representatives of other social work groups, not to hold a local conference of social work in Montreal in 1931.

Two other conference projects have engaged the attention of our Conference Chairman however.

On behalf of Canadian social workers, the Executive of the Canadian Conference of Social Work has extended an invitation to the National Conference of Social Work to meet in Canada in 1934, favouring Montreal as the location. This important conference has met twice in Canada in its fifty years of history, the last time having been in 1924 when the session was held in Toronto. After conferences representing all social work groups in Montreal called by our Conference Chairman, it was unanimously agreed by all concerned, with due consideration of the responsibilities devolving upon local agencies, to extend a cordial invitation to this conference to meet in Montreal. A preliminary survey has been made to ascertain whether local facilities would be adequate to accommodate its several thousand delegates meeting in some seventeen sections, and it is anticipated that a formal invitation will be extended when the National Conference is convened in Philadelphia this spring. An informal invitation, endorsed by His Worship the Mayor and representative business organizations, has already been given.

The Canadian Council on Child and Family Welfare proposes to arrange a bilingual conference in Montreal early in 1932 and your Executive Committee has agreed to assist in the organization of this conference together with other local groups. It is the feeling of your Executive Committee that all the effort usually put into Montreal's local conference, should be devoted in 1932 to the organization of this bilingual conference.

Flower Committee

This Committee, under the chairmanship of Mrs. D. McK. Rowat, conducted its usual summer distribution of flowers in 1931. Many volunteers co-operated to make possible a systematic distribution of flowers to all participating agencies. A considerable expansion in the work of the Committee was made possible by the active co-operation of many interests. Flowers were received regularly from ten organized districts and many generous individual donors. Distribution opened on June 22nd and continued for a period of eleven weeks. The self-sacrificing and consistent effort of our volunteer workers who carried on this work through the summer months when so many are holidaying, is particularly deserving of our appreciation.

Social Service Exchange Committee

The abnormal emergency demands upon the social agencies have been

reflected in the work of the Exchange throughout the year, and an increase in office space and in clerical staff has been found necessary. Inquiries have been practically double the figures for 1930, and figures for the month of December proved the highest on record, when enquiries totalled 4,186 as compared with 2,055 in December 1930. The following statistics will be of interest:-

| Year | Inquiries | Identifications | Notifications |
|---|---|---|---|
| 1930 | 15,147 | 8,896 | 31,110 |
| 1931 | 29,491 | 18,898 | 56,944 |

109 agencies used the Exchange, including 60 member agencies, 21 churches, 17 associate members, and 11 non-member organizations.

16 case conferences were called by the Exchange Secretary at the request of 10 agencies. 134 social workers, students, nurses and committee members visited the Exchange and received an explanation of its function and routine.

The Christmas Exchange in December was undertaken this year by a voluntary committee under the chairmanship of Mrs. W.F. Pratt, and was carried through in a most able and efficient manner. Relieved of this responsibility, the staff members of the Exchange were able to keep up to date with their regular work in December which has never been possible before in the rush of Christmas work.

The following figures indicate the increased work in this department:-

| Year | Agencies Clearing | Names Cleared |
|---|---|---|
| 1930 | 167 | 6,885 |
| 1931 | 187 | 12,238 |

7443 names were enquired of once
1356 " " " " twice
428 " " " " three times
129 " " " " four times
42 " " " " five times
11 " " " " six times
1 name was enquired of seven times

A Christmas folder entitled "A Thoughtful Christmas" including information about our Christmas Exchange, together with suggested standards for Christmas baskets approved by a Committee on Christmas Charity of the Dependency and Delinquency Division of the Council, was widely distributed in December.

Volunteer Service Committee

In view of the awakened public interest in all social service activities as a result of widespread economic distress during the past two years, and the very sincere desire "to help carry the load" on the part of associations and individuals in a position to be of service, a renewed effort was made in the autumn of 1931 to form an active volunteer service committee to help direct the available stream of volunteer service into the most effective channels. A committee was formed with Mrs. George C. McDonald as

chairman, to direct the necessary work of recruiting, training and placement of volunteer workers in social service, and also to advise associations and clubs desiring to give auxiliary service to our regular social agencies.

Through the efforts of this Committee and members of the Council staff, upon the advice of the executive workers of member agencies, a number of needed services were developed.

The Christmas Cheer Committee was formed under the chairmanship of Mrs. J. Williamson Ross and organized most successfully a distribution of Christmas baskets to some 2,300 Protestant families receiving unemployment relief. The hurried organization of this Committee in November as an emergency measure in view of the unprecedented number of families on unemployment relief, made its task a most difficult one which was accomplished successfully only by dint of able organization and the self-sacrificing effort of many volunteers.

The Junior League has responded to a deeply felt need with the organization of a Visiting Housekeeper Service to assist the Victorian Order of Nurses and other agencies aiding destitute families where the mother is ill.

The Local Council of Women has undertaken to supply drugs and prescriptions to a number of agencies upon the requisition of the Health Service of Federated Agencies and the Victorian Order of Nurses.

The above are only a few examples of many that could be cited showing the invaluable aid our agencies are receiving through the volunteer interest of individuals and groups in these difficult times. Supplementary emergency relief has also been secured for clients by a number of our agencies from the Imperial Order Daughters of the Empire Relief Station which has been functioning since the autumn.

## Actions of Executive Committee

### New Central Offices

A joint effort of your Executive Committee and the Board of Directors of Financial Federation, continued from 1930, to find more adequate premises to house the central offices of a number of member agencies has proved unsuccessful up to the end of 1931.

### Future Policy re Council Publications

A committee of your Executive Committee has been studying the possibility of modifying the form of the Council mimeographed newsletter and is at present canvassing the opinion of Division delegates. A suggestion that a printed educational bulletin for distribution to a clientele of several thousand be substituted for the present mimeographed publication has been widely supported. A news insert containing news items of less general interest, would be sent also to board members and workers of member agencies.

### McGill School for Social Workers

The announcement of the Board of Governors of McGill University that the McGill School for Social Workers will close at the end of the session of

1931-32 has been received by your Executive Committee with keen regret and has caused grave concern as to future provision to meet the educational needs of this profession in Montreal. A committee of your Executive Committee has been formed to recommend future action by this Council in view of the closing of the School.

Town Planning

Together with many other local bodies, your Executive Committee transmitted, through the City Improvement League, a petition to the Provincial Government on behalf of this Council for a Town Planning and Zoning Enabling Act for this province. The purpose of such legislation would be to enable cities individually to establish town planning and zoning regulations for the city, and environs likely to come within the city limits.

Church Service for Social Workers

Acting upon a suggestion that received wide support among Council members, your Executive Committee made arrangements for a special church service for social workers, board members and friends of the agencies in the Montreal Council of Social Agencies. Very Rev. Dean Arthur Carlisle very kindly co-operated with your Executive Committee in arranging the service which was held in Christ Church Cathedral on Sunday, November 29th, at 4.15 P.M. Very Rev. Dean Carlisle conducted the service, assisted by Rev. Dr. M.F. McCutcheon, Rev. Dr. George Donald and Rev. T.W. Jones. About 400 attended the service and it is the opinion of your Executive Committee that such a special service should be held annually.

Protestant Women's Jail

The inadequacy of accommodation and of other facilities for reformative treatment in the Protestant women's jail of Montreal, has been a subject to which your Executive Committee has devoted considerable attention during the year, following representations from the Dependency and Delinquency Division of the Council. In co-operation with the Prisoners' Aid and Welfare Association, efforts are being made to influence authorities to rectify these conditions, and provide a separate prison for Protestant female prisoners with adequate provision for constructive activity. An advisory committee of citizens to assist in promoting the welfare of prisoners during incarceration and upon release is also particularly desired.

Foster Home Placement of Convalescent Children

Acting upon a recommendation from the Children's and Health Divisions, your Executive Committee endorsed a new activity undertaken by the Montreal Children's Bureau in co-operation with the Montreal General Hospital whereby the Children's Bureau would provide foster home care for convalescent children under two years of age from the hospital wards. This activity was undertaken for an experimental period of one year, and had as its object to provide care in specially selected foster homes for children who could not be returned to their own homes during the convalescent period. A report on the results of this experiment will be awaited with interest.

The Grancher System

Under what is known as the "Grancher System" the Government of the

Province of Quebec has been placing children who are exposed to tuberculosis in their own homes in congested city districts, in rural foster homes. Up to the present time no satisfactory arrangements have been made for English speaking Protestant children under this scheme, due to the difficulty of finding suitable rural homes under the stipulated conditions. Accordingly your Executive Committee, acting upon a recommendation from the Children's and Health Divisions, has suggested to provincial authorities that the services of the Montreal Children's Bureau be utilized for placement of local English speaking children in healthy surroundings conveniently near to the city. This matter is still under consideration.

Hospitalization Facilities for the Destitute

Member agencies of the Council have reported serious difficulties and hardship to many destitute patients arising during the past year due to the inadequacy of hospitalization facilities in Montreal. Acting upon the advice of the Health Division, your Executive Committee has drawn the attention of the hospital authorities to the discrepancy in the relation of the provision of hospital beds to the growth of population in the last thirty years, also to the fact that in the experience of a number of social agencies, cases of extreme need have been excluded through a too rigid enforcement of residence qualifications.

Hours and Wages on Unemployment Relief Work

The opinion of many interests was canvassed by city authorities a few months ago in regard to hours of labour and wage rates on unemployment relief works. Your Executive Committee passed the following resolution:

> "That this Council is in agreement with the International Labour Convention of the eight hour day as confirmed by Belgium, Bulgaria, Chile, Czechoslovakia, Greece, India, Luxembourg, Portugal, Roumania, Austria, Italy, France, Latvia, Spain, Germany and Great Britain. and also subscribes to the standard living wage as defined in tables published regularly by the Department of Labour of the Canadian Government in the Labour Gazette."

Quebec Social Insurance Commission

The preparation of briefs for the Quebec Social Insurance Commission occupied considerable attention on the part of your Officers and Council Divisions during the year. All material submitted represented conclusions drawn from the collective opinion of a large number of people. The following is a brief outline of subjects presented:

Quebec Public Charities Act - Your Executive Committee has advocated a widening in the scope of the Act whose present benefits are restricted in great measure to charitable work of an institutional character. This restriction in effect penalizes the work of organizations such as the Family Welfare Association which endeavour to preserve the home as a unit in the community. The present per capita allowances to institutions are also considered inadequate.

Under present regulations a resident of this province must have resided for five years in the country before he is eligible for aid, even of an emergency character, under this Act. It is suggested that this restriction be modified somewhat, and that a conference of federal and provincial authorities be held in an attempt to smooth out this difficulty.

Lump sum grants are given to many charitable agencies which have appealed for aid to provincial authorities. These grants, allowed under the Act, are given from year to year without any assurance of future support and without definite regard to the volume of an agency's work. Organizations doing the same amount of work do not necessarily receive the same amount of financial assistance. Your Executive Committee recommended that such grants should be based definitely on service rendered, lump sum grants to be allowed only as an emergency. The financial hardship of a number of voluntary health organizations, with particular reference to the Victorian Order of Nurses, was cited in support of this principle. With its bedside nursing care of patients, the Victorian Order of Nurses relieves the hospitals of a tremendous burden which would become a charge upon the public charities funds. Yet this organization receives practically no financial help from public funds.

Maternity and creche allowances to maternity and foundling homes, nurseries, etc., are provided under the present Act without proof of residential qualifications required for any other class of indigents who may become beneficiaries. This has the result of encouraging an influx of maternity cases - particularly of unmarried mothers, to this province who are not bona fide residents. Their children subsequently become a charge upon our local private charities.

The experience of social workers connected with hospitals would indicate that public maternity cases can be dealt with on exactly the same basis as other patients, and that their welfare is promoted rather than injured thereby, while public and private funds are protected at the same time from burdens which belong elsewhere.

Child Guardianship - The principle commonly accepted and embodied in the Children's Protection Acts of the other eight provinces of Canada, that some person or body must be charged with the responsibility of guardianship of every child, does not seem to apply in this province, and scores of our children have no one legally responsible for them .

Provided a child's need for care and protection can be judicially established, the legislative machinery to safeguard such a child is to be found in the Province of Quebec. Up to that point, however, the community has no defined responsibility, and there is no provincial officer charged with special authority and responsibility in the matter of child welfare.

Suggestions were submitted by your Executive Committee to the Provincial Commission whereby any child deprived of natural guardianship should automatically come under the protection of a responsible provincial officer or his representatives (usually a children's aid society).

Mothers' Allowances - The principle underlying government grants for Mothers' Allowances is applicable to the care of all dependent children - namely that the best person, normally, to care for young children is their own mother,

in her own home. In Mothers' Allowance legislation, the state, upon whom the burden of dependent children must ultimately fall, recognizes this principle, and offers financial assistance to carry it out under certain conditions. A mother's allowance is considered to be not something due to the woman herself, but rather an investment in child welfare by the state in anticipation of future returns in citizenship.

With this principle in mind, your Executive Committee offered suggestions to the Commission as to qualifications for grants that would ensure proper standards in the up-bringing of the children and prevent abuses of the system. Suggestions covering classes of dependents to come within the scope of the Act, and safeguards in administration, were offered also.

Family Desertion - In meeting problems of desertion and non-support, social agencies in Montreal are handicapped through failure of public authorities to enforce desertion and non-support laws, and inadequate financial provision for the pursuit and apprehension of deserters or the prosecution of those, who, without lawful excuse, fail to provide their families with the necessities of life. This type of delinquency places heavy burdens upon charitable agencies aiding the destitute.

Another outstanding handicap is the lack of constructive provincial legislation and the absence of proper tribunals in the form of Domestic Relations Courts with adequate probation service, in the larger urban centres.

It is also the hope of your Executive Committee that there may be achieved one day throughout Canada, uniform and reciprocal provincial legislation for the enforcement of maintenance orders.

The above considerations were submitted in a statement to the Commission.

Compulsory Automobile Liability Insurance - The attention of the Commission was drawn to the need for constructive legislation designed to protect pedestrians and all users of the highways, against reckless, incompetent and irresponsible drivers of automobiles. Many poor people within the knowledge of our agencies, suffer hardship and loss, and are frequently rendered dependent upon charity as a result of automobile accidents where the owner or driver of the vehicle is financially unable to compensate for the injury suffered.

This problem has been met by some governments with legislation making liability insurance compulsory, and by others with a "Safety Responsibility Law" which imposes compulsory insurance upon persons found guilty of violation of the Motor Vehicle Laws.

Amusement Tax Legislation- Existing regulations governing exemptions from amusement taxes impose a condition that exempted entertainments (for patriotic, agricultural, social, or religious purposes) must be given in workmen's or parish or private halls. The auditorium of an organization such as the Y.M.C.A. is not classed as a "private hall" because it is available for use to other bodies from time to time, whereas a parish hall which is also habitually used by outside groups, comes under the exemption clause. This inequality imposes a hardship upon an agency having no private hall of its own and forced to use a public licensed hall, even though the hall is loaned free of charge for the occasion. It also imposes hardship upon an agency desiring to arrange an entertainment for its own clientele or membership or for charitable purposes in its own auditorium which may neither be classed as a "parish" or a "private" hall.

These considerations were placed before the Provincial Commission by your Executive Committee.

Inspection of Private Charities - Some of our Council member organizations receiving grants under the Quebec Public Charities Act, have not been regularly inspected by representatives of provincial authority, and your Executive Committee assumes that other organizations not affiliated with this Council have also been given grants without inspection. It was advocated to the Commission that the Bureau of Public Charities should be strengthened by the addition of a number of qualified inspectors so that all organizations in receipt of public grants might be regularly inspected. This would tend to safeguard the quality of the work for which support is asked, reveal evidences of duplication of service, and ensure financial support more commensurate with service rendered.

Subjects not yet presented to Provincial Commission

There are a number of subjects on which your Executive Committee hopes for further opportunities to make representation to the Commission, among which the following are important:

Health Insurance - While no attempt has been made to discuss details of a health insurance programme, your Executive Committee has endorsed a recommendation of the Health Division favouring the principle of Health Insurance.

A Model Housing By-Law - Acting upon advice from the Health Division, your Executive Committee has endorsed proposed legislation which has received the approval of recognized authorities in public health.

Free Biological Products - Since the isolation of communicable disease is for the good of the community as a whole, it is felt that provision for the care of persons suffering from communicable disease should be a community responsibility, and that requisite biological products for prevention and treatment should be distributed free of charge by the provincial government. These products are distributed free of charge in all other provinces, and also in this province in those areas coming within the jurisdiction of county health units.

Treatment of Juvenile Delinquency - Your Executive Committee has approved a report from the Dependency and Delinquency Division with recommendations for more effective treatment of the juvenile offender, including the development of an adequate probation service in connection with the Montreal Juvenile Court, and it is hoped that an opportunity will be forthcoming to present these considerations to the Commission.

Other Subjects - In addition to the above, your Executive Committee and Divisions have under consideration a number of subjects as possible material for the Commission, if that body continues its study of welfare needs. These matters will be made the subject of future reports. The following items are included: adult probation service, extra mural employment of prison labour, problems in care of the tuberculous, the Grancher system, questions pertaining to mental hygiene, the need for a training school for educable mentally defective children, and for an institution for epileptics, compulsory school attendance, juvenile employment, vocational guidance, and registration of social statistics.

Your Executive Committee appreciated deeply the sympathetic attention given by members of the Commission at every hearing at which our representatives appeared before them, and their serious consideration of all recommendations submitted. Many of these recommendations are embodied in the report of the Commission which has recently been tabled in the Legislature.

Unemployment

The activities initiated by this Council in 1930 to coordinate emergency services for the unemployed in Montreal, were continued throughout 1931 and this subject has been given continuous attention by your Executive Committee.

The Special Committee on Unemployment, originally formed in the autumn of 1930, was re-appointed in 1931 to carry on through the present winter season and its activities will be the subject of a separate report to this meeting by the Executive Director of the Council who has served as secretary of that committee.

Members of your Executive Committee attended a national conference on unemployment, representative of social and relief agencies, and of public and private bodies throughout the Dominion. This conference was convened by the Canadian Council on Child and Family Welfare in Ottawa in the month of April. Suggestions as to future policy in regard to emergency unemployment relief, prepared by the Council's Special Committee on Unemployment, were submitted to this conference. One statement, based on the experience of many social agencies, drew attention to the demoralizing effects of long periods of unemployment, and of some measures adopted for emergency relief, and emphasized the necessity of long range planning to minimize this great social problem.

The following recommendation was included:-

> "the early appointment of permanent committees on Unemployment, local, provincial and national, whose duties would be to plan and study ways and means by which this community and this country may meet more intelligently and more effectively the next cycle of unemployment, also ways and means to iron out the great peak-like curves of unemployment, and so to regularize industry that the worker may have work, and his family a decent means of living."

A recommendation to this effect is included in the findings of the Ottawa Conference, which urged in particular that a permanent national commission be set up along federal-provincial lines, representative of governments, industry, agriculture, financial interests, and social and health agencies.

Following the Ottawa Conference on Unemployment your Executive Committee took steps in co-operation with others, in June, to acquaint governmental authorities with the continuing unemployment relief needs in Montreal and the necessity of early planning to meet the need. Plans for the winter were developed much earlier than they were last year, and it has been a matter of great satisfaction and relief that our governments have lifted the

burden of the care of homeless single men from the private agencies in Montreal as elsewhere.

## Divisions

The work and discussions of the four Council Divisions have been the foundation of much that has already been reported under actions of your Executive Committee. The Council is a co-operative body in which many individual agencies, acting through regularly appointed delegates, pool their common interests and engage in activities or studies that will be of mutual help. It is to their respective Divisions that delegates first bring the problems confronting their agencies, or enquiries pointing to a need for fact gathering. It is the purpose of your Executive Committee to implement the work of the four Council Divisions and to subject their conclusions to a review by representatives of the whole.

This principle of Council organization and procedure will be particularly apparent in the records of 1931, in respect to all material prepared for the Quebec Commission on Social Insurance:

The Dependency and Delinquency Division and Children's Division together prepared a statement on Mothers'Allowances. For a number of years these two Divisions have been urging the need for modifications in the Public Charities Act, supporting their arguments with information carefully gathered by many agencies.

The Dependency and Delinquency Division compiled the reports relating to treatment of juvenile delinquency, family desertion and domestic relations courts, and the need for some insurance protection against automobile accidents. This Division has appointed a committee to study unemployment insurance.

The Education and Recreation Division gathered the data on Amusement Tax legislation and has indicated its intention also to submit reports on compulsory education, work permits for children under fourteen and vocational guidance.

The Health Division has been responsible for reports on the Grancher system, health insurance, free biological products, problems in mental hygiene and in care of the tuberculous, and housing legislation.

Many other interests also engaged the attention of the four Divisions during the year.

Children's Division (Mrs. F.S. Mathewson, Chairman)

Three meetings were held with an average attendance of 26.3, and two joint meetings with other Divisions. Subjects to which this Division gave attention during the year, in addition to those mentioned above, included the co-operative experiment of the Montreal Children's Bureau and Montreal General Hospital in the care of convalescent children in foster homes, the Grancher system, and the possibility of raising the age limit of dependent children allowed to benefit under the Quebec Public Charities Act, from fourteen to sixteen. One meeting was devoted to reports of delegates who attended the Bilingual Conference on Child Welfare sponsored by the Canadian Council on Child and Family Welfare in Quebec last winter. The Division is awaiting a report from its Child Caring Committee, on standards of child caring work.

Dependencyand Delinquency Division (G.H. Corbett, Acting Chairman)

Four separate meetings were held with an average attendance of 28.2. The Division also participated in two joint meetings with other Divisions. Active committees reported to this Division during the year on:- the need for a Protestant women's jail adequately equipped for reformative treatment, sewing instruction to girls now offered in the public schools, problems in the treatment of juvenile delinquency, arrests of unemployed men on vagrancy charges, and some constructive standards for the distribution of Christmas cheer. The problem of hospitalization facilities for indigents was referred to the Health Division. One meeting was addressed by Mr. W.F. Shepherd on the activities of the Volunteer Welfare Committee of the Dufferin Square Refuge for homeless men, which operated in the city last winter, and one meeting was addressed by Mr. John Kidman on the International Prison Congress in Prague in 1930 which he attended as a Canadian delegate.

Education and Recreation Division (George S. Mooney, Chairman)

Four separate meetings were held with an average attendance of 14.4 and two joint meetings with other Divisions.

Subjects which engaged the attention of this Division included the demoralizing effects of unemployment upon the youth of the city as seen by the recreation agencies, the report of a committee on sewing instruction in the public schools (study made at the request of the Dependency and Delinquency Division) and a very complete report of a survey made by a committee of this Division, of local library facilities for children. The Music and Drama Committee has continued its service to individual agencies and others desiring assistance in the selection or production of plays and pageants, or musical and dramatic instruction. One meeting was addressed by Mr. A.R. Wellington of the National Recreation Association, who outlined some recent trends in recreational work and plans for the Recreation Congress held in Toronto in September.

Health Division (Dr. E.S. Harding, Chairman)

Four separate meetings were held with an average attendance of 25.7 and the Division joined with other Divisions in two joint meetings.

Subjects of discussion at meetings of this Division included the Grancher system, care of convalescent children in foster homes, development of an occupational therapy service, and an industrial workshop for sheltered employment of handicapped persons.

Miss Esther Beith, Executive Director of the Child Welfare Association, presented a report to one meeting on the scope and growth of the Health Service of Federated Agencies now in its second year of operation. Dr. R. St.J. MacDonald, Assistant Professor of Public Health and Preventive Medicine of the Faculty of Medicine, McGill University, addressed the Division on the subject of housing legislation, with particular reference to a model housing by-law.

Joint Divisional Activities

It frequently happens that subjects of study by this Council cut across Divisional lines and lead to co-operative projects of two or more Divisions.

Foster Care of Convalescent Children - The joint experiment of the Montreal Children's Bureau and General Hospital, referred to elsewhere in this report, was first carefully reviewed by a joint meeting of the Children's and Health Divisions before approval was recorded by this Council.

Conference on Summer Camps - All Divisions participated in a conference on summer camps in the month of May. An attendance of about one hundred was representative of some thirty-six welfare organizations in the city. The following topics stimulated a lively discussion:

"What a Case Worker Hopes to Secure for her Clients from Camp Contacts" - Mrs. G.W. Coghlin

"Minimum Health Standards for Summer Camps" - Dr. Grant Fleming

"Objectives in Programme Building" - Mr.F.M.Van Wagner

Recreation Facilities for the Unemployed - At a joint meeting of the Dependency and Delinquency, and Education and Recreation Divisions in September, Mr. George S. Mooney and Capt. Wm. Bowie submitted a detailed review of measures to adapt recreation services to the needs of the unemployed in other cities, together with a plan for the development of special recreation facilities for idle young people and adults in Montreal. A joint committee of the two Divisions was formed with authority to add to its numbers from other community interests in Montreal, and proceed to develop special activities to meet this pressing need.

This committee has been continuously active under the chairmanship of Dr. Frank D. Adams, and with professional leadership contributed by the Montreal Parks and Playgrounds Association. Working closely with our Special Committee on Unemployment and other bodies responsible for emergency relief, this committee organized the Day Recreation Shelter for homeless men, to which reference will be made in another report to this meeting, and has assisted in various ways to stimulate the development of special activities to meet the needs of the unemployed.

The above report is respectively submitted.

(Signed) Grant Fleming
Chairman

Marjorie Bradford
Secretary.

# Montreal Council of Social Agencies

MEMBER OF FINANCIAL FEDERATION
PROTESTANT AND NON-SECTARIAN

OFFICE: ROOM 201, 1421 ATWATER AVENUE
TELEPHONE—WILBANK 1151



January 13, 1933.

NOTICE TO MEMBERS OF THE COUNCIL

RE: ANNUAL MEETING

The thirteenth Annual Meeting of the Montreal Council of Social Agencies will take place on Friday, January 27th, 1933 at 5.00 P.M. in Salon "D" of the Mount Royal Hotel.

Reports will be submitted covering divisional activities and actions of your Executive Committee.

May we express the hope that all officers and delegates will earnestly endeavour to be present at this meeting. Delegates unable to attend should arrange for substitutes if possible, in order that reports may be carried back to member organizations.

The following nominations have been received for the election of officers to take place at the Annual Meeting:-

President: Mr. B.B. Stevenson

Vice Pres: Mr. P.S. Fisher
Mr. G.S. Mooney
Mr. F.J. Campbell
Mrs. Gavin Milroy
Prof. J.C. Hemmeon

Hon. Secretary: Mrs. James Eccles
Hon. Treasurer: Major P.A. Curry

Hon.Solicitors: Col. A.A. Magee, K.C.
Mr. W.B. Scott, K.C.

Yours sincerely,

Marjorie Bradford

Secretary.

MB/IM.

# MONTREAL COUNCIL OF SOCIAL AGENCIES

## Annual Report of the Board of Governors for 1936

Mr. President and Members of the Council:

The seventeenth annual report of the Montreal Council of Social Agencies is herewith submitted.

During 1936 the Board of Governors of the Council met fourteen times. The Council met once in addition to the annual meeting.

The earlier part of the year was devoted largely to a consideration of the reports and recommendations of the four functional committees which had been appointed to discuss the report of the Survey Committee with the agencies; but when the more pressing recommendations of these committees had been disposed of, the Board of Governors turned its attention to the reports of other committees which had been appointed for special purposes. The following is a list of these special committees:

Housing Committee

Committee to Prepare a Brief for the Royal Commission to Investigate the Penal System of Canada

Committee to Prepare a Brief for the Youth Employment Committee of the National Employment Commission

Committee to Study and Define the Term "Functional Supervision"

Committee to Prepare a Brief for the Women's Employment Committee of the National Employment Commission.

To this list of special committees must be added the standing committees of the Council: the Management Committee, Committee on Committees, Social Service Exchange Committee, Christmas Cheer Committee, Community Garden League of Greater Montreal, Flower Committee, and Public Relations Committee. One other committee, the Protestant Female Jail Visitation Committee, is actually appointed by the Provincial Government but three of its members are recommended by the Montreal Council of Social Agencies.

The work of the Council during the year can best be described by brief reference to the activities of the various committees.

President's Address to the Thirteenth
Annual Meeting of the Montreal Council
of Social Agencies, January 27th, 1933

Fellow Members and Friends:

The variety and the vast amount of work accomplished in the different Divisions, the Committees, and the Council office as outlined in the two reports we have just heard, must give us all a deep sense of the worthwhileness of collective effort - as opposed to competition - for the enrichment of community life as seen in our Council Organization. In spite of increased work under economic handicaps in all of our agencies, notwithstanding the continued strain on minds, tempers and time of our amazing staffs, - all of which reacts directly on Council work and interests, - we are able to record not only a continuance of our Committee work,-- with the exception of some research projects interrupted owing to lack of funds, - but also the establishment of at least two new Committees - one on Education as well as that of the Community Garden League which promises soon to reach the status of an independent organization. In the joint consideration of common problems we become aware of gaps in our Community service as we do of the need for united action in matters of common interest, and the planning and formation of new social enterprises is, as we know, part of the Council plan and purpose.

Organization. We all realize, I think, that the last word has by no means been spoken or written on Council Organization, per se. We are continually asking ourselves questions such as the following, - If the Council of Social Agencies is, as its name implies, a mutual association and partnership, why is there not a more active impulse and expression generated from the agencies themselves in and to the Council Committees and Divisions of which they are the constituent parts? Why are agency delegates so inarticulate? Is their important function of interpretation of agency problems and agency points of view and of reporting back to agencies the Council thought and planning not yet understood and appreciated? Should we have more joint meetings of all Divisions, and more special Committees at work with fewer Divisional meetings? Should the Council function as a body definitely apart from, though advisory to Financial Federation with which it is so frequently confused by reason of the name - Financial Federation of the Montreal Council of Social Agencies - and because of sharing in certain services such as those of publicity? All these questions require your friendly and thoughtful consideration. Council leaders are not afraid of change. Indeed we must recognize, must we not, that the greatest and most precious property of life is the property of development and progressive change. So to our successors in office we commend the sustained and serious consideration of expanding perspectives in Council growth and development as of equal importance with those of the special agency whose interests it is their pride and duty to promote.

We have been warned in cruel terms of the terrific dangers of selfish nationalism, of the losses, stale-mate and general insecurity following selfish competition, political and economic. In the microcosm of our Council we have learned, have we not, something of the security and progress that can be assured by following no selfish isolation policy but rather one of a larger and finer discipline, of extended collective responsibility, and of increasing participation and sharing in thought, plan and action for more abundant life in the City of Montreal. Standards of individual agency service have to be continually examined and improved. Training and retraining of workers and stimulation of Board Members in order to fulfil the agency's specific purpose are matters for official periodic concern. Profiting from new technical developments and learning new forms of service are both necessary and

legitimate. But when all is said and done, no one agency can stand well alone. As part of the Council Organization each gains in strength and value and each should willingly assume increasing responsibility within that organization to the end that we may attain better levels of bodily, mental and spiritual health for our people.

Quebec Social Insurance Commission

And what of our relationships outside the Council? In our last two annual reports, we have had occasion to refer with increasing satisfaction to the Quebec Social Insurance Commission, before which, as our Secretary has told you, we have appeared eight times. Next year's reports will, I hope, be able to record for us the actual social changes and gains as recommended by the Commission and finally confirmed in legislation by the Provincial Legislature. The Commission has already published six reports. In most of these, cordial reference is made to the Montreal Council of Social Agencies and to the careful and helpful presentations both verbal and on paper, of the Council's considered opinion of the many problems brought to their attention. Not only are we quoted verbatim on several pages of these reports, but many of our suggestions have been endorsed by the Commission and embodied in their recommendations. We note with satisfaction the reference for the revision of the Industrial School Statutes, with request for clear definition and grouping of cases of cruelty and neglect, and with the name to be changed to that of Children's Home in order to get away from the meaning of "School of Punishment" which for so long has been attached to the name, Industrial School or Reformatory. Included also in the recommendations is the provision of a Central Provincial Bureau of Child Protection, together with Societies for Child Protection in all cities of more than 25,000 people, both significant changes with far reaching implications.

We welcome the recommendation for experimental psychology classes among groups engaged in Child Relief work, also "ample opportunities for recreation for institutional children, both indoors and in the open air, and playgrounds of sufficient size and well equipped": provision in institutions for special classes for the mentally deficient together with a survey of abnormal children in these places, with adequate measures to isolate them. - With regard to tutorship and adoption, it is recommended that officially recognized Child Welfare Societies should be entrusted with the tutorship of the child's person - "not with the idea of destroying the natural right possessed by parents over their children, but to protect the child when the parents are no longer there or when the Court decides that the parents are unworthy". This recommendation, strongly advocated by our Council and also by the Conference on Protection of Children held in Quebec City in 1931 will, when and if put on the Statute Book, bring this province in line with the other eight provinces of Canada where Children's Protection Acts already exist.

In connection with another very important measure, that of Mothers' Allowances, we find our suggestions covering the classes of beneficiaries and the necessary safeguards in the administration of the Act not only adopted, but certain paragraphs in our report are specifically referred to as "reproducing exactly the opinion of the Commission."

To all agencies who give aid in the home (Family Welfare Association, Child Welfare Association, Victorian Order of Nurses, etc.) great satisfaction will be felt that the Commission recommends, -

"(a) that the grants accorded to them be met as in the case of hospitals and other institutions under the Act, by the province

and the municipality each one bearing a third of the expense, the rest being met by private charity -

(b) that these grants be based on the services rendered by the associations, as they are at the present time for the institutions ----

Also that the collaboration of the municipalities in the application of the Public Charities Act be made obligatory ----------"

With regard to the need for a definition of responsibility for immigrants based on residential requirements, as between municipal, provincial and federal governments (5 years in Canada and 6 months in province) the Commission recommends - as did the Council - an exchange of opinion or conference between the Provincial and the Federal Government. Until this has taken place, our Montreal hospitals and other institutions dealing with immigrants, will have to bear at times, the financial burden of caring for members of a population not their own.

Central Bureaux of Social Service are recommended for large centres like Montreal and Quebec, these "having definite limits and exactly determined duties", and "to be in touch with all charitable organizations and able to direct the poor and secure for them the kind of help their case requires".

As we are aware, our places of amusement, race courses and certain meals in restaurants are taxed for revenues for our Public Charities Act. One million dollars a year from such sources, together with the profits realized by the Liquor Commission, have totalled, we are told, over 18 million dollars as paid out up to January 1932. The Social Insurance Commission stresses the need for still greater activity in the field of social welfare and mentions with regret the fact that in the Province of Quebec there is not a single institution for the suitable treatment of alcoholics, epileptics and drug addicts. The Province also stands in need of beds for the insane, for mental defectives and some 1600 beds for tuberculosis cases. The great question of housing and slum clearance on which our Council submitted a report, is also recognized as demanding attention. In the reports of the Commission's work and recommendations, only four of which I have seen up to date, the Commission, however, "finds the times inopportune to offer recommendations on all the problems brought before it and suggests that we should make haste gradually by observing, for the moment, the results following on the acceptance of their recommendations.

By reference to the Secretary's reports of the last two years, you will realize the great number of important statements submitted by us to the Commission, and by reading the Commissioners' reports as they are published or the summaries of them in the newspapers, you will learn something of the progress that has been made socially in the last two years in our province. We shall all follow with the keenest interest the discussion of the reports which will doubtless take place this session in the Quebec Legislature. If the Council had done nothing else to justify its existence in the thirteen years of its short but full life, we could feel proud and happy that from this organization has gone forth considered opinion on so many social problems, and that members of our own local staffs in, or associated with, our 50 Council agencies, have been our guides and partners in this fine adventure.

Unemployment. The unemployment situation and its effects on our agencies is the second factor of major importance in our reports. Here we again meet Government cooperation and participation. In the economic crisis, social welfare has quickly be-

come dependent upon Government and its numerous agencies. Fears are expressed lest the standards of social work which have been so laboriously built up during the past 30 years will be sacrificed under the pressure of furnishing material relief. These fears need to be considered, and means of collaboration and coordination between public and private social work agencies will have to be continually devised and maintained.

School for Social Workers. The elevation of the quality of public service is a task to be confronted with hope, not despair, by citizens and workers alike if, and when, - and then only - we have found the support and social imagination required to set up our tragically missed School for Social Workers. The money is there, as we certainly discovered, when soliciting subscriptions for Christmas Cheer, the Community Garden League, and for the Day Shelter for Homeless Men. The postponement of this undertaking is already affecting the morale of our Executives, many of whom, during the annual staff turn-over, do not know where to turn to find adequate trained workers to carry the ever-increasing work load. - Canadian Public Welfare Administrators are increasingly needed and should have training, in order to disburse the vast sums that pass through their hands in the best way and for the greatest good of their clients. Signs of this need are all about us these days. Graft, misrepresentation and unjust claims thrive on untrained inexperienced and unscrupulous service at the expense of the short-sighted, goodnatured and irresponsible tax payer. The loss of money is great, but loss of the more excellent results of real constructive service is far greater. Such service can only be rendered by well trained, experienced and honest workers. - Volunteers out of work and eager to lend a hand need training. Without it they clog the office routine and tax unduly the time and patience of hardworked staff and executive officers. - Staff workers in harness and bending beneath their loads need refresher courses to keep up their professional spirit and to maintain a health tone in their work. - The School for Social Work is our most outstanding need to-day, and - if we take the long term view - it ranks in community importance ahead of many of our existing agencies.

Constructive social elements. Social workers carry on at that point in our society where economic dislocation reflects itself in human suffering. They see the crisis not in terms of dollars and cents or of statistical abstractions but as potential starvation, as sickness, as hopelessness, as family breakdown and loss of child wonder and child faith. With political and economic disintegration on all sides we search anxiously for signs of any constructive elements in contemporary civilization as viewed from a social standpoint. Eduard Lindeman in "The Survey" assures us that these are becoming increasingly evident and that some of these constructive elements are to be found in the greater emphasis on the affectional ties and relationships in the family group now being freed from the blight of absolute authority and possessiveness; - also in the persistence, hope and courage of our foreign-born population whom we are wont to patronize and sometimes persecute, and who have withstood the onslaught and the threat of pain-economy in a manner worthy of praise;- in a revival of neighbourliness and a sense of local responsibility and initiative induced by the suffering and self-denial which has been coming closer and closer for the last three winters;- in the growing recognition of recreation as a culture builder. With increased leisure the national development will depend more and more on the products of our leisure time;- in a closer partnership and understanding between laymen and professionals now that we have lost faith in our experts and specialists and no longer expect them to solve the world's problems by the simple procedure of reference;- in the education of the public in the understanding of the nature of social work. Hundreds of people pressed into emergency service are coming to realize what

serious things are involved in the rehabilitation of human beings and what a burden will be left on society if rehabilitation is not undertaken. The crisis itself is recognized as an opportunity for new programs in social education;- in a new religion of knowledge and faith - the knowledge that takes fear out of the heart and the faith which is ready to stake new goals and to attempt new methods. As Emerson has told us, "All the great ages have been ages of belief." The charm of the best courages, he writes, is that they are inventions! Perhaps our own Council members could add to Mr. Lindeman's list of constructive elements now apparent in our civilization, elements which we must take and use in the building of our new society. Our health workers might cite the fine state of the public health and the undoubted fact of postponed mortality of those one-time workers who, suffering from heart disease or tuberculosis are now resting as they should do, on Government allowances not granted on health grounds but on those of unemployment. Diabetics too, able to overeat or eat injudiciously on wages earned in the good old days are now on scanty unemployment rations and are living longer and feeling better.- Our Education and Recreation Division might also report the increased demand for classes and instruction, and the discovery of much latent talent and initiative in organizing amusement of no mean order among those thrown out of work. We cannot, however, forget the other side of the picture - the future of the man of 45 no longer wanted in industry and regarded often as a nuisance in the home,- or of the drifting youth having left school,- there are hundreds of them, without work or the prospect of work; the old women, refined but peculiar, whom no one will take in because all our institutions are full. But I dare not continue! We know too well this dark side and these danger elements in our social life under pressure of unemployment to-day. As members of a Council of Social Agencies may we not, together, dare to face the realities, both good and bad, of our times and of our people! And let us face them with that knowledge that casts out fear and with the courage that tries to carve out ways to new and higher life levels.

In closing, let me express my cordial thanks to all who have helped during the past year to ensure that the Council is truly a mutual association for the development of general cooperation in the community. I am happy and proud to hand on to my successor and friend, Mr. Stevenson, my doubtful authority over a very well worthwhile organization, our Montreal Council of Social Agencies, and to wish you all, - for you are the Council, - every success in a difficult and challenging future!

(Signed) Helen R.Y. Reid
President.

# MONTREAL COUNCIL OF SOCIAL AGENCIES

Annual Report of Executive
Committee for 1932

Madam President and Members of the Council:

Your Executive Committee begs to submit its report to the Thirteenth Annual Meeting of the Montreal Council of Social Agencies.

For the third successive year, conditions of unemployment have continued to occupy the attention of the Council and of its member agencies. A great proportion of our current activities are concerned with problems created by unemployment, to the sacrifice, temporarily, of many other interests, suspended because of necessity for drastic economies. Those efforts especially, which are designed to conserve health and morale, and strengthen the bonds of family life, were emphasized in 1932.

The Quebec Social Insurance Commission continued to function throughout 1932 and your Executive Committee had several occasions on which to submit findings of this Council at hearings granted by the Commission. A number of important studies were completed during the year and served as the basis of recommendations placed before the Commission. We are pleased to report that much of the material submitted by this Council has been included in the published reports of the Commission.

Your Executive Committee records its deep regret in the loss sustained by this Council and by the community as a whole through the death in 1932 of Colonel Herbert Snell, Honorary Secretary of this Council. In the comparatively brief period in which Colonel Snell resided in Montreal, he made many friends and became known for his qualities as good citizen and philanthropist. He was actively identified with many interests in charitable and religious work.

## MEETINGS AND APPOINTMENTS

Eight meetings of your Executive Committee were held with an average attendance of 19.2.

Mr. P.S. Fisher was appointed chairman of the Executive Committee at its first meeting following the last annual meeting. The following were appointed as chairmen of standing committees:-

| | | |
|---|---|---|
| Social Service Exchange Committee | - | Mrs. W.F. Pratt |
| Survey and Research Committee | - | Miss Dorothy King |
| Volunteer Service Committee | - | Mrs. G.C. McDonald |
| Conference Committee | - | Mrs. Jack Pembroke |
| Education Committee | - | Miss Jane B. Wisdom |
| Flower Committee | - | Mrs. D. McK. Rowat |

Mr. F.J. Campbell was elected as a vice-president of the Council in September, to fill a vacancy created by the resignation of Dr. Grant Fleming in that capacity. Dr. Fleming remained on the Executive Committee as past chairman.

The following division officers were elected at the regular division meetings in the month of February:

Children's Division

Chairman - Mrs. F.S. Mathewson
1st Vice-Ch: - Mr. V.F. McAdam
2nd Vice-Ch: - Mrs. Basil Nares
Secretary - Mrs. K.S. Barnes

Education & Recreation Division

Chairman - Mr. Harold Cross
1st Vice-Ch: - Miss W. Learmonth
2nd Vice-Ch: - Capt. W. Bowie
Secretary - Mrs. G.C. Riley

Dependency & Delinquency Division

Chairman - Mr. S.C. Holland
1st Vice-Ch: - Mrs. A. Fleming
2nd Vice-Ch: - Mr. G.H. Corbett
Secretary - Mrs. D. Shaw

Health Division

Chairman - Mrs. J.J. Creelman
1st Vice-Ch: - Dr. David Slight
2nd Vice-Ch: - Miss M.L. Moag
Secretary - Miss E.M. Beith

The resignation of Dr. David Slight as vice-chairman of the Health Division, made necessary by pressure of other duties, was received with regret in the autumn, also the resignation of Miss Jane Wisdom as chairman of the Education Committee, necessitated by her prolonged absence from the city.

Every effort was made in the past year to effect economies in time as well as expenditure by reducing the number of meetings of Council Divisions and Committees to the minimum essential to the immediate purposes of Council work. Yet it must be remembered that in its many departments of activity, this organization embraces a great number of interests. Over 150 groups met together in 1932 under the auspices of the Council in meetings of a popular character, or of divisions, committees, special conferences or delegations.

## MEMBERSHIP

There was no change in active or associate membership in 1932. There were, as at December 31st, 1932, forty-nine institutional members and three associate members in the Council.

## EXECUTIVE OFFICE ACTIVITIES

### Placement Bureau

| | Applications | Placed |
|---|---|---|
| 1930 | 94 | 30 |
| 1931 | 154 | 19 |
| 1932 | 128 | 14 |

Of 128 applications for employment, 64 were for office work. Of the 14 placements made, 9 were in office work, 4 in social work positions and 1 in domestic service.

### Placement of Volunteers

Twenty-four volunteers were placed by staff members for service with member agencies or in the Council office. Many others have given valued assistance in a voluntary capacity to the Council and its various committees during the year.

Clearance of Meetings

A clearing service for meetings, and especially annual meetings, to prevent a conflict of dates, was conducted as usual for member agencies. The Board and Committee Rooms accommodated 342 meetings which were arranged and cleared through the office.

Mimeographing Service

Our mimeographing service was used by 23 agencies and 16 individuals and 1001 stencils were used as compared with 883 in 1931. This service is given at cost.

Central Purchasing of Office Supplies

Upon a suggestion from the chief executives of Financial Federation agencies, the office has been studying the possibilities of effecting savings for the agencies in office supplies by a greater use of the advantages of joint purchasing.

Publications

The annual year book, "Welfare Work in Montreal", containing the annual reports of the Council, Financial Federation, and thirty-one other agencies, was edited and published as usual. 2,500 copies were printed.

The Newsletter was suspended during the year but will be published again in the near future in a somewhat modified form, with a greater emphasis upon material of an informative and educational nature.

A Social Service Directory for 1933 is in preparation and will be available for distribution within a month's time.

The usual Directory of Summer Camps was distributed in the late spring. As in former years the information for this Directory was compiled by the staff of the Montreal Boys' Association.

A folder entitled, "A Thoughtful Christmas" was given wide distribution in December in conjunction with the work of the Christmas Exchange and the Christmas Cheer Committee.

Library

194 items of literature were loaned from our library as compared with 142 in 1931 and 59 persons used this library service as compared with 44 the previous year. Those using the library comprised 32 social workers, 10 board members and 17 others.

## STANDING COMMITTEES

### Flower Committee

Under the chairmanship of Mrs. D. McK. Rowat, this committee conducted a regular distribution of flowers throughout the summer months to about twenty charitable agencies, playgrounds and hospital social service departments. Flowers were received regularly from 12 organized districts. Once again we express our gratitude to the Railways and Express Companies for their valued co-operation with this committee in arranging for daily transportation of flowers into the city. The committee is also deeply grateful to city florists and others who made generous contributions of flowers on many occasions. Eight regular volunteer distributors and numerous substitutes served the committee throughout the summer in the daily task of delivering the flowers to their destinations.

### Survey and Research Committee

Due to the necessity of effecting all possible economies in our budget during the year, projects contemplated by this committee which would have involved an expenditure of money were regretfully postponed, leaving just one project carried over from the previous year - a study of early school leaving and absenteeism in the public schools of this city. This study was completed at the close of the year and a report is now in preparation. Its findings will be awaited with keen interest.

### Conference Committee

As reported to the last annual meeting of this Council, the Conference Committee co-operated with other groups in Montreal in extending an invitation to the National Conference of Social Work in 1932 to meet in Montreal in 1934. The Conference was unable to accept our invitation for 1934, but it is planned to extend a further invitation to the Conference which meets this year in Detroit, to come to Montreal in 1935.

In February 1932 a Bilingual Conference of social work was held in Montreal under the auspices of the Canadian Council on Child and Family Welfare, and our own Conference Committee together with other local groups, devoted its efforts to making that Conference a success. No other social work conference was organized locally during the year.

The Biennial Canadian Conference of Social Work was held in Winnipeg in June. While few delegates were able to attend from Montreal, those who were present made important contributions to the Conference programme.

### Education Committee

A new standing committee on Education was appointed by your Executive during the year. It is intended that this committee shall give its attention to questions pertaining to education for social work.

### Volunteer Service Committee

A re-canvass of Council agencies, along the lines of a previous survey, was made for this committee early in the year, to determine the needs of the agencies for volunteer service. The survey revealed that few additional

volunteers could be absorbed without special training, and that for the most part, the agencies were well supplied with volunteer assistance for routine activities. No further action was taken, therefore, in the matter of recruiting. The development of special training courses has still to be considered.

In November, at the request of your Executive, a Christmas Cheer Committee was formed with Mrs. J.B. Macphail as chairman, to assist the agencies and churches in providing at the Christmas season, for the thousands of Protestant families on unemployment relief. The committee deserves the highest commendation for its achievement in providing from its own funds or through interested persons and groups, for 3,339 families. Valued assistance was also given in promoting the use of the Christmas Exchange by churches and clubs giving Christmas cheer.

Following the precedent set in 1931, the Christmas Cheer Committee was organized as an emergency measure in view of continued unemployment. A debt of gratitude is owed to the many volunteer workers who contributed to its success under the trying conditions of late and hurried organization. During the present year, an attempt will be made to develop plans for the continuance of Christmas cheer work on a more permanent basis.

Social Service Exchange

The following comparative statistics for the past four years will be of interest:

| | Inquiries | Identifications | Notifications | Agencies Seen |
|---|---|---|---|---|
| 1929 | 12574 | 6555 | 24230 | 104 |
| 1930 | 15147 | 8896 | 31110 | 107 |
| 1931 | 29491 | 18898 | 56944 | 109 |
| 1932 | 33061 | 21110 | 57425 | 112 |

The increase in the number of enquiries from 1929 to 1932 reflects the tremendous increase in the work of the member agencies, and especially the abnormally great number of new cases coming to their attention. As will be seen, the most rapid increase occurred in 1931, though our figures continued to mount throughout 1932. Every effort has been made to cope with the increased demands and to render efficient and prompt service under the trying conditions of the past two years.

Eleven special case conferences were called during the year at the request of eight agencies and 102 visitors were received and given an explanation of the function and routine of this department.

The Christmas Exchange was housed in the temporary office of the Christmas Cheer Committee and for the second year was operated by a committee of volunteer workers under the chairmanship of Mrs. W.F. Pratt.

Thirteen volunteers gave almost daily service to this committee throughout the latter part of November and the month of December, and your Executive wishes to record its gratitude to this committee for the immense

load of work of which the regular Exchange staff has been relieved.

The following figures reflect the work of this committee in 1932:

| Year | Agencies Clearing | Enquiries |
|---|---|---|
| 1931 | 187 | 12,238 |
| 1932 | 237 | 13,354 |

| | | | | | |
|---|---|---|---|---|---|
| 9,263 | families | were | enquired | of | once |
| 1,233 | " | " | " | " | twice |
| 338 | " | " | " | " | three times |
| 105 | " | " | " | " | four times |
| 25 | " | " | " | " | five times |
| 11 | " | " | " | " | six times |

The marked increase in the use of the Christmas Exchange by churches both in 1931 and in 1932 has been gratifying. 81 churches used the Christmas Exchange in 1932.

## ACTIONS OF EXECUTIVE COMMITTEE

### Protestant Women's Jail

Early in the year your Executive Committee joined with the Prisoners' Aid and Welfare Association in an appeal to the Hon. L.A. Taschereau, Premier and Attorney General of the Province, for a separate prison with adequate accommodation for Protestant female prisoners in Montreal, and for an advisory committee of citizens to assist in promoting the welfare of prisoners and especially to help them to rehabilitate themselves in the community upon discharge. We are pleased to report that the administration of the Protestant Women's Jail has since improved greatly, though building accommodation is still inadequate. A member of the Prisoners' Aid and Welfare Association was permitted to make an investigation of the whole situation, as a result of which, a number of specific recommendations were submitted to the Provincial Government. A member of the staff of the Association is now visiting the jail regularly and it is hoped that an advisory committee will be appointed in the near future.

### School for Social Workers

Last year this Council recorded with regret the closing of the McGill School for Social Workers. The increasingly serious problem created by the lack of training facilities for social workers in this community, and the shortage of trained workers all over the country , fit to undertake the responsibilities thrust upon this profession in the past three years, brought interested local groups together in 1932 to develop plans for a new School in Montreal. It is our earnest hope that such a school may be formed within the present year and commence its first term in September.

Your Executive Committee joined with local and national professional groups and social agencies in forming a temporary committee to organize a new school of social work. The proposals submitted by that committee have been approved by all sponsoring organizations. Financial considerations have delayed further progress but it is hoped that a solution to the financial problem may be found within the next few months.

In this connection, members of the Council will be interested to know that plans for a Montreal School are in accordance with a national plan and standards for training of Canadian social workers formulated by the Canadian Association of Social Workers and the Canadian Council on Child and Family Welfare and published in 1932.

Definition of Standards

The Montreal Council of Social Agencies has been in existence for thirteen years and it is the belief of your Executive Committee that all Divisions should attempt in the near future to define standards of work and set forth an adequate community programme for their respective spheres of activity. The Children's Division has been pursuing studies for several years in an effort to define standards. A recommendation has been sent forward to the other three Divisions that they review their own fields of work with this object in view.

Minimum Wage Board

In view of suggestions supported in various quarters that the operations of the Quebec Minimum Wage Board should be suspended during these years of financial stress, your Executive Committee supported a counter movement urging the continued enforcement of this law. The following resolution was communicated to the chairman of the Commission and Government authorities:-

> "Whereas the Montreal Council of Social Agencies has followed with interest the activities of the Minimum Wage Board of the Province of Quebec and is of the belief that the regulations passed by the Board have contributed materially to the welfare and decent standard of living of the industrial workers involved;
>
> Be it resolved that this Executive Committee endorses the principle of Minimum Wage legislation and affirms its belief in the necessity of the Minimum Wage Board of the Province of Quebec."

We are happy to report that the opposition aroused in many quarters to proposals for suspension of the Commission, was successful in preventing any interruption of its work.

Community Garden League

No effort designed to relieve the mental as well as physical sufferings of the unemployed has attracted greater popular interest in our community during the past year, than that of the Community Garden League of Greater Montreal. Initiated through the joint effort of our Divisions on Education and Recreation and Dependency and Delinquency, this organization was formed in the spring with Colonel Robert Starke as chairman and Mrs. A.N. Jenks as secretary, its object

to provide garden plots on vacant lands in residential areas of the city for the families of unemployed men. More than 500 community gardens in seven residential districts proved the splendid achievement of this committee in its first season. Land, seeds and tools were provided by the committee and in each district, local committees supervised the allotment and cultivation of the plots. The total cost, approximately $800., was subscribed by interested friends. Thousands of dollars worth of vegetables were grown on these plots and many families lived almost entirely on their own supply of fresh vegetables throughout the summer.

The enthusiasm shown by the gardeners in all districts and the pride with which they displayed the fruits of their labours in the district vegetable shows held at the end of the summer, proved ample reward for the efforts of the committee. Your Executive Committee desires to extend its congratulations to all members of the central and district committees, whose co-operative effort made this venture so successful.

The report of their first season's achievement has aroused widespread interest and copies have been sent on request to a number of other cities. Copies of the report are available to anyone interested, at this meeting.

Plans have been laid for a further development of this work in 1933, when the Community Garden League will extend its activities, continuing as a committee linked closely with this Council of Social Agencies.

Church Service for Social Workers

For the second time a special church service for members and friends of the Montreal Council of Social Agencies was arranged by your Executive Committee in co-operation with clergymen of the city. The Service for 1932 was held in Erskine United Church on Sunday, October 23rd. Rev. Dr. E. Leslie Pidgeon conducted the Service with the assistance of a number of clergymen of other denominations.

Unemployment

Conditions of unemployment in our city and measures for its relief, were a subject of review at all meetings of your Executive throughout the year and regular reports were received from the Special Committee on Unemployment which has been the distributing agent for the past two years of government funds for the relief of unemployed Protestants of Montreal, disbursing those funds through co-operating agencies of the Protestant community. A separate report of the Special Committee on Unemployment will be submitted to this meeting by the Executive Director.

The Day Shelter to provide recreational activities for homeless men, which was first organized in the autumn of 1931 through the efforts of this Council, continued to function throughout the winter months of 1932, and reopened again in the autumn under the same committee of management with Dr. F.D. Adams as chairman. Its present season is one of expanded activity and approximately 4,000 men continue to participate daily in the facilities offered by this unemployed men's club.

Other constructive efforts to conserve morale among the families of the unemployed, and among unemployed single men and single women have been of

constant interest and concern to your Executive Committee and the Council Divisions, and assistance has been given wherever possible in furthering such activities.

A notable experiment of the present winter is that of the Rosemount Community Centre initiated by the Parks and Playgrounds Association and the Family Welfare Association in co-operation with the Junior League whose financial assistance made this project possible. Utilizing the facilities of Rosemount School in after school hours, and other available accommodation, a comprehensive programme is going forward for the idle teen age boys and girls and their fathers and mothers of the community.

This experiment is of special interest, in the first place, because it is essentially a leisure time programme for the whole family, promoted through the efforts of the members themselves and with service to others as its keynote; and secondly, because it is demonstrating the usefulness of an empty school building to a community in after school hours. Your Executive Committee wishes to extend its congratulations to those who are responsible for the success of this undertaking which recorded a registration of 700 and aggregate attendance of over 3,000 in all activities for the month of December - the first month of its operation; also to express its appreciation to the Protestant Board of School Commissioners whose co-operation and interest has made the experiment possible.

At the request of the Dependency and Delinquency Division, recommendations urging the standardization of treatment of homeless men were forwarded to the Prime Minister of Canada when this subject was under discussion in government quarters in the autumn. Other recommendations urged that every attention should be given in this coming winter to the development of recreation facilities and those forms of treatment which would assist in conserving the health and morale of these men.

The attention of your Executive Committee has been drawn to the fact that provision for the care in institutions of destitute single women in this community is inadequate, especially for older women who are unemployable, or those who are suffering from disease. There is also no adequate provision for old ladies who have been accustomed to some of the refinements of a home, or for mild mental cases that are not acceptable by regular institutions for mental treatment. This lack in our city will be made the subject of further study in the coming year.

Quebec Social Insurance Commission

The year just ended has seen the completion of a task which has engaged the attention of the Council in all divisions for the better part of three years.

In 1930 when the provincial government announced its intention to appoint a commission to enquire into the social welfare needs of the province, all divisions commenced preparatory studies in order that they might be in a position to submit to the Commission, findings that would represent the concensus of opinion of the many social welfare interests embraced by this Council. In the past two years our representatives have appeared before the Quebec Social Insurance Commission on 8 occasions.

Your Executive Committee wishes to record its gratitude to Prof. Edouard Montpetit and to the other members of the Commission for their readiness to give consideration to all suggestions placed before them. Your Executive also expresses the hope that early and practical use will be made of its findings by the provincial government in the administration of public welfare services. It is our earnest hope that a permanent commission of public welfare will be formed to continue the work so ably begun by the Social Insurance Commission and supervise the administration of provincial welfare services. A recommendation to this effect has already been forwarded to the Premier.

Viewed purely as an end in itself, however, the preparatory study accomplished by the Council in the past three years may be said to represent a distinct gain, in that we have been led to define our objectives on many questions of public welfare that are of concern to this Council and its constituent agencies.

Our representatives appeared before the Commission on three occasions in 1932 and submitted statements on the following subjects:

Health Insurance: The unequal and frequently overwhelming burdens of sickness and medical care falling upon those of moderate income are borne in daily upon the social agency caring for dependent people. Some means of equalizing these burdens is considered to be the most satisfactory solution to this problem. Under present conditions, thrift is penalized. In the case of two individuals or families with the same income and responsibilities, one may save and the other not. If sickness occurs in these families, the one who has saved is expected to pay for his illness; the other is partially cared for at the public expense, and for the remainder, is a charge on private philanthropy.

Illness, when it affects the bread-winner, has serious economic results other than the cost of the illness. The family income is, in many cases, stopped just at the time when an unavoidable increased expenditure occurs. Each member of the family suffers the conditions which arise from poverty and which lead to the loss of health, if not to actual illness.

A national compulsory system of health insurance, designed not only to provide medical care, but also in addition, certain cash benefits for the maintenance of the family during the illness of the breadwinner, was recommended to the Quebec Commission by this Council.

Unemployment Insurance: A system of unemployment insurance for Canada, planned to meet the particular industrial conditions of this country, was recommended in a comprehensive report submitted to the Commission at the close of the year.

"Unemployment insurance is called for because unemployment is a permanent risk of modern industry, not a risk confined to periods of trade depression alone", the report states. "Moreover, while unemployment may be reduced by planning and management directed towards stabilization on the part of industrial concerns themselves, the degree of unemployment prevention which is attainable from such efforts is definitely limited".

It was recommended that insurance should be compulsory upon all parties to be included in its scope, that the scheme should be contributory and should be operated on sound actuarial principles and that an unemployment reserve fund should be maintained upon which claims could be made in accordance with prescribed eligibility rules.

Juvenile Labour Law: Legislation hitherto lacking in this province, that would restrict the hours and conditions of labour of boys and girls under eighteen years of age, and would prohibit the employment of children of school age unless they possess an employment certificate from the Provincial Department of Labour, was recommended to the Commission. Detailed suggestions respecting such legislation and measures for its enforcement, were submitted.

Vocational Guidance: The development of vocational guidance as an integral part of the public school system was recommended to the Commission as a primary welfare need of this province. Educators throughout the world are now looking at the whole of life as the rightful and necessary field of education. No single phase or department of life alone should claim the services of the public educational system. Since, however, vocation is normally one of the major activities of life, careful study and special attention should be given to all of the problems of preparing for and entering upon one's occupation.

It was suggested that vocational guidance in a public school system is primarily a point of view or philosophy on the part of teachers and administrators. Such a system should also involve:

(a) Differentiated Curricula - The idea that all pupils must pass through the same school experience and acquire the same abilities and skills is repugnant to the guidance point of view. As far as is practicable a difference of curricula must be allowed for. Some progress is already being made in our high school programme in this respect. This should be extended and exploratory courses should be provided to give pupils a chance to experience various types of work.

(b) Trained Counsellors - The Counsellor should by no means be a way of excusing other members of the staff from the guidance function and point of view. However, every school which attempts a guidance programme should have on its staff one or more persons trained in the more specialized techniques, which are merely tools for accomplishing the function mentioned above. This should include aptitude testing, adequate personality study, securing of specialized vocational information, etc. The Counsellor need not be an addition to the staff of a school. In fact, in most cases where a guidance programme has been successfully carried out, counsellors have been members of the teaching staff released for this function.

(c) Equipment and Expense - Outside of the equipment necessary for a broad curriculum, that required in guidance processes need not be elaborate or expensive. It is believed that an efficient guidance system will reduce the cost per pupil in many cases and will add to the total cost of the system only through keeping more pupils at school.

Domestic Relations Court: The need for a family court for Montreal adequately staffed with probation officers, was advocated to the Commission, also legislation that will remove some of the present handicaps under which the deserted wife suffers in taking action in the civil courts against her husband for non-support. Such legislation would be similar to the Deserted Wives and Children's Act in Ontario and would enable a deserted wife to summon her husband before a police magistrate.

Housing: A provincial town planning Act, to provide for a zoning and classification of population areas within the province, and housing by-laws suitable to the needs of such population areas, were recommended to the Commission. Such housing by-laws would regulate the construction of all new houses, would compel and supervise alterations in existing houses, and would provide that all buildings be kept in a sanitary state.

If the province is not zoned within a reasonable time, it is urged that Montreal should pass a municipal housing by-law.

It was also suggested that the feasibility of a slum clearance scheme should be considered.

The economic distress of the past three years has aggravated the housing evil in our city to an alarming degree and health and social agencies are reporting dangerous overcrowding and deplorable sanitary conditions among the poverty stricken families appealing for relief or medical and nursing care. It is the belief of your Executive Committee that efforts should be redoubled to secure an improvement in housing conditions in the immediate future.

Training School for Mentally Defective Children: Since 1920 the Montreal Council of Social Agencies has been making continuous efforts on behalf of its member agencies to secure governmental assistance to establish and maintain an institution for the care and training of educable mentally defective children. The proposed institution would be designed to serve the English speaking non-Catholic community of Montreal for which there is no local facility of this character available.

In 1932 this need was pressed once more upon the attention of authorities in a memorandum on this subject to the Provincial Commission. This need has been an acute problem to our agencies since the inception of this Council, and has continued to grow with the years. It is earnestly hoped that the government may soon be persuaded to fulfil its promises of long standing and seek a solution to this distressing lack in our community.

## DIVISIONS

The four Divisions of the Council, each comprising a group of agencies working in related fields, elect their own officers and carry on their separate affairs from year to year. Divisional work is the foundation of the greater part of Council activity for it is in these groups that interchange of opinion takes place between the delegates from member agencies, where problems are submitted for discussion, and studies are initiated. It is the task of your Executive Committee to implement the work of the Divisions where administrative action is required. In large part, the subjects which engaged the attention of your Executive Committee during the past year, arose in Divisions and were the subject of reports and recommendations sent forward as a result of Divisional conference and study.

There were 21 Division meetings in 1932, and one general meeting in which all Divisions joined. This was a summer camps conference held in May, which drew an attendance of 66 representing 28 organizations.

In addition to Division activities noted below, all Divisions held round table discussions at one or more meetings on the functions of the Council of Social Agencies in the community and its relationship to member agencies.

Children's Division

Six meetings were held with an average attendance of 25.3

This Division has for some years been interested in a definition of standards for child caring work, and 1932 meetings were largely devoted to a series of discussions on standards of child care in institutions, led by members of the Child Caring Committee which was appointed several years ago to pursue this study. The following topics were reviewed at these meetings:

A sketch of the development of child caring work and the growth and field of the institution - discussion led by Mr. V.F. McAdam

Standards of institutional administration - discussion led by Mr. V.F. McAdam

Standards and policies governing admission to children's institutions - discussion led by Miss Grace Towers and Mrs. M. Kensit

Standards of discharge and after Care - discussion led by Miss Towers and Mrs. Kensit

Mental health and habit formation - discussion led by Dr. Baruch Silverman

These discussions are continuing this year.

Another subject under discussion in the Division was the experimental placement by the Children's Bureau of convalescent children from the Montreal General Hospital, in foster homes. In view of the splendid results achieved in the first year of this experiment, it was unanimously recommended that it be continued for another year at least.

Discussion was continued from the previous year on the Grancher System under which the Provincial Government is placing children in country homes who are in danger from exposure to tuberculosis in their own homes in the city.

Dependency and Delinquency Division

Five meetings were held with an average attendance of 33.6

Unemployment and measures for its relief occupied most of the attention of this Division. At the beginning of the year a committee on Unemploy- Insurance was appointed which submitted a comprehensive report in December after almost a year's work. Reference has already been made to that report which was passed on to your Executive Committee for presentation to the Social Insurance Commission.

A discussion on standardization of relief to homeless men throughout the country was held at the request of the Vancouver Council of Social Agencies, and resulted in recommendations already referred to, which were sent forward to your Executive Committee for action.

Mr. W.F. Shepherd addressed one meeting on the recreational work of the Day Shelter for Homeless Men. Mr. Donald McLennan spoke on another occasion on the work of the Protestant Bureau for Homeless Men.

Mr. C.A. Wylie submitted the findings of a survey of unemployed boys undertaken by the Montreal Boys' Work Council.

Routine reports were submitted on the unemployment relief situation in the city.

The Division also kept itself informed of the progress of developments in the effort to bring about an improvement of conditions in the Protestant Women's Jail. Reference to this question has been made in a previous section of this report.

Education & Recreation Division

Six meetings were held with an average attendance of 20.6

Two committees previously appointed by this Division submitted reports on Vocational Guidance and a provincial Juvenile Labour Law, both of which were sent on from the Division to your Executive Committee and were eventually submitted to the Social Insurance Commission as previously stated.

Apart from the two major studies above mentioned, productive leisure time activity for the unemployed was the subject of chief interest at meetings of the Division. Early in the year a new project of self-help which later grew into the Community Garden League of Greater Montreal, was launched by this Division. Full reference has already been made to the achievements of that Committee.

One meeting was devoted to a round table discussion of leisure time activities for the unemployed. Members of the Family Welfare Association outlined the needs as felt by that Association, and the individual and co-operative efforts of the recreation agencies to develop suitable interests were described. Proposals of the Family Welfare Association and Parks and Playgrounds Association to establish, in co-operation with the Junior League, a community centre in Rosemount, utilizing the facilities of the Rosemount School for the winter months, were heard with interest in the course of this discussion.

In the month of May this Division, in co-operation with other Divisions of the Council, arranged a summer camps conference for summer camp workers and other interested agencies.

Health Division

Four meetings were held with an average attendance of 34.5

Plans for the treatment and after care of victims of the outbreak of infantile paralysis in 1931 were received by this Division on more than one occasion. Dr. David Slight addressed one meeting on the difficulties encountered in providing for the education of crippled children. In view of the anticipated aggravation of this problem in Montreal resulting from the infantile paralysis outbreak, Dr. Slight urged the need for a more rapid development of special classes for physically handicapped children. Mr. D.C. Logan, Superintendent of Protestant Schools described the growth of special classes in the

public schools up to that time which included twelve classes for mentally retarded children and one sight saving class.

Dr. J.A. MacDonald addressed one meeting on the work of the Canadian National Institute for the Blind, Quebec Branch, a member agency recently admitted to the Council. On another occasion Dr. Herbert Tatley, Medical Director of the Grace Dart Home, outlined the history and growth of that institution and described the new building in which it is now housed on Sherbrooke St. West.

Various problems related to unemployment conditions came before the Division, including the dangers to health created by the cutting off of water, light and gas in the destitute home. The provision of suitable food and shelter for homeless men who become out-patients of the hospitals,also came up for discussion in a session on unemployment.

Some suggestions for a family health centre for Montreal, based upon an experiment in a community in England were submitted to the Division by Dr. Grant Fleming. It was proposed that this organization should be a family social centre built up around a programme of periodic health examinations, and should be self-supporting. A committee will be formed to study the idea with a view to projecting such an experiment into the programme of community centre developments in Montreal.

## CONCLUSION

The above is the record of a year in which admittedly, the Council was able to give little more than skeleton services to its members. Because it is a Council of Social Agencies, its interests are obviously one with those of its constituent organizations; and in a time when resources are inadequate and charitable agencies are almost wholly preoccupied with the emergent needs of a great economic catastrophe, much constructive effort looking to the future rather than to the immediate present, must necessarily suffer.

But although we have been forced in a measure to mark time, our essential function of social planning has merely been focused for the time being, on the needs of the present. We are not losing sight of the long range view that we believe to be imperative if social work is to adapt itself to the changing conditions of our time and become the constructive force influencing community life that is visioned by its leaders.

This report is respectfully submitted.

(Signed) P.S. Fisher
Chairman

Marjorie Bradford
Secretary

# MONTREAL COUNCIL OF SOCIAL AGENCIES

Annual Report of Executive
Committee for 1933

Mr. President and Members of the Council:

Your Executive Committee begs to submit its report to the fourteenth annual meeting of the Montreal Council of Social Agencies.

The Council embraces a multitude of interests, often but distantly related. Its services to member agencies include those of social planning and the routine services of a clearing house and information exchange. It serves the community as an educational and unifying force, interpreting the social problems in its midst, crystallizing and expressing opinion, and influencing specific action.

The whole Council rarely meets together as one body, but its four divisions are the clearing houses for conference and planning of their respective groups of member agencies. The organization also includes many standing and special committees occupied with matters of transient or continuing interest. From time to time it throws off satellites which continue for a time to revolve closely around the parent body as loosely affiliated committees, some to attain eventually the status of independent organizations, others to become absorbed again when their particular objective has been achieved or abandoned.

The "Clearing House of Clearing Houses" is your Executive Committee composed of the officers of the Council, the officers of divisions and the chairmen of standing committees. This is the coordinating link correlating and translating into action the vastly different interests of the many Council groups.

It rarely happens that any one major interest occupies the whole Council at the same time. It is also true that many subjects of conference and study by its various divisions do not lead to specific action on the part of the Council itself. An account of the year's activities must be appraised with these considerations in mind as our report takes us from one division or committee to another, and reviews the events of the year with which they have been directly or indirectly concerned.

## THE DIVISIONS

The four Council divisions are the meeting ground of the delegates from our 52 active and associate member agencies, and it is in these groups that the cooperative actions of the Council most frequently originate.

### CHILDREN'S DIVISION

| | | |
|---|---|---|
| Chairman | - | V. F. McAdam |
| 1st Vice Chairman | - | Mrs. K. S. Barnes |
| 2nd Vice Chairman | - | Mrs. Basil Nares |
| Secretary | - | Mrs. G. F. Towers |

This Division held six regular meetings with an average attendance of 26, and one special open meeting, attendance 75. There were three meetings of the Executive.

The Division's one major interest in 1933 was the course of study on standards in the care of dependent children, continued from the previous year. The study is now practically completed and the conclusions of the many discussions held, and references studied, are being compiled. It is intended that the final report should attempt to set forth an ideal plan for child care, to serve as a guide and manual for local agencies in the future development of their work. The Division has been working towards this objective for the past four years and a great deal of time and thought have been given by members and others who have been called upon for leadership and guidance. It is the sincere hope of your Executive Committee that this report may be completed in the near future.

The topics dealt with in 1933 and leaders of discussion were: "Standards of Health, Housing and Sanitation" - Dr. Grant Fleming, Dr. F.G. Pedley; "Education and Spiritual and Moral Training of the Child" - Dr. F.O. Stredder, Miss Grace Towers; "Recreation" - Capt. Wm. Bowie; "Standards of Foster Home Care" - Miss Muriel McCall, Mrs. Mabel Baker, Miss M.K. McLeod.

One meeting of this series was an open meeting to which the whole Council and interested friends were invited, when Dr. F.O. Stredder gave an address on "Religion and Education", with special reference to the problems of a social agency caring for children.

Other questions before the Division included reports from the Day Nursery and Children's Bureau on Health Problems among the children accepted for care, and a report from the Children's Bureau on foster home convalescent care of children discharged from the wards of the Montreal General Hospital. This is an experiment which has been followed with interest by the Division for several years.

The Division accepted invitations to hold three of its meetings in Weredale House, the Protestant Infants' Home and the Day Nursery, all institutional members of the Division.

The resignation from the Division of the Foundling and Baby Hospital was received and accepted when that institution amalgamated with the Children's Memorial Hospital and ceased to exist as a corporate body.

DEPENDENCY AND DELINQUENCY DIVISION

| | | |
|---|---|---|
| Chairman | - | S. C. Holland |
| 1st Vice Chairman | - | Mrs. Andrew Fleming |
| 2nd Vice Chairman | - | G. B. Clarke |
| Secretary | - | Miss Annie Vail |

In a year of sustained interest and activity this Division held four regular meetings with an average attendance of 34, one open public meeting, attendance 94, representing 46 organizations, and six Executive meetings.

Unemployment - Developments in the local unemployment situation were followed closely throughout the year and the major subjects on the Division agenda arose from this problem in its numerous manifestations.

Extension of Government Employment Service - A comparative study of registrations in government employment offices of Ontario and Quebec showed a great disparity pointing to the need for expansion of services in this Province. The Division learned with appreciation of the opening of several new employment offices in Montreal with some special provision for office workers and women registrants. It is their sincere hope that further progress will be made in the not too distant future toward a truly adequate chain of government employment offices in Montreal.

Juvenile Labour Problems - A public meeting on Juvenile Labour Conditions in the Province of Quebec was the contribution of this Division to the Council's programme for a series of open meetings with an educational purpose in 1933. Eight brief papers made up an interesting symposium on this question, and described the conditions, sometimes shocking in the extreme, under which young boys and girls are working in Montreal to-day and the inadequate legislation, inadequately enforced, that is the sole safeguard of the unemployed youth in this Province. The facts revealed by recent surveys of unemployed boys in Montreal, were presented, and the concluding paper dealt with recommendations for legislation to protect the employed juvenile, and measures for its enforcement. The papers were read by C.A. Wylie, V.F. McAdam, Miss Frances B. Hains, F.M. Ackroyd, Dr. F.G. Pedley, Dr. W.T.B. Mitchell and Col. Irving P. Rexford.

These papers were subsequently mimeographed and distributed to those attending the meeting and others interested, and it is hoped the question will be taken up by many other organizations as a result. At least one representative women's organization has done so already. It is the intention of the Division to keep this subject before the Montreal public until action is taken to correct these conditions.

Further open meetings are projected in the near future on Unemployment Insurance and Minimum Wage Legislation.

Unemployed and Homeless Boys - The conclusions of the third annual survey of unemployed boys in Montreal made by the Boys' Work Council, were submitted to the Division by Mr. C.A. Wylie. Eleven hundred boys between 14 and 20 were registered.

A comparison of the data collected in three surveys made in the last three years, shows a progressive increase in the number of boys registered who had been without work for more than a year. A large number were shown in the last survey to have been unemployed for as long as five years, and many had not worked a day since leaving school. Your Executive does not believe that the gravity of this problem of unemployed youth can be impressed too forcibly upon the people of the community.

This survey and other studies have also brought out information which would indicate that young boys of school age, working at very low wages, are keeping an increasing number of older boys out of work. The last Dominion Census shows that of 5,000 children employed in Canada between the ages of 10 and 13 years, 3,200 or 64% are in this Province. Surely no more eloquent

testimony is required, that the need for a compulsory school attendance law and more adequate regulation of juvenile labour in this Province should be seriously studied.

Less than one-third of the boys registered were affiliated with any kind of recreational organization, and every effort is being made by the boys' work organizations and other social agencies to enroll these boys in existing activities.

The Dependency and Delinquency Division gave its commendation to the project of the Unemployed Boys' Training Farm launched by the Montreal Boys' Association as an experiment in removing unemployed and homeless boys from the city streets during the summer. 163 boys were given rudimentary farm training and an active interesting summer, 54 were placed, and others have prospect of placement on farms in the spring.

The Older Unemployed Woman - Dependency of the older single woman who has been permanently displaced from employment in the past few years, has become a burden of increasing proportions upon the Family Welfare Association and other agencies caring for dependents. This question has been active on the agenda of the Division for two years, and was the chief subject of discussion at one meeting this year. More adequate institutional accommodation for special cases where a diseased condition or a slight mental problem is a factor, and the increasing use of family or boarding home care for normal cases, would seem to be advisable. The possibility of increasing work opportunities in sheltered employment for those who are employable should also be seriously studied. The Division is awaiting further data on this subject.

Protestant Women's Jail - This Division and your Executive Committee join in congratulating local and provincial authorities on the recent very satisfactory change in the administration of the Protestant Women's Jail on which a full report was received by the Division in 1933. This question is one on which this Council has agitated for a change for years. While it must not be forgotten that the facilities are still inadequate to allow of constructive occupation for the inmates, it is felt that the changes effected after the thorough investigation ordered last year, have altered the situation tremendously.

Your Executive Committee also wishes to express its appreciation of the action taken by the Hon. L.A. Taschereau, Premier and Attorney General, in creating an advisory citizens committee of women which will interest itself in the welfare of those committed to this prison, both before and after discharge. Three nominees of this Council are members of the committee.

Conditions in Canadian Penitentiaries - When the prison riots occurred last year, the Prisoners' Aid and Welfare Association obtained permission from the Federal Department of Justice for its representatives to make personal visits to the eastern penitentiaries. Rev. R.G. Burgoyne and Mr. John Kidman visited these penitentiaries on behalf of their Association and in December they were invited to submit reports to this Division on the general situation as they found it. These reports dealt in part with the prison regulations of the Canadian Penitentiary system which were felt to be out of date and with abuses and deficiencies in the administration itself which the Department of Justice has recently done much to correct. Criticism was not made of the chief executive officers of the penitentiaries, all of whom were

were found to be men of high standing, education, and intellectual insight, combined with understanding of the social and psychological problems entrusted to them, but was rather directed against an outworn penal system which Canadian Royal Commissions condemned in 1914 and in 1921. Successive governments have failed to implement the recommendations of those Commissions, as well as many recommendations for improvement contained in the annual reports of the Superintendent of Penitentiaries.

While many specific suggestions were contained in the reports of Mr. Burgoyne and Mr. Kidman, the chief recommendations were that a Federal Penitentiary Board, or Local Boards of Citizens for each penitentiary, be appointed to establish a strong liaison between the public, the Department of Justice and the prisoner; that a system of payment of prisoners be instituted; and that encouragement be given to prisoners welfare work by government subsidy.

Committee on Delinquency Problems - A committee was appointed to study present standards and objectives and community needs in the treatment of delinquency.

Bethany House - A special conference of interested agencies was called by the Chairman of the Division to consider the financial situation of Bethany House, one of the Division's institutional members, when it appeared that this institution might have to close because of insufficient funds. Your Executive Committee and interested agencies assisted in carrying out recommendations from that conference for financial adjustments that would enable the institution to carry on, temporarily at least, its valued services to the community.

Reports from delegates to Unemployment Conference - At one meeting, members of the Division had the opportunity of hearing an account of the Ottawa Conference on Problems in the Administration of Unemployment Relief from several Montreal delegates who participated.

Emergency Unemployment Relief Committee - An application was received and accepted from the Emergency Unemployment Relief Committee for membership in the Council with primary registration in this Division.

EDUCATION AND RECREATION DIVISION

| | | |
|---|---|---|
| Chairman | - | H.C. Cross |
| 1st Vice Chairman | - | Miss F. Winifred Learmonth |
| 2nd Vice Chairman | - | Stanley Rough |
| Secretary | - | Mrs. G.C. Riley |

Four meetings were held, including one special meeting to which agencies outside the Division were invited, average attendance 33. There were four meetings of the Executive and one special conference was convened by the Chairman of the Division.

The Division followed closely all local enterprises promoting constructive use of leisure time for the unemployed and received regular reports of progress from the Day Shelter and Community Garden League Committees, both of which originated in this Division. The growth of the Rosemount Community Centre was also watched with great interest, particularly as this enterprise

developed increasing leadership and resources of its own, thus releasing the director to spend a part of her time developing a similar project in Maisonneuve which has just opened this month.

Division members who attended the Ottawa Conference on Unemployment Relief Administration reported a great interest among delegates from other parts of Canada in Montreal's experiments in recreation leadership and an unanimous conviction that the constructive use of leisure time should be an integral part of any plan for the social administration of relief to the unemployed.

Two projects for the unemployed boy were described to the Division by Mr. C.A. Wylie of the Montreal Boys' Association. They were the Unemployed Boys' Training Farm which has been mentioned in a previous section of this report, and a special arrangement for vocational talks and educational training for the unemployed boys sent to the Caddie Camp at Mount Bruno. A proposal to provide mechanical training on a large scale for unemployed boys is at present under study though it is the consensus of opinion that the cost would be prohibitive without government help.

Summer Camp Accommodation - A member agency requested the views of the Division on the adequacy of existing summer camp facilities and the necessity of maintaining at capacity, or expanding the camp facilities available to Montreal's population. A special meeting was called to consider the question at which representatives from health services and the social agencies caring for dependents were asked to express their views. From a survey made in preparation for the meeting, information was tabulated on the accommodation available and from this information it appeared that the problem was chiefly a financial one and that existing camp facilities were sufficient, provided funds were available to operate them at capacity.

It was the unanimous conclusion of this conference that the need for camp opportunities from the standpoints both of health and morale is even greater in these times of economic distress than in normal times and that the Montreal Council of Social Agencies should do everything in its power, not only to see that existing camps are maintained, but that they are used to the fullest capacity. Your Executive Committee endorsed this recommendation and gave its moral and public support to the effort to maintain camp services during the 1933 season.

Boys' Work Athletic Council - This project was also placed before the Division with a request for moral support and a special conference was called to review the situation with particular reference to the problem of financing. The Division and your Executive Committee subsequently endorsed this movement as one meriting heartiest approval. While it was felt that in view of the financial stringency of the times an appeal should not be made to Financial Federation to finance this service, nevertheless the hope was expressed that every effort would be made to have the service continued.

Institute for Recreation Leaders - At the request of the Division, the Parks and Playgrounds Association organized an institute for voluntary and professional recreation leaders consisting of lectures and practical demonstrations in arts and interests suitable for club activities. The institute, which proved highly successful and interesting, commenced in November and continued for eight weeks. Twenty-five leaders contributed to its programme and

135 enrolled for the course.

Other Subjects on the Division's agenda included legislation affecting the admission of children to moving picture houses, and the employment of white collar unemployed men on relief in positions of recreation leadership.

At the request of one of the Settlements a conference of Settlement workers was called by the Council Office on the question of duplication in membership lists. A recommendation from this meeting was passed on to the Settlements that institutions in nearby districts might exchange membership lists once or twice a year, say in October and January, as an experiment to determine the extent of duplication in membership.

HEALTH DIVISION

| | | |
|---|---|---|
| Chairman | - | Mrs. J.J. Creelman |
| 1st Vice Chairman | - | Miss M.L. Moag |
| 2nd Vice Chairman | - | Dr. B. Silverman |
| Secretary | - | Miss Esther M. Beith |

The Health Division held five meetings with an average attendance of 45. Three of these meetings brought together representatives of many interested agencies outside the Division including members of the Federations of Catholic Charities and Jewish Philanthropies, for conference on health problems of vital importance to all the social agencies. There were three meetings of the Executive Committee.

Health and Medical Care of the Unemployed - The one major issue before this Division was the increasing problem of meeting the medical and nursing needs of the destitute unemployed. Two round table conferences on this question, were held as the situation of the thousands of destitute was seen to be growing more critical with the passing months. Private health and nursing organizations and the hospitals were found to have expanded their services to the limits of financial resources while the unmet needs of our unemployed citizens continued to mount. To cite an example of the expansion of these private health services, the free nursing services of the Victorian Order of Nurses were shown to have increased by 500%, representing an increase from about 8,000 to 40,000 free visits per annum in a few year's time. Other reports also showed that existing services had been expanded to the limits of capacity, and yet large numbers of the unemployed were enduring almost unbelievable hardship and suffering because the combined resources of these services could not meet the ever increasing need.

Strong representations were made to the Dominion Government early in the year that provision be made for medical and nursing care from unemployment relief funds, and the same recommendation was urged by delegates from this Council to the special Conference on the Administration of Unemployment Relief held in Ottawa in May. A recent development of this problem is the threatened curtailment of certain hospital social services for lack of sufficient funds and your Executive has appointed a special committee at the request of this Division to investigate further and advise future action.

Free Insulin - In Montreal no allowance is made from public funds to provide free insulin to indigent diabetics, and the limited provision available comes from private hospital or special emergency funds. With the steady

increase in unemployment this need has grown beyond existing financial resources and has become an acute phase of the general problem of meeting the health needs of the destitute. It has been shown that hospital beds needed for other patients are being occupied by diabetic patients at a cost of $4.00 per day, because these patients were forced to interrupt their insulin treatments which cost on the average only 22¢ per day. A survey was made by the Health Division to ascertain the seriousness of the problem as experienced by the social agencies and a special committee has been requested to advise what further action should be taken.

Campaign to Stamp out Diphtheria by Immunization - Dr. J.H.Gervais of the Division of Contagious Diseases, Montreal Department of Health addressed one meeting on the organization and plans for this campaign which extended through the early spring and summer. The members of this Division were then requested to take up the plans for the campaign with their own agencies in order to ensure effective cooperation throughout the city in this project. Montreal's Health Department and its Director, Dr.S. Boucher, are to be congratulated on the highly successful results of the campaign which appear to be demonstrated by a marked lowering of the diphtheria mortality rate for this city.

Aftermath of Infantile Paralysis Epidemic _ Dr. H.S. Mitchell, Medical Superintendent of the Children's Memorial Hospital made a special report on this question which has been constantly before the Division since the serious local outbreak several years ago. 500 children who were victims of that epidemic were reported to be suffering from definite disabilities, and 305 of these children were under treatment at the Children's Memorial Hospital. According to the report 5% of these children will be partially or totally dependent for life. The provision of orthopaedic appliances for them is becoming a problem.

Royal Edward Institute - Dr. J.C. Meakins, Professor of Medicine of McGill University, and Chairman of the Medical Board of the Royal Edward Institute, described the recent reorganization and enlarged programme of this institution in an address to one of the Division meetings.

Occupational Therapy Services - It is a matter of interest to the Health Division that plans for the coordination and expansion of occupational therapy services of Council agencies, long advocated by this Division, have been under study most of the year by the agencies directly concerned.

Unemployment Conference - Delegates to the Ottawa Conference on Unemployment reported to the Division on the highlights of the Conference proceedings and conclusions.

## STANDING AND SPECIAL COMMITTEES

### Special Committee on Unemployment

Chairman - J.E. Macpherson
Secretary - Dr. F.G. Pedley

This Committee has continued for the past four years to be one of the most active committees of the Council advising on matters of policy and coordinating the various services on behalf of the English Protestant

community. Early in 1933 when Financial Federation assumed responsibility for the administration of unemployment funds, our special committee was reorganized with the stated functions of advising Financial Federation on matters pertaining to unemployment, and if necessary assisting the Federation to obtain funds required for emergency relief.

A separate report of this Committee will be submitted to this meeting, but your Executive would like to take this opportunity to acknowledge the outstanding service given by its Chairman, Mr. J.E. Macpherson, whose wise counsel and leadership are valued by your Executive and by all who have served with him in the onerous work of this Committee.

Day Shelter Committee

Chairman - Dr. F.D. Adams
Secretary - Capt. Wm. Bowie

Your Executive is deeply grateful to this Committee and its energetic Chairman for its continued services in operating the Day Shelter for Homeless Men. Special reference to its work will be given in the separate report on unemployment. The delay in opening the Shelter this winter due to financial difficulties was a matter of regret, but your Executive wishes to commend heartily the action finally taken by the city authorities in voting an appropriation to operate the Shelter.

Community Garden League

General Chairman - Col. Robert Starke
Executive Chairman - Gregor Barclay, K.C.
Secretary - Mrs.A.N. Jenks

This Committee has continued as a special committee in affiliation with the Council and completed its second highly successful season in 1933 with about 1,850 community gardens in 15 organized districts. A complete report on the year's activities will be given at the annual meeting of the Community Garden League. The Council office has continued to give necessary clerical services to the Community Garden League and other financial help, the greater part of the funds required being raised by the Committee itself from private subscriptions. The nominal cost per garden of 71¢ for seeds and materials makes this one of the most outstanding low cost activities developed in this community on behalf of our unemployed citizens, and one in which the unemployed gardeners themselves have given notable leadership and community service.

Flower Committee

Chairman - Mrs. G.E. Leighton
Secretary - Miss Hazeldine Bishop

This Committee recorded its ninth successful season with a regular distribution of flowers to eighteen social agencies on a weekly schedule throughout the summer. The following organized districts contributed flowers regularly under the direction of local committees: St. Hilaire, Senneville, Pte. Claire, Beaurepaire, Mount Royal, St. Andrews, Hudson Heights, Athelstan, Montreal West, St. Lambert, Longueuil, Lachute.

We have again to thank the Railways and Express Companies for their cooperation in providing transportation and delivery. Fifteen volunteers assisted with motor service in carrying the flowers to the twenty-five distributing centres of our social agencies.

Voluntary Service Committee

Chairman - Mrs. George C. McDonald
Secretary - Miss M. Bradford

This Committee arranged an eight weeks course for volunteer workers which met with an enthusiastic response and an enrolment of 40 volunteers and new board members from 13 agencies. The purpose of the course was to give volunteers a greater appreciation of the significance of the work of the agencies they served and an appreciation of some of the major objectives of the community social work programme. No attempt was made to give specific training.

It was unanimously recommended by those who attended, that further courses should be arranged from time to time both for senior and junior groups. The Committee will be prepared to arrange such courses from time to time for volunteers serving Council agencies or for other special groups.

The Volunteer Service Chairman was asked by your Executive to call interested groups into conference and recommend future policy in Christmas Cheer activities. As a result, a new standing committee known as the Christmas Cheer Committee, was formed to continue this work in future.

Survey and Research, Publications Committee

Chairman - Miss Dorothy King
Secretary - Miss M. Bradford

The one research project carried over from preceding years was the study of School Leaving and Absenteeism in the Protestant schools of Montreal which was concluded and the report completed during the year. This report, which is based on data collected with the kind permission of the Protestant Board of School Commissioners, is now in the hands of the Superintendent of Protestant Schools and may be published in the near future.

During the year this Committee was asked to assume supervision, temporarily at least, of Council publications. It was planned to revive the mimeographed newsletter during the year, but owing to pressure of work in the Council Office this had to be postponed.

Publications during the year were -

"Welfare Work In Montreal, 1932" - a year book containing the annual reports of the Council, Financial Federation and its member agencies.

"Montreal Social Service Directory, 1933" - (more than 300 organizations, both French and English were listed).

"Unemployment Insurance"-the report of a study by a Committee of this Council which was completed in 1932 and submitted to the Quebec Social Insurance Commission.

"Juvenile Labour Conditions in Montreal" - (mimeographed) A symposium of papers given at an open meeting of the Council.

"Christmas Sharing" - a folder published for the Christmas Cheer Committee.

Education Committee

Chairman - Miss Lyra Taylor

This Committee was not active as a group, but individually its members were actively interested in the organization of the new Montreal School of Social Work.

Your Executive would like to record its deep gratification in the successful conclusion of the efforts, continued over three years, to establish a new School of Social Work in Montreal, and to express its heartiest congratulations to the officers and acting director of the School on the splendid progress already apparent.

Social Service Exchange Committee

Chairman - Miss Margaret Mitchell
Secretary - Miss Elsie Bowden

In its eighteen years of service the Exchange has accumulated a file of 203,800 cards of which about 70,000 are in the street index and 133,800 in the name index. Since 1931, 36,199 cards have been added to the name index with a corresponding increase in the street index bringing the total to well over 70,000 cards. This rapid expansion of the files and corresponding service has made it necessary to enlarge the office and increase the staff considerably in that period.

The following comparative statistics for the past five years will be of interest:

| | Inquiries | Identifications | Notifications | Agencies Served |
|---|---|---|---|---|
| 1929 | 12574 | 6555 | 24230 | 104 |
| 1930 | 15147 | 8896 | 31110 | 107 |
| 1931 | 29491 | 18898 | 56944 | 109 |
| 1932 | 33061 | 21110 | 57425 | 112 |
| 1933 | 35749 | 22094 | 55515 | 106 |

The slight decrease shown in agencies served in 1933 is due to the amalgamation of services formerly using the Exchange separately, and a decrease in the number of churches making enquiries.

Nine special case conferences were called by the Exchange Secretary at the request of six agencies.

The Secretary gave full time in December to the supervision of the Christmas Exchange, operated under the Christmas Cheer Committee, and a volunteer committee under the direction of Miss Margaret Mitchell took over much of the work of that department.

Christmas Cheer Committee

Chairman - Mrs. Thomas Caverhill
Secretary - Miss Hazeldine Bishop

Organized for the first time on a permanent basis, this Committee functioned as a coordinating service for Christmas Cheer activities in the community, and received contributions to provide Christmas baskets and gifts for families known to the social agencies in this Council. The headquarters was established in the Forum Building in an office loaned by the Canadian Arena Company.

A folder entitled "Christmas Sharing" containing useful information and suggestions for Christmas giving was widely distributed.

The Committee did not solicit funds, but made known through the medium of publicity the services it was prepared to offer to those who were planning to give at the Christmas season. $3,011 was received in cash subscriptions and many other contributors provided baskets for needy families. A surplus of funds held in trust from the previous year was also expended and more than 2,000 families and single persons were remembered at Christmas through the efforts of the Committee.

The Christmas Exchange dealt with 13,388 enquiries and duplications were prevented in the cases of 1,632 families who otherwise would have received from two to seven baskets.

The Christmas Cheer Committee worked in close cooperation with the social agencies in formulating its policies, and assigned many volunteer workers to the agencies during the rush of Christmas work. Your Executive believes that this Committee has an important function to perform in the community and wishes to congratulate its members on the excellent results achieved in the season just closed.

Conference Committee

Chairman - Mrs. Jack Pembroke

Mrs. Pembroke convened a meeting in February of representatives from the English speaking social work groups to determine whether a local conference of social work should be held in 1933. It was decided not to organize a conference but a recommendation was passed on to this Council, and the Federations of Catholic Charities and Jewish Philanthropies that these bodies might jointly or separately sponsor a few public meetings with the object of spreading popular interest in, and understanding of, important problems and objectives in the work of the social agencies. Similar suggestions were placed before your Executive Committee from other sources as well and a definite programme of public meetings on questions of current interest was developed in consultation with the officers of our four divisions. Two such meetings, (described in previous sections) were held in 1933, under the auspices of the Children's Division and the Dependency and Delinquency Division respectively.

Your Executive joined in a general invitation to the (American) National Conference of Social Work to meet in Montreal in 1935 and is pleased

to report that the invitation has been accepted. Organization of local arrangements will commence early this year.

## EXECUTIVE COMMITTEE

Your Executive Committee held eight regular meetings and one special meeting with an average attendance of 21. Almost all of the questions which came before it during the year, and actions taken, have been recorded in previous sections of this report, for very few matters other than those of administration arise in the Executive Committee which have not been referred by one of the divisions or committees of the Council. The following should however, be added to the previous record:

### Unemployment Conference in Ottawa

At the invitation of the Canadian Council on Child and Family Welfare, your Executive named four delegates to attend the Conference on Problems in the Social Administration of Unemployment Relief convened in Ottawa in May. That Conference, bringing together as it did, public administrators of relief and representatives from private social agencies across Canada, accomplished much in unifying opinion on standards and objectives in relief administration, and also in developing mutual understanding and sympathy among the participants who held widely divergent views on many subjects of discussion. The conclusions of the Conference have been published and have been very useful as a manual of accepted standards.

### Church Service for Social Workers

The third annual church service for members and friends of the Montreal Council of Social Agencies was arranged by your Executive in cooperation with Rev. Dr. G.H. Donald and took place in the Church of St. Andrew and St. Paul on Sunday, December 10th, with about three hundred and fifty in attendance. Dr. Donald was assisted by Very Rev. Dean Arthur Carlisle, Christ Church Cathedral, Rev. Dr. F.W. Kerr, St. Andrew's United Church (Westmount), and Lt. Col. G.W. Peacock, Salvation Army.

Your Executive wishes to express its deep appreciation to Dr. Donald and to those who assisted him in this service.

### The Church and Social Work

A committee appointed by your Executive has held several informal discussions on this question and is at present gathering information and expressions of opinion on relationships between the churches and community social work.

### Survey of Social Work in Montreal

Your Executive has joined with Financial Federation in forming a Committee to survey the social work programme of Montreal, particularly in relation to the needs of that portion of the community served by the organizations in the Council and Financial Federation.

Your Executive also kept in close touch throughout the year with any community developments of concern to this Council or to its member organizations.

## COUNCIL MEMBERSHIP

There were as at December 31st, 1933, forty-nine institutional members and three associate members in the Council, one resignation having taken place and one new member accepted in the year.

## EXECUTIVE OFFICE ACTIVITIES

Placement Bureau - 117 applications were received and 21 placements were made as compared with 128 applications and 14 placements in 1932. 6 placements were in permanent, temporary, or part time social work positions and 15 in office work positions.

Placements in Voluntary Service - 14 placements were made for voluntary service in Council agencies, and 19 volunteers were placed in clerical work in the Council office. These volunteers gave 355½ days of service to the Council, more than the equivalent time of a full time worker, and it would have been quite impossible without this help for the staff to cope with the heavy pressure of the year's work. A great deal of this assistance came from unemployed girls who wished to improve or maintain their skill in stenography and other clerical work.

Clearance of Meetings - 421 meetings were cleared through the Council office to prevent conflict as to time and place. This compares with 342 meetings cleared the previous year.

Mimeograph Service - 28 agencies and 13 persons making a total of 41 customers were served as compared with 39 in 1932. 1213 stencils were run as compared with 1001 the previous year.

Central Purchasing - For some years the Council office has given a central purchasing service for office supplies on a small scale to member agencies, and the office staff made a survey in 1933 to determine the advisability of extending this service, at the suggestion of a conference of the chief executives' of agencies in Financial Federation.

The information tabulated showed that central purchasing could be extended to many items of office supplies to great advantage and it is planned to communicate with member agencies from time to time as opportunities for advantageous bulk purchases arise. This has already been done for selected items with good results.

Publications - Council publications for 1933 have already been recorded. It is sufficient here to note the heavy task of editing which falls upon the office staff in the publication of the Year Book, as well as the assembling of data for the Social Service Directory.

Library - 138 loans were made to 38 borrowers, including 23 social workers, 7 board members, and 8 others.

This report is respectfully submitted.

(Signed) P. S. Fisher
Chairman

Marjorie Bradford
Secretary

Montreal Council of Social Agencies
MEMBER OF FINANCIAL FEDERATION
PROTESTANT AND NON-SECTARIAN
OFFICE: ROOM 201, 1421 ATWATER AVENUE
TELEPHONE—WILBANK 1151

January 18th, 1935

The fifteenth annual meeting of the Montreal Council of Social Agencies will be held on Friday, January 25th, 1935 at 5.00 p.m. in the York Room, Windsor Hotel. You are cordially invited to attend this meeting and to bring anyone who may be interested.

Yours sincerely,

Frank G. Pedley

Frank G. Pedley, M.D.
Executive Director

Montreal Council of Social Agencies
MEMBER OF FINANCIAL FEDERATION
PROTESTANT AND NON-SECTARIAN
OFFICE: ROOM 201, 1421 ATWATER AVENUE
TELEPHONE--WILBANK 1151

201

January 11th, 1935

NOTICE TO MEMBERS OF THE COUNCIL

RE: ANNUAL MEETING

The fifteenth Annual Meeting of the Montreal Council of Social Agencies will take place on Friday, January 25th, 1935, at 5.00 p.m. in the York Room, Windsor Hotel.

Reports will be submitted covering divisional activities, special committees and actions of your Executive Committee.

May we express the hope that all officers and delegates will earnestly endeavour to be present at this meeting. Delegates unable to attend should arrange for substitutes if possible, in order that reports may be carried back to member organizations.

The following nominations have been received for the election of officers to take place at the Annual Meeting:-

President: Mr. B.B. Stevenson

Vice Pres: Mr. P.S. Fisher
Mrs. Gavin Milroy
Mr. G.S. Mooney
Mr. John Frosst
Dr. C.A. Dawson

Hon. Secretary: Mrs. James Eccles
Hon. Treasurer: Major P.A. Curry

Hon. Solicitors: Col. A.A. Magee, K.C.
Mr. W.B. Scott, K.C.

Yours sincerely,

Frank G. Pedley

Frank G. Pedley, M.D.
Executive Director

FGP/DB

~~405~~
201

4 copies

MONTREAL COUNCIL OF SOCIAL AGENCIES - FIFTEENTH ANNUAL MEETING

January 25th, 1935

A G E N D A

1. Call to order

2. Regrets from those unable to attend meeting

3. Minutes of last annual meeting - motion to be taken as read

   moved by -
   seconded by -

4. Treasurer's Report - read by Major Curry

   adoption moved by - Major Curry
   seconded by -

5. Report of Executive Committee - read by Dr. F.G. Pedley

   adoption moved by - Mr. P.S. Fisher
   seconded by - Mrs. Andrew Fleming, Dependency & Delinquency Div.
   also spoken to by - Mr. V.F. McAdam, Children's ~~Bureau~~ Division
   - Dr. J.C. Flanagan, Education & Recreation Div.
   - Dr. B. Silverman, Health Division

6. Election of Officers - Nominations to be read by Secretary

   motion to instruct Secretary to cast one ballot for election of those named
   moved by -
   seconded by -

7. Resolutions - Vote of thanks to press and hotel

   moved by -
   seconded by -

8. Appointment of Auditors for 1935

   motion to appoint Messrs. A.K. Fisk, Skelton & Co.
   moved by -
   seconded by -

9. President's Remarks - Mr. B.B. Stevenson

10. Any other business -

11. Adjournment

Montreal Council of Social Agencies
MEMBER OF FINANCIAL FEDERATION
PROTESTANT AND NON-SECTARIAN
OFFICE: ROOM 201, 1421 ATWATER AVENUE
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January 11th, 1935

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Yours sincerely,

Frank G. Pedley

Frank G. Pedley, M.D.
Executive Director

FGP/DB

# MONTREAL COUNCIL OF SOCIAL AGENCIES

Annual Report of Executive
Committee for 1934

Mr. President and Members of the Council:

Your Executive Committee begs to submit its report to the fifteenth annual meeting of the Montreal Council of Social Agencies.

In this report the same procedure will be followed as last year of submitting first the report of the four Divisions, through which the major part of the Council's work passes, then the report of the Standing Committees, and finally the acts of your Executive Committee which were not first considered by the Divisions or the Standing Committees.

For those who may be now attending the annual meeting of the Montreal Council of Social Agencies for the first time, it should be explained that the Montreal Council of Social Agencies is a council of some fifty social welfare organizations, each of which is represented on the Council by three appointed delegates. For ease of operation four Divisions have been created as follows: Children's Division, Dependency and Delinquency Division, Education and Recreation Division and Health Division. The delegates forming these divisions meet separately as the occasion arises and elect their own officers. The Executive Committee of the Montreal Council of Social Agencies consists of the officers of these four divisions and certain others to be elected at this meeting.

With this preliminary explanation the report now proceeds to an account of the activities of the Divisions.

## CHILDREN'S DIVISION

| | | |
|---|---|---|
| Chairman | - | V.F. McAdam |
| 1st. Vice Chairman | - | Mrs. K.S. Barnes |
| 2nd. Vice Chairman | - | Mrs. Basil Nares |
| Secretary | - | Mrs. Graham F. Towers |

The Children's Division held three regular meetings with an average attendance of 27. There were two meetings of the Executive Committee.

The study which this Division has been pursuing on standards for the care of dependent children, is now nearly finished. A complete report of this study should be available in the course of the next few months. Those who are not familiar with the present day philosophy of child care, will find much of interest in this document. The old workhouse is gone forever we hope, mass treatment of dependent children is gone with it. Each child is now considered as an individual whose future happiness and future social value depends on the type of environment to which he is subjected. There is an economic as well as a humanitarian value to proper care of dependent children. The Standards of Child Care accepted by the Children's Division attempt to indicate the various things which constitute proper care.

| | | |
|---|---|---|
| Chairman | - | Mrs. Andrew Fleming |
| 1st. Vice Chairman | - | J. Alex Edmison |
| 2nd. Vice Chairman | - | Col. R.D. Harkness |
| Secretary | - | Miss Annie I. Vail |

The Dependency and Delinquency Division held four regular meetings with an average attendance of 25, one public meeting, attendance 98 and 4 meetings of the Executive Committee.

Unemployment - Reports on the unemployment situation formed a constant topic for consideration in the proceedings of the Division. A full account of unemployment is given elsewhere in this report.

Clothing Distribution - The transfer of unemployment relief from the private organizations to the Unemployment Relief Commission necessitated closing the clothing room, which had been operated for some time by the Family Welfare Association and Unemployment Emergency Relief Committee. The practice established by the City of allowing each unemployed person on relief fifteen cents per week for clothing appeared inadequate, yet it did not seem possible to finance a supplementary clothing service on behalf of all the unemployed. A co-operative service was organized to replace the old clothing room and to serve the Family Welfare Association, the Victorian Order of Nurses and the Child Welfare Association. This service, according to reports submitted to the Division, has filled an important need, but many families are still found to be badly in need of necessary clothing.

Unemployment Insurance - A meeting, open to the public, on the subject of Unemployment Insurance, was held on April 26th, 1934 in the Auditorium of Weredale House. Messrs. A.D. Thornton, Carl Goldenberg and Francis Hankin delivered addresses on the subject from different viewpoints. The meeting was well attended and considerable discussion took place following the prepared addresses.

The Protestant Bureau for Homeless Men - This agency, organized by this Division, has been active for four years. Except for the first six months of its existence, when it operated the Dufferin Square Refuge, it has been devoting itself to case work among youths and young men. The development of government camps and the return of many young men to England has decreased substantially the class of men whom this agency was serving. Accordingly it was thought advisable to amalgamate the single men's work of the Registration Bureau for Office Workers and the Protestant Bureau for Homeless Men, and to change the headquarters from the Protestant House of Industry and Refuge to the office provided by the kindness of the Sun Life Assurance Company. The Protestant House of Industry is maintaining fifteen beds for homeless men below the age of forty, and other organizations such as the Salvation Army and the Old Brewery Mission are co-operating with the re-organized Protestant Bureau for Homeless Men to prevent overlapping and to assist these men, who for various reasons do not fit into the arrangements provided by the City.

Problems of Penology - With a view to developing an understanding of the principles underlying the effective treatment of crime the Division has devoted considerable attention to the subject of penology. It is apparent that the average individual does not come in contact with anti-social behaviour to the same extent as he does with other social problems such as sickness and dependency. For this reason the treatment of delinquency tends to be static and to resist change. Although the organization of society has been changing rapidly the practice of penology has changed very gradually. Mr. John Kidman and members of the Board of the Prisoners' Aid and

Welfare Association have led several discussions on this subject. It is intended to continue consideration of this question with the ultimate objective of developing reasonable standards of penology in much the same manner as the Children's Division has been developing standards for the care of dependent children.

EDUCATION AND RECREATION DIVISION

| | | |
|---|---|---|
| Chairman | - | Dr. J.C. Flanagan |
| 1st. Vice Chairman | - | L.A.W. Pepperdene |
| 2nd. Vice Chairman | - | Miss Eileen Peters |
| Secretary | - | Mrs. G.C. Riley |

The Education and Recreation Division held two regular meetings with an attendance of 16. In addition it participated in a joint meeting with the Dependency and Delinquency Division called by the Executive Committee of the Council. There were three meetings of the Executive Committee.

Maisonneuve Community Centre - The successful operation of the Rosemount Community Centre which was originated by this Division, has led to an extension of the work to Maisonneuve. In January, 1934, the Maisonneuve Community Centre was opened under the direction of the Parks and Playgrounds Association and since that time it has been operated successfully with a somewhat larger attendance than in Rosemount. A Fair organized in August promoted a great deal of local interest and yielded some revenue for the work of the Centre.

Rosemount Community Centre - Organized in the fall of 1932, the Rosemount Community Centre is continuing successfully under the direction of the Parks and Playgrounds Association through the combined interest of the Financial Federation and the Junior League of Montreal. The intervention of the Junior League in this activity has ensured its continuance. We believe the community should be very grateful to the Junior League for its interest.

Day Shelter for Unemployed Men - This activity was organized originally by this Division and the Dependency and Delinquency Division. In 1934 it again operated during the cold winter months under the aegis of a special committee of which Dr. Frank D. Adams was again the Chairman. The number of men using the Shelter declined very markedly this year, due it is believed almost entirely to the development of the government camps which have drawn large numbers of single men from the City. The season's activities were very successful, however. The Anglican and United Churches and the Lion's Club again co-operated in the work.

Employment of White Collar Unemployed in Recreation Leadership - The question of using unemployed white collar workers as supervisors on the City playgrounds was discussed and endorsed. A delegation waited on the Executive Committee of the City on June 20th to request their consideration of this proposition. To date no action has materialized.

HEALTH DIVISION

| | | |
|---|---|---|
| Chairman | - | Dr. B. Silverman |
| 1st. Vice Chairman | - | Dr. H.S. Mitchell |
| 2nd. Vice Chairman | - | Miss M.L. Moag |
| Secretary | - | Miss M.L. MacDermot |

The Health Division held two regular meetings with an average attendance of 22, one meeting with the Dependency and Delinquency Division with an attendance of 53, one open meeting, attendance 189, and 4 meetings of the Executive Committee.

Free Insulin for Indigent Patients - The hospitals are finding it increasingly difficult to supply insulin to diabetic patients who are unable to pay. This problem has concerned the Division for some time. The solution appears to lie in a similar arrangement as that obtaining for diphtheria antitoxin but the government has not been able to finance such a project. In the meantime the Local Council of Women have been helping to the limit of their resources.

The Treatment of Juvenile Delinquency - One meeting of the Division was devoted to a consideration of the findings of a survey of One Thousand Juvenile Delinquents who had passed through the Boston Juvenile Court and the Memorial Clinic of the Judge Baker Foundation. This question was considered of interest to the Health Division on account of its intimate connection with mental hygiene. The statistical methods used in evaluating the results of a particular technique were considered to be of special significance. The value of social work is often difficult to appraise statistically and for this reason this study was thought to be highly important.

Occupational Therapy Services - At the November meeting of the Division a plan for amalgamating the Industrial Institute, the Occupational Therapy Service of the Victorian Order of Nurses and the Handicapped Workers' Division of the Protestant Employment Bureau under one direction, was discussed and endorsed. The following resolution was passed - "Resolved that in the opinion of this Division it appears desirable that the Occupational Therapy Department of the Victorian Order of Nurses, the Montreal Industrial Institute, and the Handicapped Workers' Division of the Protestant Employment Bureau should be co-ordinated under one direction."

Visit of Dame Janet Campbell - The Health Division was invited by the Canadian Council on Child and Family Welfare to undertake the arrangements for Dame Janet Campbell's visit to Montreal. This occurred in November and proved of great interest to a large number of people. Dame Janet Campbell, who is a recognized authority on maternal and child welfare, spoke at three public meetings in Montreal and met a number of groups interested in problems in her field of experience.

Medical Care for the Canadian People - A public meeting on this subject was held in the auditorium of the Central Young Men's Christian Association building on March 27th, 1934. Three addresses were delivered by Dr. Grant Fleming, Miss Ethel Johns and Mr. W.R. Chenoweth, on Medical Care, Nursing Care and Hospital Care. The meeting was well attended and a full discussion took place.

## STANDING AND SPECIAL COMMITTEES

### Special Committee on Unemployment

Chairman - J. E. Macpherson
Vice Chairman - Grant Fleming, M.D.
Secretary - Frank G. Pedley, M.D.

In the past three years a separate report of this Committee has been submitted to the Council. This year, because the report is briefer it is incorporated in the general report. For the past year the services of the Committee as a whole have not been required. The material relief of the unemployed has been supplied directly by the Civic Unemployment Relief Commission, and much of the detail formerly

referred to the Special Committee on Unemployment has been handled by the Commission. Close contact, however, has at all times been kept with the Commission, and several meetings of the executive group of the larger Committee have been held.

In December 1933, the Unemployment Relief Commission, composed at that time of Messrs. H.A. Terreault (Chairman), J.A.A. Leclair and J.N. Drummond, took over from the private organizations the task of supplying relief to unemployed families in distress. Single men and women continued to be handled by the private organizations until August, 1934.

The Unemployment Relief Commission immediately changed the system of relief from the so-called "voucher system" to direct cash relief. This system on the whole appears to have operated satisfactorily, except in the first instance when sufficient money was not available to pay rents. As a result a number of families suffered eviction. The unusual severity of the winter also rendered the fuel allowance unsatisfactory and undoubtedly many families suffered severely on this account. It is to be noted, however, that with the passage of time the points of dissatisfaction, which are perhaps inevitably associated with a re-organization of such a large program as that of present day unemployment relief, have decreased. The principal lacks at present are a more adequate system of clothing distribution and medical care.

The Unemployment Relief Commission now care for all types of unemployed except the transient homeless men. These individuals secure relief at the Meurling Refuge, which is operated by the Municipal Department of Public Assistance. As stated elsewhere, many of the transient homeless men have been sent to the various camps operated by the Federal Government.

The closing of the Inspector Street and Belmont Street Refuges in August, 1934, resulted in a sudden disappearance of a large number of transient men. A certain number, who had been resident in the City since May, 1933, applied for cash relief and established themselves in rooms, but a large number must have either left the City or found other means of support. The Meurling Refuge, which is now the only publicly supported refuge in the City, has fewer men in it than last year.

The number of individuals on relief still continues high. It is somewhat difficult to compare the present statistics with those of last year, since the method of keeping them has changed somewhat. It does not appear likely, however, that there has been, as yet, any reduction in the relief load. Actually 39,894 families were on relief during December, 1934, and 9,744 families or single individuals receiving ration #1 (subsistence for 1 individual).

A new Unemployment Relief Commission, consisting of Brig. Gen. E. de B. Panet, Col. Kenneth Perry, and Mr. Alphotius Mathieu was appointed in August, 1934. The members of this Commission enjoy, we believe, the full confidence of the majority of the people. They have done all in their power to co-operate with the voluntary social agencies. It is fully expected that the lot of the unemployed will continue to improve under the administration of these gentlemen.

Day Shelter for Unemployed Men

Chairman - Dr. Frank D. Adams
Secretary - Wm. Bowie

As indicated elsewhere, the Day Shelter for Unemployed Men was operated during the cold winter months of this year. In September representation was made

to the City that in all probability a need for a small shelter would again be felt with the onset of winter. This proposition was not pressed, however, since the number of homeless men had undoubtedly diminished greatly and existing organizations like the Salvation Army and the Old Brewery Mission were not experiencing over-crowding. The old St. Laurent School which the Montreal Tramways had turned over for the use of the Day Shelter Committee, has been demolished.

Community Garden League of Greater Montreal

General Chairman - Col. Robert Starke
Executive Chairman - Justice Gregor Barclay
Honorary Secretary - Mrs. A.N. Jenks

The Garden League continues as a Standing Committee of this Council. The summer of 1934 witnessed a great expansion of its work. Six hundred more gardens than in 1933 were cultivated - a total of 2,434, and several new districts were organized. This year the provincial government expressed its interest by supplying the necessary seed. The cost per garden is therefore difficult to calculate. The finances of the League this year were secured from the Financial Federation.

The season's activities were highly successful both as regards the quality of produce and as regards the community spirit engendered in the various districts by the gardening activities. The season's work culminated in local vegetable shows in the districts and a large central show in the Sun Life Assurance Company Building sponsored by the Montreal and District Gardeners Association.

Flower Committee

Vice Chairman - Mrs. T. Woodford Smith
Secretary - Miss H.S. Bishop

During the months of July and August, through the efforts of this Committee, flowers were again distributed to settlements, playgrounds, hospitals and other social agencies, there being 33 distributing centres in all. Flowers were shipped to the City on a weekly schedule by sub-committees organized in each of the following districts:

Lachute, Montreal West, Beaurepaire, St. Hilaire, Town of Mount Royal, St. Lambert, Longueuil, Pointe Claire, Hudson Heights, St. Andrews East and Athelstan.

Due to dry weather, garden flowers were less abundant than usual, but generous contributions from local florists helped materially to compensate for this deficiency.

Thanks are due to the Railways for their cooperation in providing free transportation and to the many volunteers who collected the flowers upon arrival at the stations and delivered them to the agencies by car.

Voluntary Service Committee

Chairman - Mrs. George C. McDonald
Secretary - Miss Marjorie Bradford

At the request of and in cooperation with this Committee, the Montreal School of Social Work conducted an eight weeks course of lectures for volunteer

workers and new board members. The course was very similar to that given last year which was so favourably received, being designed to give a greater appreciation of the objectives of a community social work programme and the place of the volunteer in such a programme. Registration totalled 25, coming from 13 of our social agencies.

Survey and Research, Publications Committee

Chairman - Miss Dorothy King
Secretary - Miss Marjorie Bradford

No new research projects were undertaken this year on account of lack of funds. The study of School Leaving in the Montreal Protestant Schools was completed and is available for those interested. This study shows in a quantitative manner the casualty list in the educational system. Of 500 pupils entering grade 2, in six years' time 28.27% had progressed normally; 54.2% were still in school but retarded one or more half grades and 17.6% had left school. In the older group, of 500 pupils entering grade 5, in six years' time only 13% had progressed normally, 81.7% had left school altogether. The remaining 5.3% were still in school but retarded from 1 - 5 half years. While the study itself was intended to be purely a fact finding study, its results suggest a number of points for discussion. To quote the concluding paragraphs of the report -

"This study opens up for consideration a number of important questions the discussion of which does not, in the opinion of the Committee, properly form part of this report. There is, of course, the perennial question of compulsory school attendance, but perhaps of greater importance is the whole philosophy of formal education - should the pupil be fitted to the school or should the school be fitted to the pupil? As secondary points for discussion in the same connection may be cited the problem of the exceptionally bright pupil, the sub-normal pupil and the physically handicapped pupil.

"These are problems which our study and similar studies present. We believe that one of the supports of the social structure is the educational system. The operation of this system and its results merit the earnest attention of every thoughtful citizen."

Publications during the year were - "Welfare Work in Montreal, 1933"; "Montreal Social Service Directory, 1934"; "Study of School Leaving"; "Christmas Cheer".

Year-Round Publicity Committee

Chairman - Eric Choyce
Hon. Secretary - Mrs. Jack Pembroke

The purposes for which the Council was organized may be said to be three, discussion between agencies, social work planning and interpretation to the public. To a considerable degree at least, the Council has fulfilled the first two functions but the third function has not been adequately performed. With a view to improving this situation the Council has invited the Board of Directors of the Financial Federation to join with it in appointing a committee to plan a continuous programme of social work interpretation to the public. The Committee recently appointed, has already commenced to function.

Social Service Exchange Committee

Chairman - Mrs. J.C. Mackenzie
Secretary - Miss Elsie Bowden

Comparative statistics for the past four years are as follows:

| | Inquiries | Identifications | Notifications | Agencies Served |
|---|---|---|---|---|
| 1931 | 29,491 | 18,898 | 55,944 | 109 |
| 1932 | 33,061 | 21,110 | 57,425 | 112 |
| 1933 | 35,749 | 22,094 | 55,515 | 106 |
| 1934 | 26,097 | 16,815 | 45,084 | 116 |

The inquiries for 1934 show a decrease; this is owing to the fact that the English speaking agencies which administered government unemployment relief funds, indexed with the Exchange the names of the applicants for this relief, but when the City Unemployment Relief Commission took over this work in December, 1933 they did not make use of our central index. However, they have promised their co-operation in the current year.

The number of agencies using the Exchange shows an increase of ten over last year. Six of these are French agencies and it is expected that a larger number of them will clear their cases with the Exchange during 1935. The Fédération des Oeuvres de Charité Canadiennes-Françaises has placed a worker on the staff of the Social Service Exchange and is recommending its use to all their member agencies.

It is gratifying to report that with the entrance of the French agencies as members of the Social Service Exchange, the four Financial Federations of Social Agencies in Montreal are now co-operating in the prevention of duplication of services on the part of their various organizations, and that through the use of the Exchange central index, the workers are enabled to consult one another on particular problems.

Christmas Cheer Committee

Chairman - Mrs. Tom Caverhill
Secretary - Miss H.S. Bishop

This Committee completed successfully its first year as a Standing Committee of the Council. Much the same plan of organization was followed as that established last year, the Committee functioning as a coordinating service for Christmas Cheer activities in the community and for the purpose of receiving contributions to provide Christmas baskets for families known to Council social agencies. The Committee did not solicit funds but made known through a widely distributed descriptive folder, the services which it was prepared to offer. Cash subscriptions amounting to $2,429 were received and 756 Christmas hampers were purchased therewith. Through the Committee also, 175 dinners were provided and delivered to needy families by individual donors.

The apparent reduction in volume of work done by the Committee is thought to be due almost entirely to increased activity and improved organization on the part of the churches. Money which formerly was subscribed for administration by

this Committee is now being diverted to the Christmas funds of the subscribers' own churches, with the result that fewer requests are received by the Committee for assistance to the churches. Inasmuch as decentralization of Christmas giving was one of the primary objectives of the Christmas Cheer Committee, this year's results may be interpreted as a considerable step forward in the attainment of that purpose.

The Christmas Exchange dealt with 13,553 enquiries from 239 agencies and duplications were prevented in the cases of 1,901 families who otherwise would have received from two to seven baskets.

Conference Committee

Chairman - Mrs. Jack Pembroke

No local conference was planned for Montreal for 1934 since the Canadian Conference on Social Work held its biennial meeting in Hamilton in May. The Conference Committee has, however, been active in promoting the local organization necessary for handling the (American) National Conference of Social Work which is to meet in Montreal in June, 1935. Montreal has been fortunate in securing as Chairman of the Committee, the Honourable Senator C.P. Beaubien, Mr. B.B. Stevenson has accepted the vice-chairmanship of the Committee and your Executive Director will act as secretary.

## EXECUTIVE COMMITTEE

Your Executive Committee held 7 regular meetings with an average attendance of 23, and 2 special meetings. All of the foregoing activities have been the subject of report and endorsation of the Executive Committee of the Council. The following activities, however, were either initiated by the Executive Committee or came direct to it without the intervention of one of the divisions.

Bill Number 28

After a full discussion by your Executive Committee, a communication was addressed to the Prime Minister of the Province suggesting -

> "That the Montreal Council of Social Agencies express its disapproval of the principle involved in Bill # 28 as it passed the second reading in the Provincial Legislature, which limits the right of citizens to distribute notices of meetings and leaves the decision as to whether such notices are to be distributed to the judgment of the Chief of Police."

It is our understanding that a number of bodies communicated with the Provincial Government in connection with this Bill. As finally passed, the Bill was modified in such a manner as to meet most of our objections.

The Church and Social Work

The final report of the Committee to study this important question was presented to the Executive Committee during the year. The Committee obtained expressions of opinion from nearly sixty organizations. The findings of the report are too long for presentation here, but copies of the report may be obtained by

those interested. In general it may be said that the importance of a close co-operation between the churches and social welfare organizations was stressed. Suggestions were offered as to how this might be promoted.

Housing and Slum Clearance

In view of the increase in public interest in housing and particularly in a plan for slum clearance, a special meeting was called by the Executive Committee to consider what should be the attitude of the Council in the matter. The following resolution was passed and transmitted to the Executive Committee of the City, the Metropolitan Commission and other bodies:

> "Whereas the Montreal Council of Social Agencies believes that unsatisfactory housing conditions exist in many parts of Montreal;
>
> "Whereas it is understood that Government relief money might be used in improving housing conditions in Montreal;
>
> "Whereas experience in other cities has indicated that housing conditions for the low paid citizen cannot be satisfactorily improved in the absence of an adequate town planning scheme;
>
> "Be it resolved that the Montreal Council of Social Agencies petition this City to secure a properly qualified commission to consider the whole question of town planning in relation to slum clearance and the future development of Montreal."

The question of "Housing" has been considered at several meetings of the Council, but inasmuch as a combined committee of the Board of Trade and City Improvement League had been appointed to study intensively this problem, and since several members of the Council were also members of this Committee, it was thought wise not to attempt to duplicate the work by appointing a special committee of the Council.

Unemployed Boys' Training Farm, Caledonia Springs

At the request of the Budget Committee of the Financial Federation a special meeting of interested individuals was called to consider the re-opening of the Boys' Training Farm at Caledonia Springs. Specifically the Council was asked the question as to whether circumstances warranted the expenditure of $8,500 on this activity. An exhaustive discussion took place and the following resolution passed:

> "That this meeting resolves that it is very desirable to resume the Unemployed Boys' Training Farm at Caledonia Springs this summer season and that a recommendation from this group should be forwarded to the Budget Committee urging that ways and means be found for underwriting the required amount."

Ultimately on the assurance of Federal Government support, the Montreal Boys' Association secured the permission of the Financial Federation to solicit funds privately and the Farm was again operated.

Juvenile Labour Legislation

At the request of the Montreal Boys' Association the following communication was addressed to the Provincial Government:

"This Council continues to receive numerous complaints from the social agencies of Montreal, concerning the lack of adequate restrictions upon the employment of children and young people in Montreal.

In the experience of our social agencies, children of tender years are employed in this City for unduly long hours, and frequently at tasks beyond their strength, and they are paid excessively low wages. This is particularly true, where young children are employed for delivery purposes, by stores and other establishments. Most of these children are of an age where they should still be at school.

We would like to remind you at this time of the memorandum and draft legislation on this subject, submitted by this Council to the Quebec Social Insurance Commission, on behalf of the Montreal Council of Social Agencies.

It is our earnest hope that early action will be taken by the Government of this Province, to impose adequate restrictions upon the employment of juvenile labour in this Province."

Annual Church Service

The fourth annual church service for members and friends of the Montreal Council of Social Agencies was held in the Church of St. Andrew and St. Paul on Sunday, December 2nd, 1934. Rev. Dr. M.F. McCutcheon delivered the address and was assisted by the Rev. Dr. Geo. H. Donald, Rev. Gilbert Oliver, Rev. Lavell Smith and Lt. Col. G.W. Peacock. The service was well attended and proved an inspiration to all.

Visitation Committee of the Protestant Female Jail

Last year following representations made to the Provincial Government by this Council and the Prisoners' Aid and Welfare Association, the government appointed a Visitation Committee of ladies to interest itself in the welfare of the women in the Protestant Female Jail. The Council was invited to nominate three members of this committee and recommended Mrs. Gavin Milroy, Mrs. James Eccles and Miss Frances Hains.

During the year the committee met 11 times. 4 of these meetings were held at the Jail itself. Visits have been made to the prisoners and contact has been maintained on their discharge at the office of the Prisoners' Aid and Welfare Association. Certain material help in the way of clothing and other necessities has been provided by the committee.

This committee is of special interest to the community in that it is one of the few attempts on the part of the government to utilize the services of interested persons and organizations in an official activity. It is believed that the committee can render much useful service to the government and can actually be instrumental in effecting a reform in many cases.

Survey Committee

From time to time reports have been presented to your Executive Committee on the activities of the Committee appointed jointly by the Financial Federation and your Executive Committee to conduct a survey of social welfare work in Montreal with particular reference to the agencies in Financial Federation. The Survey Committee has been accumulating a mass of information and it is our understanding that a report is shortly to be made.

## COUNCIL MEMBERSHIP

There were at December 31st, 1934 49 institutional memberships and 3 associate members in the Council.

## EXECUTIVE OFFICE ACTIVITIES

Resignation of Miss Bradford - Your Executive reports with regret the resignation of Miss Marjorie Bradford, Secretary to the Council, to assume the position of Assistant to the Executive Director of the Canadian Council on Child and Family Welfare. Miss Bradford brought to the Council a sound knowledge of social work, a balanced judgment and an almost infinite capacity for work. Your Executive was very reluctant to release her but believes in her new position she will have a larger field in which to exercise her talents.

Placement Bureau - 101 applications were received and 11 placements were made as compared with 117 applications and 21 placements in 1933. 10 placements were in temporary or part-time social work positions and one permanent social work position.

Placements in Voluntary Service - 12 placements were made for voluntary service in Council agencies and 22 volunteers were placed in clerical work in the Council office as compared with 19 in 1933. These volunteers gave 431½ days of service to the Council, equivalent to one full-time and one half-time member of the regular staff. In 1933 355½ days of service were given. We are very appreciative of this assistance because without it the staff would be unable to cope with the heavy pressure of the year's work. A great deal of this help came from unemployed stenographers who wished to improve or maintain their skill in stenography.

Clearance of Meetings - 487 meetings were cleared through the Council office as compared with 421 in 1933. This clearance prevents conflict of agency meetings as to time and place.

Mimeograph Service - 25 agencies and 10 persons, clubs, etc., making a total of 35 customers, were served as compared with 41 in 1933. However, 1,718 stencils were run as compared with 1,213 in 1933.

Central Purchasing - The Council office has continued to give a Central Purchasing service to the Council agencies and to date 34 agencies and 4 individuals have used it with gratifying results. In a report on the Central Purchasing which was circulated to the agencies in September, it was shown that some ten purchases were made of office supplies and about $250. was saved.

Library - We are glad to note that the Council library is now being used to a greater extent. 176 loans were made to 53 borrowers, including 23 social workers 15 board members, and 15 others as compared with 138 loans and 38 borrowers in 1933.

This report is respectfully submitted,

(Signed) P.S. Fisher,
Chairman

" Frank G. Pedley,
Executive Director.

# MONTREAL COUNCIL OF SOCIAL AGENCIES

## Annual Report for 1935

Mr. President and Members of the Council:

The sixteenth annual report of the Montreal Council of Social Agencies is herewith submitted.

During the year 1935 a reorganization of the Council took place following the release of section one of the Survey report. This annual report, therefore, deals partly with the activities of the old Executive Committee and Divisions of the Council and partly with the new Board of Governors and various committees appointed by it.

In its original set-up the Council operated its affairs largely through four Divisions, although certain standing committees functioned and a number of ad hoc committees had been appointed. The clearing house of the activities of all Divisions and committees was the Executive Committee of the Council. Since the reorganization the Board of Governors has taken the place of the Executive Committee and various special committees appointed from time to time will replace the four Divisions.

## THE DIVISIONS

### Children's Division

The study of Standards of Child Care completed by this Division during the first three months of the year, deals in some detail with such subjects as Reasons Justifying the Acceptance of a Child for Care, What the Accepted Child is Entitled to Receive, the Basis of Allocation of Children for Care as between Institutions, Boarding Homes, Free Homes, Adoption Homes, etc., Standards of Institutional and Foster Home Care,- and a number of other questions.

The report is now available to those interested and merits the careful attention of any who are concerned with this most important phase of social work.

### Dependency and Delinquency Division

Unemployment: Reports on the unemployment situation formed a frequent topic for consideration by this Division. The peak of unemployment relief apparently was reached during the winter of 1933 but throughout 1935 the problem continued to be one of major importance. Actually, the number of families on City (unemployment) relief was as high as 41,250 during February 1935. This represented 191,778 individuals. In addition to this large number of persons

assisted by the City a very large number, estimated at a minimum of 10,000 individuals, were assisted by privately financed social agencies. The policy adopted by the City of providing relief only to the extent authorized by the Federal and Provincial Governments has made relief quite inadequate in Montreal, especially along certain lines which may be indicated as follows:-

1. Insufficient allowance for clothing.

2. No provision for families who had come to the City since May 1st, 1933.

3. No provision for such necessities as household linen, furniture, stoves, pots and pans, etc.

4. No provision for medical care.

5. Relief is restricted to families who are destitute on account of unemployment.

Several conferences were held between representatives of the Council and the Unemployment Relief Commission. It is recognized that the Commission under the able leadership of Brig. Gen. E. de B. Panet, assisted by Col. K.M. Perry, and Mr. A. Mathieu is functioning very effectively within the restrictions placed upon it by the City, Province and Dominion.

As the depression lengthens it becomes increasingly evident that the central authority in the field of relief should lay down adequate standards of relief with which municipalities benefiting by the Federal subsidy would have to comply.

Since 1930 when the Federal Government undertook to assist provinces and municipalities in furnishing relief to the unemployed, it has limited its assistance to four items, food, fuel, clothing and shelter. These four items, while basic in any system of relief, cannot be considered entirely adequate. Inadequacies become more apparent as the personal resources of relief families become exhausted. The promise of the new Federal Government to appoint a national commission to look into all these matters may be considered very satisfactory.

Problems of Penology: During the year meetings were held at which various phases of penology were considered. It was gratifying to know that the Federal Government had undertaken to introduce the Borstal System for the treatment of juvenile offenders in Canada, this system having been advocated by the Council, along with other bodies. The Borstal System has apparently operated with considerable success for a number of years in England, and the Federal Government can be considered to be on safe ground in adopting this system for Canada.

The question of the provision of a public defender for individuals unable to retain counsel was discussed at some length together with the

subject of probation. Evidence was submitted to the effect that justice was frequently in danger of being frustrated, particularly in the case of youthful offenders, by the fact that their cases were not adequately presented at the time of trial.

Even more important than the public defender, however, appeared to be the organization of a system of probation in the courts. Although proof of the proposition may be difficult to secure, it appears to be the case in many instances that sojourn in prison or penitentiary actually aggravates the anti-social attitude of the offender rather than remedying it, and the experience of other places has been that a probation system, with adequately trained probation officers, may not only be more economical than restraint in prison, but actually more effective. It is recognized that in this field, as in others, the success or failure depends upon the character of the personnel. A probation system with inadequate personnel would be bad and one with adequate personnel would be good.

Education and Recreation Division

The activities of this Division largely centred around the question of housing. Addresses were delivered by Mr. Leonard Schlemm and Mr. Norton Fellowes and a factual study by the Child Welfare Association of the housing of a large number of families under its care was presented.

Two studies were made - the first of 500 families, 250 of which were selected at random from the 1929 files and 250 from the 1934 files - the second study was of a group of 450 families known to the Association since 1929.

The first study indicated a marked increase in over-crowding in the comparative groups. In the 1929 group 76 of the families had sufficient space to allow more than one room per person (including living room, dining room and kitchen). In the 1934 group only 19 of the families were in this relatively happy position. On the other hand 14 of the 1929 families showed three persons per room whereas 34 of the 1934 families were overcrowded to this extent. The second study of 450 families known to the Association since 1929 showed similar retrograde changes in their housing conditions.

At the same meeting a statement of the housing conditions of 116 families visited by the Victorian Order of Nurses in 1934 was submitted.

Health Division

One whole meeting of the Division was devoted to the situation in Montreal with respect to pre-natal and maternity care for mothers unable to pay for the services of a private physician. At the time of the meeting (Feb. 1935) it appeared that the Royal Victoria Hospital Maternity Service was unable to handle all the obstetrical cases referred to it and that in consequence a number of mothers were being sent to l'Assistance Maternelle. Co-operation from this organization was very satisfactory but the language difficulty was a factor of real importance to many mothers.

Since the conference the opening of the Jewish General Hospital and St. Mary's Hospital has relieved the pressure on the Royal Victoria Maternity service and the situation now appears to be less acute.

The Health Division in co-operation with the Montreal Medico-Chirurgical Society organized one public meeting on the subject of "Cancer and its Control". This meeting was held in the Ritz-Carlton Hotel on April 26th and was well attended. Dr. C.F. Martin, Dean of the Faculty of Medicine, McGill University, Dr. Gordon Bates, Director of the Canadian Social Hygiene Council, and Mr. J.S. Mabon, Associate Actuary of the Sun Life Assurance Company, were the speakers.

## COMMITTEES

### Housing Committee

Chairman - Dr. J.C. Flanagan
Secretary - Miss Hazeldine S. Bishop

Several members of the Montreal Council of Social Agencies had served on the Housing Committee of the Board of Trade and the City Improvement League. It was thought that the report of this Committee might serve as a basis for a revision of the original housing report of the Council. A committee was appointed to study the report under the chairmanship of Dr. J.C. Flanagan. This committee has been active during the year reviewing the report and collecting additional data to supplement it. It is anticipated that the Committee will conclude its work very soon.

### Community Garden League of Greater Montreal

Hon. Chairman - Col. Robert Starke
Chairman - Hon. Justice Barclay
Hon. Secretary - W.J. Tawse

This Committee has completed its fourth very successful season with 2,904 gardens in sixteen organized districts, which is about five hundred more gardens than in 1934. It is estimated that in 1936 there will be 3,218 gardeners. This increase each year indicates that many more of the unemployed are anxious to follow their successful gardening neighbours. The average value of each garden was placed at $26.00 and the total value of the vegetables grown something over $75,000. The Provincial Government again supplied us with vegetable seeds and this year added fertilizer and potatoes to their generous donation. The cost per garden is therefore difficult to calculate.

The League is still a standing committee of the Council and receives the necessary financial assistance from Federation. A complete report on the year's activities will be given at the annual meeting of the Community Garden League.

Flower Committee

Chairman - Mrs. Robert Neville, Jr.
Secretary - Miss Hazeldine S. Bishop

Originated 10 years ago by a group of Montreal women, organized summer distribution of flowers among the underprivileged has increased steadily, with the work of administration becoming more and more concentrated in the Council office. With a view to relieving the Council staff of the burden thus imposed, and at the same time returning work so admirably suited to volunteer effort to an organization of that kind, the Local Council of Women was requested to consider incorporating this activity in its programme. Although itself unable to sponsor the undertaking, the Local Council was instrumental in securing assistance for us from 10 of its member societies. Secretarial and organization services were again provided by the Council of Social Agencies, but due to the new-found help the work devolving upon the permanent staff was considerably lightened. It is hoped that one of the clubs which assisted this year will be in a position to assume responsibility for a major portion of, if not the entire activity next summer.

Flowers were shipped on a weekly schedule from eleven districts and distributed through 29 centres. Thanks are due to the Railways for providing free transportation and to the many contributors and distributors for their co-operation in making the past season a success.

Public Relations Committee

Chairman - Eric Choyce
Hon. Secretary - Mrs. J. Pembroke
Secretary - Mrs. L.G. Hatheway

At any time the necessity of interpreting the social work programme to the public is apparent but especially is this so in times like these when great social changes are occurring and when the public interest in social problems is keen. For this reason a public relations committee was appointed jointly by the Montreal Council of Social Agencies and Financial Federation in the latter months of 1934, but 1935 was the first full year of its functioning. Through the efforts of this committee arrangements were made for fourteen radio addresses on subjects of social work interest. Articles in the newspapers were secured and a great deal of effort was expended on interpreting to the public the proceedings of the National Conference of Social Work.

The Public Relations Committee is not the Federation Campaign Publicity Committee although many of its members assist during campaign time.

Christmas Cheer Committee

Chairman - Mrs. R.C. Ronalds
Secretary - Miss Hazeldine S. Bishop

Functioning for the third successive year as a co-ordinating service for Christmas Cheer activities in the community, this Committee records

another successful season. In accordance with its policy of non-stimulation of Christmas giving, no appeal was made for funds but instead the Committee attempted in a variety of ways to advise, guide and assist those wishing to give to the less fortunate at Christmas time. Cash donations sent to the Committee totalled $2,030 with which hampers were purchased for 718 needy families. In addition arrangements were made for 186 dinners to be provided by individual donors. Only families whose circumstances had been investigated by recognized referring organizations were considered eligible.

A continuing decrease from year to year in purchasing undertaken by the Committee on behalf of subscribers and a substantial increase in the number of agencies and individuals utilizing the services of the Christmas Exchange are viewed with considerable satisfaction and as constituting progress in attaining co-ordinated decentralization of Christmas giving.

Christmas Exchange Chairman - Miss Betty de Brisay
Secretary - Miss Elsie Bowden

253 organizations and individuals cleared 11,556 names with the Christmas Exchange, and duplications were prevented from two to seven times in 1,602 cases. The files show that 7,126 Christmas baskets were distributed by those who checked their lists with the Exchange.

Social Service Exchange

Chairman - Mrs. J.C. Mackenzie
Secretary - Miss Elsie Bowden

The Social Service Exchange serves as a central index to the records kept by the various social organizations in the community and through this service the agencies maintain an active relationship with one another. This not only promotes co-operation between the workers and prevents duplication of work, but is also in the interest of those who seek assistance.

Comparative statistics for the past four years are as follows:-

| | Inquiries | Identifications | Notifications | Agencies Served |
|---|---|---|---|---|
| 1932 | 33,061 | 21,110 | 57,425 | 112 |
| 1933 | 35,749 | 22,094 | 55,515 | 106 |
| 1934 | 26,097 | 16,815 | 45,084 | 116 |
| 1935 | 42,832 | 23,983 | 66,428 | 114 |

The increase in the number of inquiries is due to the clearing of 13,321 relief cases by the City Unemployment Relief Commission and the 5,738 inquiries made by eight agencies in the Federation des Oeuvres de Charité Canadiennes-Françaises.

The 114 agencies served represent organizations in the four Federations, departments of unemployment relief in Montreal, Verdun and Westmount, national societies, social service departments of ten hospitals, soldiers' organizations, fourteen churches, and other clubs and societies doing social work

in the community.

National Conference of Social Work

In June 1935 the National Conference of Social Work met in Montreal. The preparations for this large gathering of social workers took up a great deal of time of the staff of the Council as well as of many of its member agencies. All the racial and religious groups in the City worked together on the local committee under the chairmanship of the Hon. Senator C.P. Beaubien, and with the assistance of the permanent staff of the Conference the organization functioned efficiently and effectively.

Many advantages accrue to the City where this conference meets:- first its very size makes its proceedings of great news value to the press and the public is well informed through this channel of the main subjects under discussion. The Montreal newspapers acquitted themselves most creditably in the reporting of the Conference. Secondly the convergence of social workers from all over the continent in one city gives the social workers of that city a unique opportunity for the interchange of ideas which can hardly fail to produce an improvement in the quality of social work in the city, and finally the proceedings themselves are stimulating and informative. Some 4,160 people registered at the Conference headquarters but it is believed that at least 2,000 more attended but did not register.

The Survey

Chairman - George S. Currie
Secretary - Dr. F.O. Stredder

| | |
|---|---|
| Mrs. Q.C.D. Bovey | Mrs. Gordon MacDougall |
| F.J. Campbell | J.E. Macpherson |
| Major P.A. Curry | Dr. Helen R.Y. Reid |
| P.S. Fisher | B.B. Stevenson |
| Mrs. Andrew Fleming | H.P. Thornhill |

In June 1935 the first section of the Survey Committee report was released. This dealt entirely with the Montreal Council of Social Agencies and Financial Federation. Perhaps the most important aspect of the report is a definition of the respective functions of the Montreal Council of Social Agencies and the Financial Federation. The function of the Council is defined as one of social planning and control, the function of the Federation is largely one of finance. The Survey Committee suggested that the original organization of the Council was too ponderous and inelastic to permit of its functioning at maximum effectiveness. Therefore certain changes were suggested which, it was thought, would improve the organization. The major changes recommended were first, the replacement of the Executive Committee of 42 by a Board of Governors of 21, 17 to be elected from the public at large, 2 from the Budget Committee and 2 from the Directors of Financial Federation, and second, the abolition of the four divisions in favour of committees appointed for a special purpose. Under this re-organization it was thought that Financial Federation could place upon the Council "full responsibility for social inquiry, evaluation and decision." The full report was circulated to all agencies and is available to those who desire to read it.

All the changes recommended by the Survey Committee with respect to the Council were approved by the Executive Committee of the Council and at a general meeting of the Council held on July 3rd, 1935, the necessary changes in the constitution were approved and the first Board of Governors elected.

In September 1935 Sections 2 - 6 inclusive of the Survey Committee's reports were released. Since it seemed likely that the agencies affected by the reports might desire to discuss the recommendations contained therein, the Board of Governors of the Council authorized the appointment of four committees - Child Care and Protection, Family Welfare and Problems of Adult Dependency, Group Work in Recreation and Informal Education, and Health Services. These committees were requested to meet the agencies included in their own sphere of action and other interested persons or groups and to bring to the Board of Governors appropriate recommendations. Hon. A.K. Hugessen became the chairman of the Committee on Child Care and Protection, Mr. Paul McFarlane the chairman of the Committee on Family Welfare and Problems of Adult Dependency, Mr. Allan Mitchell the chairman of the Committee on Group Work in Recreation and Informal Education and Dr. Grant Fleming the chairman of the Committee on Health Services.

These committees have been functioning actively for several months and have submitted recommendations on a number of agencies. Inevitably the acceptance with or without modifications of the Survey Committee report will be gradual. Some of the recommendations may be impossible to implement until more adequate financial resources are available.

Management Committee

Chairman - Mr. John Frosst

In order to relieve the Board of Governors of the necessity of considering matters of administrative detail the formation of a Management Committee under the chairmanship of the Vice-President of the Council was authorized. This committee has considered the appointment of an executive assistant to the Executive Director which was a recommendation of the Survey Committee and hopes to be successful in securing a qualified man within a few months. In the interim Mr. George H. Corbett, the Executive Secretary of the Society for the Protection of Women and Children, has associated himself with the Executive Director as secretary of the Committee on Child Care and Protection.

Other activities of the Management Committee were mostly in connection with the budget of the Council and minor matters of office administration.

Annual Church Service

The fifth annual church service for members and friends of the Montreal Council of Social Agencies was held in the Church of St. Andrew and St. Paul on Sunday, November 24th, 1935.

Rev. Lawrence Clare delivered the address and was assisted by Rev. George H. Donald, Rev. Gilbert Oliver, Rev. David MacLennan, and Lt. Col. G.W. Peacock. The service was well attended and proved an inspiration to all. Our thanks have been expressed to Mr. Clare and the participating clergymen, to the Church of St. Andrew and St. Paul and to Mr. Blair and the choir of the church.

Visitation Committee of the Protestant Female Jail

| Officers | | Council Representatives |
|---|---|---|
| Chairman | - Miss Frances B. Hains | Mrs. James Eccles |
| Hon. Secretary | - Mrs. W.M. Ross | Mrs. Gavin Milroy |
| | | Miss Frances B. Hains |

The Committee reports the successful completion of its second year of operation. Functioning under authority of the Provincial Government the Committee interests itself in the welfare of the women at the Protestant Female Jail, studies the problems there presented and attempts wherever possible to provide a solution. The Committee held six meetings during the year in addition to making regular visits to the Jail. Material aid is provided and follow-up work done through the Prisoners' Aid and Welfare Association, wherever necessary.

Realizing that rehabilitation of delinquents greatly depends upon the adoption of more modern methods of treatment, the Committee participated in the first Canadian Penal Congress and in the sessions of the National Probation Association held here in conjunction with the National Conference of Social Work, last June.

Appreciation of ready and understanding co-operation on the part of the Matron of the Jail is hereby recorded.

Council Membership

There were at December 31st, 1935, 50 institutional members and 3 associate members in the Council (Local Council of Women, United Church and Anglican Church).

We were glad to welcome the Social Service Department of the Jewish General Hospital as a new member.

EXECUTIVE OFFICE ACTIVITIES

Placement Bureau

| | Applications | Placed |
|---|---|---|
| 1932 | 128 | 14 |
| 1933 | 117 | 21 |
| 1934 | 101 | 11 |
| 1935 | 150 | 17 |

Of the seventeen placements in 1935, eleven were in temporary or part time positions and six in permanent.

Placements in Volunteer Service

Fourteen volunteers were placed in clerical work in the Council office, giving 170 days of service. This assistance is very valuable to the Council office as it lightens the pressure of work to a considerable extent. Four placements were made for voluntary service in Council agencies.

Clearing of Meetings

A clearing service for meetings, and especially annual meetings, to prevent a conflict of dates, was conducted as usual for member agencies. 421 meetings were cleared in this way as compared with 487 in 1934.

Mimeograph Service

Our mimeograph service was used by 32 agencies and 13 individuals, making a total of 45 as compared with 35 in 1934. 2,085 stencils were run as compared with 1,718 in 1934.

Central Purchasing

Council agencies have continued to buy office supplies through our Central Purchasing Bureau. 38 agencies and 6 individuals used the service in 1935 with substantial savings

Library

70 loans were made in 1935, 47 to social workers, 20 to board members and 9 to others.

This report is respectfully submitted,

(Signed) P.S. Fisher,
Chairman,

" Frank G. Pedley,
Executive Director.

## FUNCTIONAL COMMITTEES

### Functional Committee on Child Care and Protection

The Hon. A.K. Hugessen, K.C., - Chairman
Mrs. W.M. Stewart — Dr. R.R. Struthers
Dr. W.T.B. Mitchell — Dr. G.H. Donald
Mrs. Ross H. McMaster — Mrs. W.F. Pratt
Very Rev. Dean Arthur Carlisle

This committee completed its work during the first five months of the year and presented its report to the Board of Governors of the Council. After lengthy consideration and discussion with all the agencies involved, the report, with some amendments, was adopted, referred to the Financial Federation for approval, and implemented during the summer and fall. Briefly, the report recommended the creation of a central child care organization - its board composed of twelve members appointed by the twelve constituent societies, and five members appointed by the public. The duties of the central child care organization were defined as - responsibility for social and fiscal planning in co-operation with all the agencies in the group, and specific responsibility for intake and investigation of all children requiring custodial care by Federated agencies. Placement of these children was also assigned as a function of this central organization through a representative placement committee. Broadly speaking, the new organization was visualized as a continuation of the Children's Bureau, with an increased agency membership and a transfer of the foster home work to the Protestant Infants' Home.

The recommendations actually were implemented in October, during which month the Children's Bureau transferred its intake and placement functions to the new Children's Service Association and its foster home and receiving home departments to the Protestant Infants' Home. This latter organization has transferred all its children to either foster homes or institutions. Its premises are now used on the ground floor as offices for the foster home staff, and on the upper two floors as a receiving home for the children accepted and awaiting placement.

Membership in the Children's Service Association consists of the following organizations:

| | |
|---|---|
| Boys' Home | Society for the Protection of Women & Children |
| Ladies' Benevolent Society | Big Sister Association |
| Protestant Infants' Home | Montreal Boys' Association |
| Protestant Orphans' Home | Girls' Cottage Industrial School |
| Montreal Day Nursery | Women's Directory of Montreal |
| Child Welfare Association | Mental Hygiene Institute |

The Board of Governors desires at this time to thank all the agencies involved in this field of activity for their co-operative support and to acknowledge particularly the very helpful attitude of the Boards of the Montreal Children's Bureau and the Protestant Infants' Home. These two organizations were more fundamentally affected than the others since, in the case of the Children's Bureau, the termination of a long period of effective service was involved, and, in the case of the Protestant Infants' Home, responsibility for an entirely changed and greatly enlarged field of work was assumed.

Functional Committee on Family Welfare and Problems of Adult Dependency

Paul A. McFarlane - Chairman
Miss Eileen Peters — Mrs. H. Munderloh
Mrs. P.S. Fisher — Mrs. F.S. Mathewson
Rev. David MacLennan — Dr. B. Silverman

Recommendations of this Committee concerned such problems as employment services, travellers' aid, welfare activities in behalf of prisoners, clothing services and legal aid. Following the report of this committee the employment activities of the Y.W.C.A. and the Family Welfare Association were transferred to the Employment Service of Canada, and the Protestant Employment Bureau became independent of the Federation and the Council. A number of conferences were held with organizations interested in prison welfare and as a result an agreement was reached whereby the relief activities of the Prisoners' Aid and Welfare Association were transferred to other organizations. The Prisoners' Aid and Welfare Association continues, however, as an organization working in behalf of prisoners, but with a greater emphasis on public education to the end that more adequate provision be made by Government for care and follow-up of convicted persons. In this connection the report of the special committee of the Council on the penal system of Canada is of interest. Mr. McFarlane's committee has still a few matters to consider which will probably be disposed of shortly.

Functional Committee on Group Work in Recreation and Informal Education

Allan M. Mitchell - Chairman
Henry W. Morgan — Mrs. Basil Nares
Mrs. A.H. Dalrymple — Rev. J. Lavell Smith

The work of this committee is not quite finished and will be continued during 1937. The Survey Committee recommendations which involved financial saving were dealth with first and other matters concerned with policy and organization have been delayed. The amalgamation of the Iverley Settlement and Old Brewery Mission Community Centre took place during the year. This merger had been discussed for some time and came about through the helpful co-operation of the Boards of both agencies. The amalgamated activities are being carried on in the premises of the Old Brewery Mission Community Centre on Coursol Street under the name Iverley Community Centre. The Diet Dispensary and one centre of the Child Welfare Association now occupy the Iverley Settlement building on Richmond Square.

Considerable discussion took place with the Board of Management of the Daily Vacation Schools. The agreement finally reached was that the Daily Vacation Schools would carry on a restricted programme at the present with the understanding that when the financial situation improved, consideration would be given to a restoration, in part at least, of their programme.

In connection with the Negro Community Centre, the recommendation of the Survey Committee that they move their activities to the Iverley Settlement building was not endorsed because it was thought that the present location was more accessible to the members of the Centre and because it seemed desirable to preserve the present affiliation with the Union Church. An expansion of the activities of this agency to include some vocational training was recommended as the expense involved was small. The Council expressed the hope that the Budget Committee would be able to finance it and it is understood that provision will be made for this small expansion in 1937.

Functional Committee on Health Services

Dr. Grant Fleming - Chairman

| | |
|---|---|
| Dr. J.C. Meakins | R.W. Steele |
| W.F. Angus | Mrs. E.R. Adair |
| Mrs. Gavin L. Milroy | Dr. A.S. Lamb |

As a result of deliberation of the Board of the Child Welfare Association, the Survey Committee and the Functional Committee on Health Services, the Child Welfare Association during the year modified its policy very materially. In future the Association and the Health Service will carry on as a unit under one Board of Management, retaining the older name - Child Welfare Association.

Three major activities are projected:

(1) Demonstration areas

(2) Health Services

(3) Health Education

The policy of the Association is to reduce gradually its number of clinics from fourteen to six or seven through a transfer to the City Health Department. Two demonstration areas will be organized, one in the west and one in the east, and the agencies will continue to be served with necessary health services.

In line with this policy the Child Welfare Association has established its western demonstration centre in the Iverley Settlement building and will operate four district clinics from there. It is planned to open the eastern district in Maisonneuve in 1937. Three Child Welfare Association clinics have already been transferred to the City Health Department and one in Verdun has been discontinued with the hope that the City of Verdun will organize one of its own.

The change in policy of the Child Welfare Association was perhaps the greatest change effected during the year among the health agencies, but other organizations, notably the Victorian Order of Nurses, the Diet Dispensary and the Brehmer Rest Preventorium, modified their policies somewhat. The organizations interested in work for the handicapped have met several times and have signified their intention of amalgamating into one unit when suitable quarters become available. The recommendation of the Survey Committee that the Social Service Department of the Western Hospital be financed by the Hospital was endorsed and passed to the Federation for action.

## SPECIAL COMMITTEES

*Housing Committee

Chairman - Dr. J.C. Flanagan
Secretary - Miss H.S. Bishop

The Housing Committee created in 1935 by the Council, completed its study in 1936, and produced a report which was adopted by the Board of Governors and presented to a general meeting of Council delegates on November 30th, 1936. It was not the intention of the Committee to duplicate the report of the Board of Trade and City Improvement League, but rather to amplify it in places where the social agencies were able to contribute. It is believed that this report, read in conjunction with the report of the Board of Trade and City Improvement League, presents a fair picture of the problem of housing in Montreal. The essence of this problem is that under building regulations as they exist in Montreal, houses cannot be built and rented at a profit by private enterprise, at a rate low wage earners can afford to pay. To supply adequate accommodation to a low wage earner at a rent higher than $12.00 - $16.00 a month defeats the objective of good housing and results in an insufficient expenditure for other essentials or an overcrowding of the house. The Council report stresses the importance of the neighbourhood if the full social values of proper housing are to be achieved. Standards are laid down for health and morals and a suggestion is made that in certain outlying districts of the City, building standards might safely be lowered to permit the erection of wooden houses. The report of the Housing Committee has received considerable attention and requests for copies have been received from several cities. It has already been discussed with the National Employment Commission and the Chairman of the Metropolitan Commission, and discussion with the new City Council is planned.

*Committee to Prepare a Brief for the Royal Commission To Investigate the Penal System of Canada.

Chairman - J. Alex Edmison
Secretary - Dr. Frank G. Pedley

The Royal Commission which was appointed by the Federal Government in 1936 has broader terms of reference than accorded to previous commissions on this subject. A representative committee was appointed by the Board of Governors in the spring of 1936 to prepare a brief for this Commission. This was completed by October and presented to the Board of Governors for approval. In November representatives of the Council appeared before the Royal Commission and received a courteous and sympathetic hearing. It is hoped that a general meeting of the Council will be called shortly to discuss this report.

*Committee to Prepare a Brief for the Youth Employment Committee of the National Employment Commission

Chairman - William Bowie
Secretary - Dr. F.G. Pedley

The Youth Employment Committee was appointed by the National Employment Commission in September 1936 and completed its report by November. The committee appointed by the Board of Governors of the Council therefore, had to prepare its report quickly. This report was duly approved by the Board of Governors and presented to members of the Youth Employment Committee. We have reason to hope that some action by the Federal Government may be expected in the near future.

Committee to Study and Define the Term "Functional Supervision"

Chairman - Miss Dorothy King

Since some opposition had arisen to the Survey Committee's proposed plan of functional supervision, it was thought desirable to have the matter considered by a committee composed of lay and professional social workers. This committee has prepared a report which is now under consideration by the Board of Governors.

Committee to Prepare a Brief for the Women's Employment Committee of the National Employment Commission

Chairman - Miss Dorothy King
Secretary - Miss H.S. Bishop

The appointment of the Women's Employment Committee of the National Employment Commission was announced in November and the Board of Governors of the Council immediately appointed a committee to study the question of women's employment. This committee is now actively studying the problem and is expected to have a report ready for the Council at an early date.

## STANDING COMMITTEES

Management Committee

Chairman - John Frosst

During the year the Management Committee dealt with a number of administrative problems and drew up the Council budget.

Committee on Committees

Chairman - Mrs. Jack Pembroke

This is one of the most active of the Standing Committees. Its function is to select personnel for the various committees authorized by the Board of Governors. The Council office maintains a large file of interested persons which is steadily being added to and from this file the personnel of various committees is usually selected.

Social Service Exchange

Chairman - Miss Eileen Peters
Secretary - Miss Elsie Bowden

After four years' service as chairman of the Social Service Exchange Mrs. J.C. Mackenzie's resignation was received with regret and Miss Eileen Peters kindly agreed to assume the duties of this position. The Board of Governors wishes to express again here sincere appreciation of the valuable contribution made by Mrs. Mackenzie in this and other branches of social work.

October 1st, 1936 marked the twentieth anniversary of the opening of the Exchange. From 1916 to 1920 the Exchange was operated by the Family Welfare Association, being then transferred to the Montreal Council of Social Agencies.

During the first year of its operation 6,413 enquiries were made of the Exchange by 18 agencies, the only value recognized being prevention of duplication in relief. To-day the Exchange serves 114 agencies, including the Unemployment Relief Commission, and agencies of the Federation des Oeuvres de Charite Canadiennes-Francaises, the Federation of Jewish Philanthropies and the Federation of English Catholic Charities. In addition to preventing duplication in relief however, the Exchange is valued as a central index to agency records enabling the case worker to secure information which is helpful in giving intelligent and constructive assistance as well as providing protection for the client.

Comparative statistics for the past three years are as follows:-

| | INQUIRIES | IDENTIFICATIONS | NOTIFICATIONS ON PREVIOUS INQUIRIES | AGENCIES SERVED |
|---|---|---|---|---|
| 1934 | 26,097 | 16,815 | 18,987 | 116 |
| 1935 | 42,832 | 23,983 | 23,596 | 114 |
| 1936 | 45,000 | 23,311 | 19,781 | 114 |

Christmas Exchange - A special clearing for Christmas dinners was conducted again by the Social Service Exchange 11,423 names being cleared with the Christmas Exchange by 212 organizations and 48 individuals. Duplications were avoided in 1,464 cases as these names were cleared from two to six times.

The Christmas Exchange also referred 40 donors of Christmas Cheer to agencies, 130 families being supplied with baskets in this way.

Community Garden League of Greater Montreal

| | | |
|---|---|---|
| Hon. Chairman | - | Col. Robert Starke |
| Chairman | - | The Hon. Mr. Justice Barclay, K.C. |
| Hon. Secretary | - | H.L. Fetherstonhaugh |
| Hon. Treasurer | - | G.P. Butters |
| Secretary | - | Miss Gwendolyn James |

The Garden League this year had 2,983 gardens which was approximately the same as in 1935. It is not anticipated that the number of gardeners will greatly increase in 1937 but it is expected that the men who have gardens will continue working them. The value of the garden products and the health and occupational benefits derived are much appreciated by the members of the League. The Provincial Government again supplied seed, fertilizer and potatoes resulting in a saving to the League of at least $2,600. The average value of each garden is placed at $25.00 and the total value of the vegetables grown around $75,000. The total cost of operating the Garden League including the expense to the Provincial Government for seed, fertilizer, etc., was $4,117.79 which is approximately $1.40 per garden.

Public Relations Committee

| | | |
|---|---|---|
| Chairman | - | Eric Choyce |
| Hon. Secretary | - | Mrs. Jack Pembroke |
| Secretary | - | Mrs. L.G. Hatheway |

The Public Relations Committee has met monthly, except during the Federation campaign period and has sponsored a six-fold programme as follows:-

1. Thirty addresses on social work and related subjects have been arranged at men's and women's service clubs.

2. A programme of publicity in the schools has included periodic issue to teachers of a pamphlet of information describing the work of the agencies.

3. Free time on the radio has been secured for fifteen addresses each of which has figured as the major item on a half-hour programme.

4. The number of news items secured monthly in the press has varied from fifty to seventy and these have been supplemented by nine feature stories during the year, seven of which appeared with photographic illustrations. About a dozen photographs have appeared during the year in the rotogravure section of The Standard.

5. Direct mail publicity has been employed in the form of a small folder, featuring an appealing photograph with appropriate comment. This has been enclosed with quarterly bills to subscribers to Financial Federation.

6. A programme is being arranged whereby the 16 millimetre moving picture made in connection with Financial Federation's 1937 campaign will be kept in use in clubs, churches and schools.

Flower Committee

Chairman - Mrs. Robt. Neville, Jr.
Secretary - Miss Hazeldine Bishop

The Flower Committee conducted once again during the summer months a regular distribution of flowers shipped from 13 organized districts and distributed through 28 centres comprising charitable agemcies, playgrounds and hospital social service departments. We take this opportunity to express our gratitude to the Railways for their continued cooperation in providing free transportation of flowers to the City, and our thanks to the many donors and the volunteers who delivered the flowers each day to their destinations.

Christmas Cheer Committee

Chairman - Mrs. Russell C. Ronalds
Secretary - Miss Hazeldine Bishop

After consultation with the agencies it was decided that the Christmas Cheer Committee this year should discontinue centralized purchasing of Christmas dinners, each of the agencies undertaking to look after the requirements of its own needy families, this completing decentralization of Christmas giving which has been one of the primary objectives of the Committee since its reorganization in 1933. This action was taken with the knowledge that churches, schools, clubs and other community groups are doing more and more work of this kind each year and now cooperate in the use of the Christmas Exchange. A folder containing suggestions for the Christmas basket and advising donors of the change in plans was prepared and mailed to 2,500 individuals and organizations. Cash subscriptions sent to the Council office were divided among the member agencies and a steering service for donors was provided by the Christmas Exchange.

This arrangements from all reports, appears to have been quite satisfactory.

Visitation Committee of the Protestant Female Jail

Chairman - Miss Frances B. Hains
Hon. Secretary - Mrs. W.B. Ross

Five meetings of the Committee were held during the year and between meetings visits have been paid to the jail by members of the Committee. Although women delinquents are few in comparison with men delinquents much constructive work can be done with them by studying their problems and giving necessary material aid and advice as well as follow-up assistance.

Unemployment Situation

The year 1936 undoubtedly showed the greatest improvement in conditions since 1929. This improvement, as was expected, was not entirely reflected in a decline in unemployment relief. Approximately 150,000 individuals are still on relief through the Unemployment Relief Commission. This represents a decline of about 8% as compared with 1935, but the numbers are still very formidable. To this huge army of destitute unemployed must be added an unknown number, running into many thousands, who are being assisted by private charity.

The outstanding event of the year so far as unemployment relief in Montreal is concerned, was the organization of a system of medical care for the unemployed. There was urgent need for such a service and the Unemployment Relief Commission is to be congratulated on providing a remedy in this situation.

We would like again to express our appreciation of the co-operative attitude of General E. de B. Panet, Lt.Col. K.M. Perry and Mr. A. Mathieu, the Relief Commissioners. Montreal is indeed very fortunate in having men of this calibre administering such an important activity.

In the Federal field the Board of Governors noted with approval the appointment of the National Employment Commission. It is confidently anticipated that under the able leadership of Mr. A.B. Purvis, plans may be recommended for improving systems of unemployment relief and further stimulating employment.

Annual Church Service

The annual church service for members and friends of the social agencies was held in St. Matthias Church on December 6th, 1936. The Rev. Gilbert Oliver delivered the address and was assisted by Dr. G.H. Donald, Rev. Lloyd Smith, Rev. J.A. Johnston, Rev. Lawrence Clare and Major A. Steele. The purpose of this service is to bring social workers and the church into closer contact and the value of the service depends to a certain extent upon the attendance. This year the service was well attended and proved an inspiration to all. We again express our thanks to Mr. Oliver and the visiting clergymen, also to Mr. W. Johnston Hislop, the organist, and to the choir of the church for very effective musical leadership.

Council Membership

There were at December 31st, 1936, 49 institutional members and 3 associate members in the Council (Local Council of Women, the Montreal Presbytery of the United Church of Canada, and Church of England in the Diocese of Montreal.)

Placement Bureau

| | Applications | Placed |
|---|---|---|
| 1932 | 128 | 14 |
| 1933 | 117 | 21 |
| 1934 | 101 | 11 |
| 1935 | 150 | 17 |
| 1936 | 118 | 16 |

Of the sixteen placements in 1936, six were permanent and ten were in part-time or temporary positions.

Placements in Volunteer Service

Twelve volunteers were placed in clerical work in the Council office, giving 106 day of service. This assistance is very valuable to the Council office as it lightens the pressure of work to a considerable extent. It is also appreciated by the volunteers as in most cases they are inexperienced stenographers who in this way acquire knowledge of office routine, etc., which assists them to obtain positions. Twelve placements were made for voluntary service in Council agencies.

Clearing of Meetings

A clearing service for meetings and especially annual meetings, to prevent a conflict of dates, was conducted as usual for member agencies. 435 meetings were cleared in this way as compared with 421 in 1935.

Mimeograph Service

Our mimeograph service was used by 32 agencies and 7 individuals in 1936. 1,750 stencils were run as compared with 2,085 in 1935.

Central Purchasing

Our Central Purchasing Bureau for office supplies is still in operation, and 31 agencies and 7 individuals used the service in 1936 with substantial savings.

Library

59 loans were made in 1936, 39 to social workers, 7 to Board members and 13 to others.

This report is respectfully submitted,

(Signed) P.S. Fisher
Chairman

" Frank G. Pedley,
Executive Director.

* Copies of this report are available to those interested.

# MONTREAL COUNCIL OF SOCIAL AGENCIES

## Report of the Board of Governors for the Year 1937

Mr. President and Members of the Council:

Your Board of Governors begs to submit herewith the eighteenth annual report of the Montreal Council of Social Agencies.

The Board of Governors met 10 times during the year 1937, and the Council twice, in addition to the annual meeting.

The Council met on one occasion to receive and consider the brief presented to the Royal Commission to Investigate the Penal System of Canada, and to amend the constitution of the Council in order to permit greater latitude in choosing the date of the annual meeting. The other meeting of the Council was convened to consider the situation which arose following the requested resignation of certain members from the Protestant Committee of the Council of Education, and resulted in the Council of Social Agencies' endorsement of the memorandum submitted to the Government by McGill University, urging, among other things, appointment of a Royal Commission to investigate the whole system of Protestant education in this Province.

The problems occupying the attention of the Board of Governors were numerous and varied, and in view of the fact that a large part of the Council's work is carried on through its special and standing committees, of which last year there were sixteen, it would perhaps be well to commence by making brief reference here to the activities of each.

## SPECIAL COMMITTEES

### Functional Committee on Group Work in Recreation and Informal Education

Chairman - Allan M. Mitchell

This Committee, appointed to consider the recommendations of the Survey Committee affecting agencies in the field of education and recreation, encountered certain difficulties which made it impossible to complete its initial task in 1936. Subsequent problems concerning agencies coming within this Committee's purview were, therefore, referred to it for further study. Chief among these was the question of expanding the programme of the Daily Vacation Schools over the restricted scale of operations which obtained in 1936. After careful consideration the Committee recommended that this Agency's activities be restored to their former level as soon as possible. The Board of Governors approved this recommendation, bearing in mind that it is only possible to send to camps a small proportion of the children requiring recreational and occupational interests during the summer months, and that the settlements and community centres do not provide a complete programme during that season of the year. The low operation cost per school was also taken into consideration.

Functional Committee on Family Welfare and Problems of Adult Dependency

Chairman - Paul A. McFarlane

The work of this Committee likewise continued into 1937, with consideration of central clothing services. The Committee recommended that a central service for the clients of all Federation agencies be established to collect, repair and distribute used clothing, supply new clothing, and possibly - extend its activities to include the provision of household furniture and utensils. It was not thought, however, that the Industrial Rooms should be asked to provide such a service, as had been originally recommended by the Survey Committee. The Board of Governors has undertaken to study the matter further and, if possible, to discover a practical method of putting the scheme into effect.

*Committee to Prepare a Brief for the Women's Employment Committee of the National Employment Commission

Chairman - Miss Dorothy King

Appointed late in 1936 this Committee considered the problems of unemployed women, with particular reference to the local situation, and attempted to suggest ways and means of increasing employment in this group. The Committee's report which was forwarded to the Women's Employment Committee of the National Employment Commission in March of this year, included in its recommendations a strong plea for the institution of Government supervised training centres for domestic workers, graduates of which would be known as "certified household workers" and able to command a certain minimum in the way of wages and working conditions.

We are indeed pleased that a portion of the money made available this winter by the Dominion and Provincial Goernments for the training of unemployed youth, has been allocated to the training of domestic workers, and that the training provided will be substantially as recommended by this Committee.

*Committee on Functional Supervision

Chairman - Miss Dorothy King

"Functional supervision", which played such a prominent part in the organization structure recommended by the Survey Committee, proved unacceptable to a number of the agencies, so the Council appointed a committee of lay and professional workers to study and define the term with particular reference to social work. This Committee reported that it was difficult to see how functional supervision in the form envisaged by the Survey Committee

could be applied effectively in social work practice, but was of the opinion that some scheme might well be devised whereby agency policies, standards, and inter-agency relationships, and other problems requiring technical knowledge, could be kept under constant review. For this purpose it was suggested that a small group of executives representing Federation social case work, health, and group work agencies, be appointed to confer regularly with the Executive Director, in an advisory capacity. With the approval of the Council Board of Governors, the Federation Board of Directors and the Federation Executives' Group, a standing committee known as the Advisory Committee to the Executive Director was accordingly appointed in April. Further reference will be made later to this Committee.

Committee on Tutorship

Chairman - J.A. Edmison

Certain agencies in the Council being of the opinion that present regulations in this Province governing tutorship are inadequate and offer certain dangers to the rights and interests of minors, and the Quebec Social Insurance Commission having corroborated this viewpoint, the Board of Governors appointed a committee to study the matter. A report from this Committee is expected in the near future.

*Committee on Minimum Standards for Summer Camps

Chairman - W.J.G. Macdiarmid

In view of the fact that a number of Council agencies operate summer camps it was thought desirable that minimum standards be established for the information and guidance of such agencies, and a Committee composed of camp, health and recreation workers was therefore appointed to the task. The report, which is quite an extensive one covering minimum standards for personnel, programme, plant and equipment, safety, health and nutrition, and administration, has been recently endorsed by the Board, and is available to those interested.

During 1938 it is proposed to pursue this matter further by preparing a self-appraisal form to assist the agencies in evaluating the services which their camps provide. An attempt will also be made to ascertain the extent of existing camp facilities for the underprivileged section of the community, and the demand for such accommodation.

Committee on Nursery School Education

Chairman - Mrs. W.T.B. Mitchell

This Committee was appointed to define objectives and standards of nursery school operation, for the guidance of the Council and its interested member agencies. Completion of the Committee's task is in sight and a report is expected in the very near future.

Committee on Order of Precedence

Chairman - P.S. Fisher

The Council of Social Agencies having been aware for some considerable time of numerous needs which, if satisfied, would improve the welfare services of Federation agencies, and it being apparent that it was not within Financial Federation's power at present, to finance all of the proposed adjustments, changes, and developments, the Council Board of Governors decided to appoint a committee to study carefully those needs which had been endorsed by the Council Board of Governors for future Federation financing, and to establish an order of priority which, from the point of view of social planning, it would recommend that Federation should follow in attempting to meet those requirements.

This Committee, numbering 7 professional and 5 lay members, was appointed during November and is now busily engaged in this extremely difficult and important task.

Committee on Day Nursery Care

Another committee, the activities of which the Council is following with interest, and to which the Council was invited to name two members, is that convened by the Montreal Day Nursery to study methods of day nursery care, with particular reference to foster day care. It is expected that this Committee also will complete its report in the near future.

STANDING COMMITTEES

Management Committee

Chairman - Lt.-Col. Irving P. Rexford

A number of administrative problems including preparation of the Council budget received the attention of this Committee during the year.

Committee on Committees

Chairman - Mrs. Jack Pembroke

With this Committee rests responsibility for selecting the personnel of special and standing committees appointed by the Board of Governors. As the number and variety of these committees will indicate, the Committee on Committees has been very active during 1937.

Advisory Committee to the Executive Director

Since its appointment in April this Committee has met 8 times on the call of the Executive Director and has proved very helpful in advising on matters of inter-agency policy, standards and similar problems.

Public Relations Committee

Chairman - Eric Choyce
Secretary - Mrs. L.G. Hatheway

The Council was very sorry to receive Mr. Choyce's resignation from the chairmanship of the Public Relations Committee, due to his firm having transferred him to its London office. Mr. Choyce served in this capacity for three years during which his advice and guidance were of great assistance to the Committee in developing and carrying out its programme. We are fortunate in having secured Mr. W.J. Watson for this position in 1938.

During the year the Committee met seven times and sponsored a publicity programme as follows:

1. Press publicity reached a high of 91 news items in the three main papers in January, other months varying from 33 to 78. This was supplemented by ten feature stories (exclusive of campaign publicity) and the publication of about two dozen photographs of agency activities.

2. The only available medium of free radio publicity was the Municipal Service Bureau. Through the kindness of Mr. Frederick Wright, the Bureau's secretary, monthly radio addresses were broadcast, most of them dealing with youth problems and prevention of delinquency.

3. Through generous cooperation of the Protestant Board of School Commissioners our 30-minute moving picture showing the work of the agencies was screened for over 30 groups of teachers and pupils in public schools.

4. Speakers have been sent on request to men's and women's service clubs and other groups. In several cases these speakers have supplemented their remarks by showing the moving picture.

5. A scale model to demonstrate the Council's housing plan was prepared in the carpentry shop of Griffintown Club. It was first exhibited as a window display through the kindness of Messrs. Robert Simpson Co. Ltd., and was afterwards shown at meetings of six service clubs.

6. Direct mail publicity has taken the form of an enclosure, featuring an appealing photograph with appropriate comment, forwarded to Federation subscribers with their quarterly bills.

7. The programme of publicity in the schools has included periodic issue to school teachers of a pamphlet of information on the work of the agencies, and the above-mentioned showings of the moving picture, together with several articles on various phases of social work which have appeared in the Teachers' Magazine.

Social Service Exchange

Chairman - Miss Eileen Peters
Secretary - Miss Elsie Bowden

The Social Service Exchange has a threefold purpose:

(1) To assist its users in avoiding duplication of relief and service, and unnecessary investigations and visits.

(2) To protect the family from confusion when several agencies are interested in various problems affecting the home.

(3) To promote cooperation and mutual understanding between the agencies in the community.

Study of the statistics tabled below shows a decrease in the total number of enquiries and of agencies served, but this decrease is due almost entirely to a decline in the number of enquiries from associate members engaged in relief work on a temporary or emergency basis, which have now practically discontinued this activity or have gone out of existence entirely. Use of the Exchange by regular member agencies continued at the 1936 level.

At the end of September the Montreal Relief Department found it necessary to withdraw its worker from the Exchange but is continuing to register City Relief cases.

A special clearing for Christmas dinners was conducted again this year by the Social Service Exchange, 10,493 names being cleared by 250 individuals and organizations. Duplications were avoided in 1,335 cases as these names were cleared from two to seven times.

It is with regret that we announce the resignation of Miss Eileen Peters from the chairmanship of the Social Service Exchange Committee. In addition to her duties in this capacity, Miss Peters assumed responsibility for securing the services of some 25 volunteer workers for the Christmas Exchange. For her assistance in this and in many other ways we are extremely grateful. We also wish to take this opportunity to thank those volunteers for the help they gave so generously at such a busy season of the year.

STATISTICS

| | Inquiries | Identifications | Notifications | Agencies Served |
|---|---|---|---|---|
| 1935 | 42,832 | 23,893 | 23,596 | 114 |
| 1936 | 45,000 | 23,311 | 19,781 | 114 |
| 1937 | 39,047 | 22,449 | 19,396 | 106 |

Committee on Education and Recreation

Chairman - L.A.W. Pepperdene

This Committee, composed principally of professional workers in recreation agencies, was appointed a standing committee of the Council of

Social Agencies pending organization of additional committee or conference groups of the other branches of social work represented in the Council. It is hoped that this will be possible in the not too far distance future - these committees to assume a function similar to some extent to that of the former Divisions.

In addition to arranging and staging last April a very successful demonstration of the recreation work of a number of the social agencies, this Committee has held monthly meetings at which matters of common interest and practical value were discussed.

Visitation Committee - Protestant Fenale Jail

Hon. Secretary - Mrs. Ruby Birchenough

This Committee, which functions under the authority of the Provincial Government and to which the Council nominates three members, records completion of its fourth year of successful operation. Though principally advisory in nature, the Committee interests itself in the welfare of the women at the Protestant Female Jail, studies their problems and attempts to assist them where possible. Limited material aid is provided where necessary, and follow-up work is done, through the Prisoners' Aid and Welfare Association and the Salvation Army. Activities of the Committee have also been made the basis of numerous press releases, with a view to informing the community of what can be done.

## OTHER MATTERS RECEIVING THE ATTENTION OF THE BOARD OF GOVERNORS

### Unemployment and Relief

Business conditions continued to improve during 1937 and towards the end of the year the employment index of the Department of Trade and Commerce stood at approximately the 1929 level. It would be improper to infer from this, however, that unemployment had been reduced to the 1929 level, for there are many factors which would make such a conclusion quite unsound. For one thing, the employment index is based on the returns from a selected group of industries, and for another, it does not take into account the substantial increase in the population which has taken place since 1929. The number of persons on unemployment relief in Montreal in December 1937 was approximately 120,000 as compared with 160,000 in December 1936 but these figures cannot be considered entirely comparable, for the reason that during the year the City and Provincial authorities, in a drive to reduce relief costs, arbitrarily removed from the relief rolls whole categories of individuals who in 1936 had been accepted. Although the eligibility of these categories was restored in October 1937, it is doubtful whether all the cut-offs actually were reinstated.

As was to be expected, the relief purge seriously affected the work of the private relief agencies. Our own Family Welfare Association for financial reasons was obliged to adopt a policy of refusing to help cases cut off City relief, but even with this policy in force the agency incurred a substantial deficit.

The Council was drawn into the stormy relief picture when its Executive Director was appointed by the City to the Investigation Committee

re Unemployment. This Committee sat almost continuously from February to May. The result of its deliberations was a majority and a minority report, between which the chief difference was that the former recommended the discontinuance of the Unemployment Relief Commission, while the latter, which was signed by your Executive Director, recommended its retention. The City authorities followed the recommendation of the majority report and discontinued the Panet Commission in favour of a City Department but most of the other recommendations of the two reports were disregarded.

We have frequently been in touch with the new Department of Unemployment Relief and its administrators, Mr. Romeo Beaudet, Mr. H.H. Dansereau and Mr. F.W.G. Hale, and have found them at all times willing and anxious to discuss our problems with us.

All this political tempest brought to a focus a situation which has long required consideration - the question of a basic system for the relief of destitute persons in Montreal. In October the Family Welfare Association asked the Board of Governors of the Council to support a movement for the establishment of a Municipal Department of Public Welfare, and on October 18th the following resolution was passed:

> "Resolved, that in view of the fact that many destitute individuals have been declared ineligible for unemployment relief, and that private philanthropy is unable to finance a larger relief load than at present, the City should be urged to create a Department of Public Welfare for the purpose of providing relief to those destitute individuals not eligible for unemployment relief."

A few days later this resolution was also endorsed by the Board of Governors of Financial Federation. Steps are now being taken to secure the co-operation of the other welfare federations so that a united front on the matter may be presented to the City authorities. It would appear that, as has been the experience of all other important cities in Canada, the creation of a Municipal Department of Public Welfare is inevitable. The principle of making private charity the dumping ground for all relief cases not accepted by the City is unsound and prevents the private agencies from undertaking rehabilitation work with promising cases, which is their real function.

The creation of a Department of Public Welfare implies recognition of the principle that relief of destitution is a public responsibility. So far the civic authorities have recognized only the principle that destitution due to unemployment is a public responsibility, provided its cost is shared by the Provincial and Federal authorities. But even this responsibility is not shouldered entirely, and one group of employable persons, the non-resident group, is ineligible in Montreal for public relief. This places a heavy burden on private philanthropy and each year the burden is increasing, for the municipal residence rule requires that an individual shall have been a resident of Montreal prior to May 1st, 1934. The authorities have been repeatedly requested to make adequate provision for non-residents, but Montreal, unlike other larger Canadian cities, has no machinery for handling this group of needy persons and the private agencies are further diverted from their proper field, by the compelling need to give assistance to many of these unfortunate people.

Christmas Cheer

Last year, after consultation with the agencies, a new method of handling Christmas Cheer work was adopted, with considerable success. The same plan, therefore, was followed again this Christmas - i.e. - centralized purchasing of Christmas dinners through a Council Committee was not undertaken, instead, social agencies, clubs, churches, schools and other groups in the community, each cared for the Christmas needs of families in which they were individually interested. A folder advising of this arrangement and containing suggestions for the Christmas basket was prepared by the Council and mailed to more than 2,500 agency board members, previous donors, and other interested organizations and individuals. The folder also urged use of the Christmas Exchange and announced that if anyone wished to send cash donations to the Council office the money thus received would be divided among Council agencies doing Christmas work.

Due, perhaps, partially to the public's better understanding of the arrangements, and partially to the apparent improvement in industrial and business conditions, many agencies were able to report that their clients were better provided for this Christmas than for many years past.

Community Garden League

Initiated in 1932 as an unemployment emergency measure, the Community Garden League was operated by the Council for five years through a special standing committee. Since this activity appeared to be a continuing need, the Board of Governors considered it advisable, this year, to transfer the work to a recreation agency and the Parks and Playgrounds Association, upon request, agreed to accept this responsibility. The 1937 season of the League, we believe, was a most successful one.

Flower Distribution

Despite numerous difficulties flower distribution to settlements, playgrounds, hospital social service departments and charitable organizations, was carried on again this year during the months of July and August.

Mrs. Robert Neville, Jr., who had accepted responsibility for this work for the past two years, found it necessary to resign owing to ill health, and her able assistance was greatly missed. Also contributing to the difficulties was the fact that neither flowers nor volunteer drivers were available in sufficient numbers to meet distribution requirements. In some cases it was possible to give flowers only every second week instead of every week, and in some cases it was necessary to ask agency executives to arrange to have their flowers collected from the stations. Flowers were received from 13 districts in all.

May we take this opportunity to express our thanks to the people in the districts who collected and shipped flowers, to others who sent us donations, to those who delivered the flowers to the distribution centres, and to the Railways for their continued cooperation in providing free transportation of flowers to the City.

News Bulletin

Ever since the reorganization of the Council in 1935 the Board of Governors had been aware of the need for devising some method whereby Council members could be regularly informed of problems occupying the attention of the Board of Governors and its various committees. A medium of exchange of such agency news as changes in policy, new types of work undertaken, etc., was also considered highly desirable. It was therefore decided in May of this year, that the Council would publish a bulletin five times a year, containing news of the type outlined above. Two issues under the heading "Five Minutes with the Montreal Council of Social Agencies" were published during 1937 and were well received.

Amalgamation of Services for the Handicapped

We are pleased to report that the amalgamation of the Montreal Industrial Institute, the Occupational Therapy Department of the Victorian Order of Nurses, and the Handicapped Workers' Bureau, long advocated by the Council and approved by the agencies concerned, became a reality on May 1st, 1937. The new organization operating under the name "Occupational Therapy Centre" is located at 1910 St. Antoine Street and is under the direction of Miss Jeanne Perigoe. It was anticipated that the merger would enlarge and considerably strengthen services for the physically handicapped and although the Centre has been in operation only a short time, such developments are already in evidence.

Central Volunteer Bureau

Another service long hoped for by the Council has been provided by the Junior League of Montreal in organizing and financing a placement bureau, under professional direction, for individuals wishing to work as volunteers in the social agencies. With the approval and cooperation of the Board of Governors this new organization, called "The Central Volunteer Bureau", has been established as an independent agency and was, in December, received into membership of the Montreal Council of Social Agencies. The Bureau is under the direction of Miss Mary Jennison and maintains its office in the Forum Building in space provided by the Council.

It is confidently expected that the Bureau will prove of valuable assistance in countless ways to the heavily burdened staffs of many of our agencies.

Provincial Legislation

In addition to concerning itself with unemployment relief regulations and related problems, and with Provincial legislation governing tutorship, - already referred to in this report - your Board of Governors has taken action regarding social legislation as follows:

Needy Mothers' Assistance Act: Before this Bill became law the matter was discussed with a member of the Cabinet, and the Council's views on the matter were made known to him. Following enactment of

the Law, representations were made to the Premier, urging consideration for minority groups through appointment of workers under the Act who are of the same race, religion and language as the people they will deal with, and advocating selection of qualified social workers for this work. Repeated efforts since then have been and are being made to secure the attention of the Old Age Pensions Commission - which body has been designated to administer the Act - but it appears that the Commission is not disposed to see our representatives until after all arrangements have been completed.

Quebec Public Charities Act: Intimation having been received that the Provincial Government was considering amendment of the Quebec Public Charities Act, changes in the Act were recommended as follows: (1) Raising the age of recipients under Class D-2 of the Act (inmates of Orphan Asylums) from 14 to 16 years of age - this in view of the fact that social agencies are now obliged to bear the entire cost of caring for boys and girls between 14 and 16 years of age for whom they are unable to find employment. (2) Making the rate paid for children under care in non-industrial institutions at least equivalent to that in industrial schools. (3) Making obligatory, collaboration of municipalities in the application of the Quebec Public Charities Act, regarding assumption of responsibility by the municipality, each for its own indigents.

Legislation Governing Seizure for Debt: For several years certain agencies in the Council have directed attention to the fact that men on relief of whom they had knowledge were anxious to work, but being in debt hesitated to accept employment at wages often as high as $14.00 or $15.00 a week, for by so doing they would make themselves liable to garnishment proceedings leaving them with approximately the same, or less, income than when in receipt of relief - a debtor receiving relief wages not being subject to such seizure. Convinced that if the present law were amended to exempt from seizure an adequate per capita living allowance for dependents of the debtor, men now on relief would, by virtue of the protection thus afforded, be encouraged to accept employment when offered, and that a decline in public relief costs would result, your Board of Governors has made repeated recommendations to this effect to City and Provincial authorities, but no action on the part of the Government has resulted to date. Included also in the Council's memorandum on this subject were recommendations for added protection to the debtor in the matter of seizure of household effects, through substantially increasing the total value amount of household furnishings exempted from seizure.

An indirect and very desirable effect of enactment of such amendments to the legislation it was thought, would be the discouragement of credit houses from extending credit to low wage earners, since they would not be able to recover in the case of default of the purchaser. In the opinion of a number of social agencies the credit business in Montreal is more extensive here than in some other large cities where exemptions from wage seizure are much higher.

Training Schemes for Unemployed Youth

The Council is pleased that the Province, in cooperation with the Federal Government, has finally put into operation a scheme for the training of unemployed youth, along lines suggested to the National Employment Commission by this and other bodies. Although the Governments are at present committed to providing funds for this purpose until the end of March, only - making the time for operation short - it is hoped that this period will be extended if the plan promises to be successful. The project is to be operated in four sections providing occupational training and vocational guidance, instruction in mining and agriculture, and training in domestic work.

In addition to the foregoing, the Board has been called upon to consider and make recommendations on numerous questions of agency policy, expansion and limitation of service, etc., such as discontinuance of provision of convalescent maternity care by the Sheltering Home; introduction of an extension worker by the Y.W.C.A. in the eastern and northern sections of the City - made financially possible through the Cheney bequest; restriction of relief by the Prisoners' Aid and Welfare Association to selected cases likely to respond successfully to rehabilitative efforts. The Board was also asked to consider whether Federation should provide financial assistance to older children of exceptional ability who had been under the care of the children's agencies and were qualified for higher or specialized training. While unanimously agreed that investment of funds in the higher education and training of promising young people is desirable, your Governors were of the opinion that such work should not be accepted for Federation financing at present.

## EXECUTIVE OFFICE ACTIVITIES

Placement Bureau

| | Applications | Placements |
|---|---|---|
| 1932 | 128 | 14 |
| 1933 | 117 | 21 |
| 1934 | 101 | 11 |
| 1935 | 150 | 17 |
| 1936 | 118 | 16 |
| 1937 | 105 | 31 |

Of the 31 placements made, 14 were in permanent and 17 in temporary positions.

In addition to the above, 31 placements of volunteer workers were made during the year - nine of these rendering a total of 98 days' voluntary stenographical assistance in the Council office, and the remainder being placed with 9 of the Council agencies.

Meeting Clearance

A clearing service to prevent conflict in agency meeting dates, was conducted as usual. Meetings cleared in this way totalled 316.

Mimeograph Service

A substantial increase is noted in the use of the mimeograph service, 2,168 stencils having been run for 32 agencies and 13 individuals, as compared with 1,750 stencils last year for approximately the same number of users.

Central Purchasing

37 agencies and 14 individuals took advantage of the opportunity to make substantial savings on office supplies, through cooperation with the central purchasing bureau. These figures also represent an increase over last year.

Library

83 loans of books and pamphlet material were made to 23 social workers, 7 Board Members and 9 others.

Conference Attendance

The Executive Director attended the Conference on Town Planning and Housing held under the auspices of the Union of Canadian Municipalities, in Ottawa last March; and both the Executive Director and Secretary attended the Canadian Conference on Social Work which met in June in the same city.

Council Membership

At December 31st, 1937 there were 50 institutional members - an increase of one (Central Volunteer Bureau) and three associate members of the Council (Local Council of Women, the Montreal Presbytery of the United Church of Canada, and Church of England in the Diocese of Montreal).

This report is respectfully submitted,

(Signed) John B. Frosst,
Chairman.

" Hazeldine S. Bishop
Secretary.

* Copies of this report are available to those interested.